



# Erie Canalway National Heritage Corridor Evaluation Findings



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# Executive Summary

## Purpose of the Report

This report was prepared on behalf of the National Park Service (NPS) as part of the evaluation of the Erie Canalway National Heritage Corridor (ECNHC). In overall terms, the goals of this report are to evaluate the following questions:

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

At present there are 49 National Heritage Areas that have been designated by Congress. As each of these NHAs reaches the end of funding authorization period, NPS conducts an evaluation of the program and reports the results to Congress.

To ensure unbiased evaluations, NPS contracts with an independent firm to conduct the evaluation and prepare the evaluation report. This independently produced report was prepared by ARCBridge Consulting & Training and serves to document the methodology used and the findings that have emerged from the analysis. The Congressional legislation authorizing the Erie Canalway National Heritage Corridor in October, 2000 pointed to several distinct themes which served as the basis for the designation.

- The year 2000 marked the 175th Anniversary of New York's opening of the Erie Canalway for commerce, transportation and recreational purposes which established a network which made New York, the "Empire State"

- The canals and adjacent communities are a nationally significant resource of historic and recreational value
- The Erie Canalway was instrumental in establishing strong political ties between New England, New York and the old Northwest and facilitated the flow of ideas and people ensuring that social reforms like the abolition of slavery and women's suffrage spread across upstate New York
- The construction of the Erie Canalway was an unrivaled engineering feat at the time and American canals were subsequently modeled on New York's canals
- At the time of construction, the Erie Canalway was the largest public works project undertaken by a state
- The Erie Canalway played a significant role in making New York City into a major East Coast port and New York State into a key center for commerce, industry and finance
- The Erie Canalway demonstrated the strength of American ingenuity, solidified the national identity and is memorialized in legend, song and art
- There is a national interest in the preservation and interpretation of the Erie Canalway's engineering planning and execution, its history and culture, its scenic beauty, and its recreational opportunities.

### Evaluation Methodology

In order to address the three questions described above, ARCBridge used a structured evaluation methodology that was previously used in the evaluation of other NHAs. This methodology involves a three-phased process which includes:

1. Tailoring of the evaluation design to the Erie Canalway Legislation and Management Plan

2. Gathering and performing an initial view of results
3. Analyzing the data and documenting findings

The process of tailoring the evaluation required working with Erie Canalway staff to assemble and review foundational documents. Such documents consisted of the enabling legislation and planning documents (such as management plans, strategic plans, marketing and communication plans). Gathering of these documents began in conjunction with a “meet and greet” session held at the beginning of the project and was subsequently continued through conference calls and follow-up discussions over the course of the ensuing months.

During the “meet and greet” session, the ARC-Bridge team met with Erie Canalway staff and with members of the Board of Directors and visited several sites and communities to understand the work and process used in implementing the Erie Canalway program. The “meet and greet” session was also an occasion where the ARC-Bridge team held a discussion with Erie Canalway staff to identify program inputs, program participants, and various types of program out-puts/impacts. This discussion led to the development of a logic model which described the process by which the program staff believed that the program was able to generate impact in the community.

This early project work was followed by a later visit to carry out further data collection and interviewing. The interviewing included discussions with:

- Individuals who managed partner organizations (e.g., various community, civic organizations, state organization and institutions such as the Erie Canal Corporation)

- Sites and buildings where Erie Canalway has been involved in or sponsored programmatic efforts (such as the Ticket to Ride Program visits to Chittenango Landing, Cohoes Falls Park, Peebles Island, Saratoga National Historic Park)
- Members of the Erie Canalway Heritage Fund Board of Directors
- Members of the Erie Canalway Canal Commission
- Consumer intercept interviews at several sites along the canal
- Interviews with leaders in communities that focused economic development around the canal

The analysis of this material also involved examination of financial records, partnership records, and grants management records as well as a review of studies undertaken by other organizations. A significant portion of the analysis was focused on finances of the organization including fund-raising, non-federal matching funds, expenditures, and the overall economic impact of the program (as described in the economic analysis completed by the Tripp Umbach consulting group in 2015).

## Key Findings

### **Question 1. Based on its authorizing legislation and general management plan, has Erie Canalway achieved its proposed accomplishments?**

Congressional legislation specified that the aim of the Erie Canalway National Heritage Corridor was to preserve and to interpret the cultural and historical resources of the New York State Canal systems and the towns adjacent to the Canal as key elements encompassing commerce, transportation and recreational activities of residents and visitors. In addition, the Canalway has had a critical role in the history of the nation of the state of New York in its role as a center of trade and finance.



Chapter 3 of this Report and Table E.1 outlines the overall scope of the mission and Erie Canalway activities addressed to Evaluation Question 1 based upon the legislation and the Erie Canalway Management Plan.

Table E-1 makes it evident that the activities of Erie Canalway have been clearly focused on the purposes of the legislation and the goals outlined in the Erie Canalway management plan.

**Table E.1: Legislation, Goals, and Activities**

Purposes Specified in Legislation	Goals Outlined in ECNHC Preservation and Management Plan	Erie Canalway Activities
<ul style="list-style-type: none"> <li>To provide for and assist in the identification, preservation, promotion, maintenance of the historical, natural, cultural, scenic and recreational resources of the Erie Canalway</li> </ul>	<ul style="list-style-type: none"> <li>The Corridor's historic and distinctive sense of place will be widely expressed</li> <li>The Corridor's natural resources will reflect the highest standards of environment quality</li> <li>The Corridor's recreation opportunities will achieve maximum scope and diversity, in harmony with the protection of heritage resources</li> </ul>	<ul style="list-style-type: none"> <li>Preserve Corridor Resources through documentation and mapping and providing access through websites</li> <li>Preserve historic resources by identifying candidates for National Register and National Historic Landmark nominations</li> <li>Sponsorships of bike tours throughout the Corridor</li> <li>Advocate and leverage federal, state, and local support for Canalway Trail completion in collaboration with the NYS Canal Corporation and Parks and Trails New York</li> </ul>
<ul style="list-style-type: none"> <li>To promote and provide access to the Erie Canalway's historical, natural, scenic, cultural, and recreational resources</li> </ul>	<ul style="list-style-type: none"> <li>The Corridor's current and future generations of residents and visitors will value and support preservation of its heritage</li> </ul>	<ul style="list-style-type: none"> <li>Erie Canalway Heritage Award of Excellence for best practices in heritage development. ECNHC publishes case studies and lessons learned from these projects on the web to serve as models.</li> </ul>
<ul style="list-style-type: none"> <li>Provide a framework to assist the State of New York and its local governments in the development of integrated cultural, historical, recreational, economic programs.</li> </ul>	<ul style="list-style-type: none"> <li>The Corridor's economic growth and heritage development will be balanced and self-sustaining</li> </ul>	<ul style="list-style-type: none"> <li>Sustain the organization by building up both established and new partnership relationships that carry on the work of the ECNHC and result in realized financial returns through public/private partnerships</li> <li>A fundraising professional is hired and has created a long range sustainability plan.</li> </ul>
<ul style="list-style-type: none"> <li>To authorize Federal financial and technical assistance to the Commission to serve these purposes</li> </ul>	<ul style="list-style-type: none"> <li>The National Heritage Corridor will serve as an "umbrella" to unite and coordinate existing federal, state, and local plans and multiple points of view, focusing on partnerships that cross jurisdictional boundaries and build on mutual interests.</li> </ul>	<ul style="list-style-type: none"> <li>The legislatively authorized Commission stewards the management plan's implementation, and its partners – federal and state agencies, individual communities, nonprofit and private organizations – in formulating policies and taking action to achieve the National Heritage Corridor's full potential</li> </ul>

**Question 2. What have been the impacts of investments made by Federal, State, and local government and private entities within the Corridor?**

Chapter 2 (Overview of the Erie Canalway National Heritage Corridor) provides a high level view of the Erie Canalway and the various smaller canals that make up the overall canal system. This chapter also provides a history of the canal and some of the characteristics that describe the canal communities in 2019. Chapter 2 focuses on a number of characteristics associated with the 23 counties in New York that comprise the Corridor. For example, an analysis of the population of the 23 counties showed that over a 17-year period the population has experienced a slight decline, while the business activity in these counties has grown in terms of the number of establishments, business sales, annual payroll and number employed.

Chapter 3 provides evidence that many of the projects initially funded by ECNHC are still in operation, in spite of the fact that many of these efforts were a single activity and were only funded for a limited period of time. Thus, many of the projects have become self-sustaining.

Chapter 4 (Impact of Public/Private Investments on Erie Canalway National Heritage Corridor) documents the sources of investments in the National Heritage Area prior to national heritage designation. This data revealed that the area now constituted as the Erie Canalway National Heritage Corridor received approximately \$37.7 M between FY2002 and FY2017. This included Heritage Program funds from the National Park Service (\$9.74 M) as well as other funds (\$4.5M) from the National Park Service to cover NPS employees detailed to ECNHC and funds from the NPS Service-wide Combined Call for specific projects which amounted to \$465,722.

Funding also came from non-NPS federal agencies (\$607,000) including the Department of Housing and Urban Development as well as the

Federal Highway Administration in the U.S. Department of Transportation.

Matching funds for the program amounted to \$23.7M. These funds came from New York State as well as a variety of private sources. From a leverage standpoint, the total leverage over the period from FY2002 to FY2017 was \$27.8M. This translates to \$2.81 in leverage for every dollar of Heritage Program funds that was received by ECNHC. Chapter 4 also describes how Erie Canalway spent its funds over the course of the period between FY2002 and FY2017. The total expenditure was \$37.49M.

In terms of overall investments, ECNHC is clearly in line with the legislative mandate. As part of the legislation, the Heritage Corridor had a requirement to match all NR&P funds 50/50 and this has been exceeded. . Based upon the ARC-Bridge analysis, it would appear that the minimum amount Erie Canalway would have had to provide was a match of \$9.74 M; instead ECNHC had a match of \$23.7M. In effect, the Canalway has matched 68% of the funds used in the Corridor's programs, while the National Park Service Heritage Partnership Program funding contributed to 29% of the program's expenditures. Clearly, the Heritage Corridor has not only matched the NPS funds as required in the law but has also leveraged a significant amount of funds through their various partnership projects.

**Question 3. How does the Erie Canalway National Heritage Corridor's management structure, partnership relationships and current funding contribute to its sustainability?**

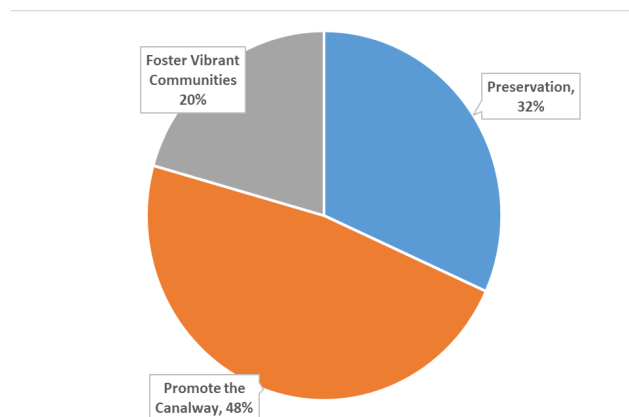
To address this question, ARCBridge examined how Federal and non-Federal funds were expended to support the NHA program initiatives. These data indicate that Erie Canalway has exceeded its match requirements by approximately \$14M by leveraging \$23.7M in matching funds in exchange for a National Park Service Heritage Partnership Program fund contribution of \$9.74M.



Overall, programming activities undertaken by Erie Canalway consumed \$28.2 M or 75.3% of total expenditures while management/operational expenses constituted \$9.3M or 24.7% of total expenditures.

Within the programming expenditures 48% went to promoting the Canalway, 32% was for Preservation and 20% was used for Fostering Vibrant Communities.

**Chart E.1: Program Expenditure by Area**



The impact of these investments have been significant and are discussed in detail in Section 3 of this report.

A key issue in this analysis revolves around the definition of “sustainability.” To guide this assessment, ARCBridge used the definition that was developed by NPS which 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.”*

ARCBridge analysis indicates that Erie Canalway has a number of key elements that contribute to its long-term capability for sustaining its financial position:

- Erie Canalway Heritage Fund (the non-profit arm of the organization) has a strong board of directors with backgrounds in finance and fundraising, marketing and cultural tourism, and city revitalization
- The board has representation from leaders in the local municipalities along the canal
- The board has been intimately involved in the management and strategic direction of Erie Canalway
- The organization has a staff that is well suited to the various tasks required for moving the organization forward
- The balance sheet of the organization is well-managed and currently includes a retained earnings balance of nearly \$365,000.
- In terms of Erie Canalway’s history of non-Federal matching funds; the required match for the organization was to provide at least a 100% match of the funds received through the NPS heritage budget. The organization has over performed its match requirements by nearly \$14M which indicates a strong capability of fundraising from state, private and foundation sources
- Erie Canalway is deeply embedded in the community with 422 partner organizations and 368 individual partners that have collaborated with the organization between 2001 and 2017.

### Structure of this Report

This report is organized into five sections:

- Section 1 describes the underlying purpose of the evaluation and methodology used
- Section 2 provides an overview and description of the Erie Canalway including characteristics of the population, the area’s history, current economic conditions, and changing population. This section also describes Erie

Canalway's organizational structure, authorizing legislation, board membership and staffing, as well as the organization's relationship with its partners in the community

- Section 3 describes in detail Erie Canalway's various programs and how these relate to the initial question in the evaluation—has Erie Canalway achieved its proposed accomplishments?
- Section 4 analyzes Erie Canalway's finances. That is, in line with evaluation question #2, what are the impacts of Federal/non-Federal funds?
- Section 5 explores the third and final question in the evaluation—how does Erie Canalway's management structure, current funding and partnerships contribute to the program's sustainability?

# Section 1:

## Introduction

National Heritage Areas (NHAs) are places that are established by the U.S. Congress to stimulate historic preservation, interpretation, conservation, outdoor recreation and economic development of specific areas of the country. These areas represent blends of natural, cultural or historic resources and are aimed at describing a unique element of history and development of the United States. The Illinois and Michigan Canal National Heritage Area, designated in 1984, has the distinctions of being the first National Heritage Area designated by Congress and signed into law by President Reagan. At present, there are 49 NHAs authorized by Federal law.

NHAs are managed by states or municipal authorities, local not-for-profit institutions, universities or federal commissions. The National Park Service within the Department of the Interior provides advisory-type services and some level of annual financial support (between \$150,000 and \$710,000 per NHA) from Heritage Partnership Program funding.

Each of the NHA coordinating entities is tasked in the law with developing its own management plan that describes the key goals and objectives set forth by the local coordinating organization. These goals and objectives are specified in the enabling Congressional legislation that sets forth the specific goals of each National Heritage Area. The coordinating entity or the managing entity generally creates an advisory or governing Board of Directors usually formed by representatives from diverse segments within the local community involving businesses, elected government officials, educational institutions, not-for-profit entities and public institutions. As part of its mission, the coordinating entity has the responsibility for managing the federal funds and obtaining matching funds from other sources that are obtained to implement the management plan and to execute the NHA program within the design-

-ated National Heritage Area. Erie Canalway National Heritage Corridor is required to provide a 100% non-federal match for Heritage Partnership Program funds.

The management plan typically describes the organizational structure, key stakeholders in the NHA operation as well as the strategies to be used for conservation, preservation, and interpretation as well as the funding and management of the program.

### 1.1 Purpose of this Report

This report was prepared by ARCBridge Consulting and Training Inc., on behalf of the National Park Service as part of the evaluation of the Erie Canalway National Heritage Corridor. In its advisory capacity, the National Park Service has the responsibility for reporting to Congress on evaluations of the performance of the various National Heritage Areas. This report provides documentation of the methods and findings of the evaluation that was focused on assessing the Erie Canalway National Heritage Corridor.

The evaluation is meant to address three fundamental questions:

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

## 1.2 Overview of the Erie Canalway National Heritage Corridor

*Vision: “The Erie Canalway National Heritage Corridor, working through a wide range of partnerships, is preserving and interpreting our nation’s past, providing world class recreational and education opportunities, fostering economic revitalization, improving quality of life in Corridor communities, and guiding the reemergence of the Erie Canalway as a 21st century ‘River of Commerce and Culture’.”*

The Erie Canalway National Heritage Corridor encompasses territory that includes 23 counties in upstate New York with a population of more than 4.37 million residents. The canal has 524 miles of navigable waterways and includes four major cities (Albany, Syracuse, Rochester and Buffalo). In addition to these major cities, there are an additional 230 municipalities in the counties adjacent to the canal waterways. As shown in the map found in Figure 1.1, the large geographic area surrounding the canal includes six major regions associated with different canal areas.

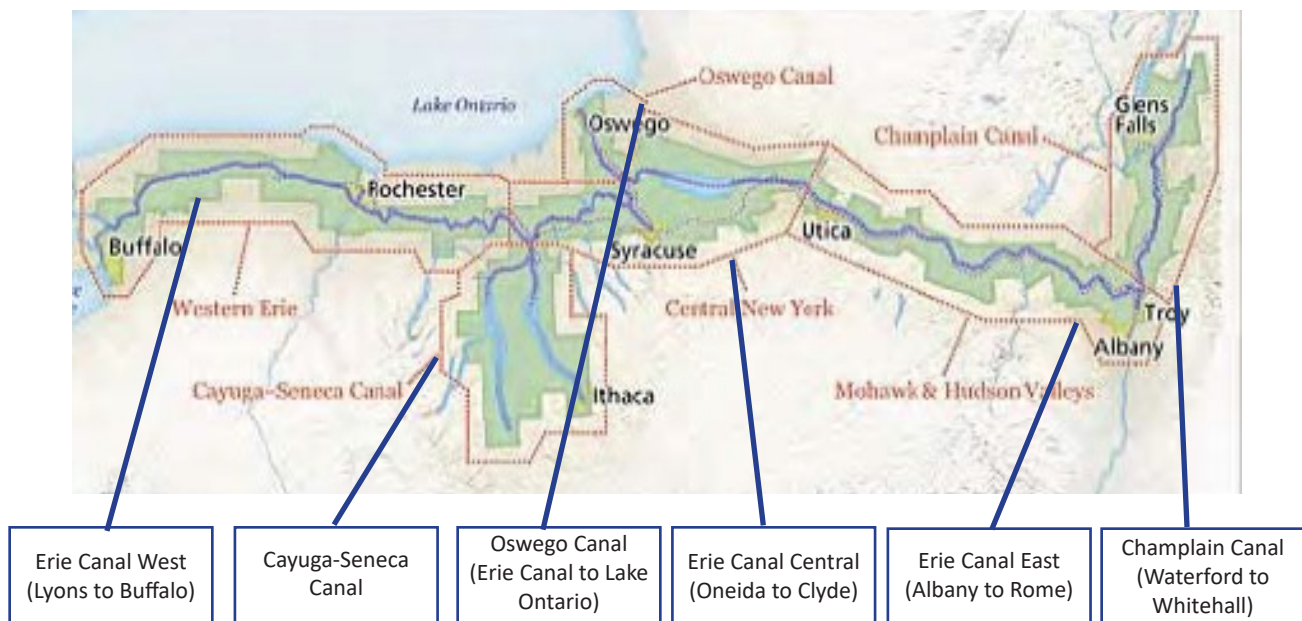
These include Erie Canal East, Erie Canal West, Erie Canal Central, the Cayuga-Seneca Canal, the Champaign Canal and the Oswego Canal (collectively, the “Canal”).

Each of these regions consists of numerous sites of interest for both residents and visitors. These typically include museums, parks, historic sites and homes, recreational trails for hiking, biking and cross-country skiing as well as various historic canal features such as canal locks. The Canal provides access to the water for paddling, rowing and various canal rides and excursions. In addition, there are retail areas for shopping in the towns adjacent to the canal. Detailed descriptions of the sites in each region and nearby state parks can be found on the Erie Canalway website:

*“This nationally significant landscape and waterway contains an abundance of natural, historic, and cultural wealth, and richly deserves our best efforts for the benefit of all our citizens.”*

– Dirk Kempthorne, Secretary of the Interior, 6/26/06

**Fig 1.1: Map of six regions within the Erie Canalway National Heritage Corridor**



**Table 1.1: Overview of the Erie Canalway National Heritage Corridor**

<b>Designation</b>	The Erie Canalway National Heritage Corridor was designated as a National Heritage Area in October, 2000, through Public Law 106-554, the Erie Canalway National Heritage Corridor Act of 2000. The legislation recognizes that the areas adjacent to the historic and current alignments of the New York State Canal System represents an important element of the American heritage for commerce, transportation and recreational purposes. The Erie Canal established the network which made New York the "Empire State" and the Nation's premier commercial and financial center.
<b>Location</b>	The area of upstate New York surrounding the Canal stretching from Albany to Buffalo with more than 230 municipalities along the waterway.
<b>Area Encompassed</b>	Erie Canalway National Heritage Corridor encompasses 23 counties adjacent to the Canal.
<b>Goals</b>	<p>As set forth in the Erie Canalway's Preservation and Management plan, the goals of the Canalway include:</p> <ul style="list-style-type: none"> <li>• The Corridor's historic and distinctive sense of place will be widely expressed and consistently protected</li> <li>• The Corridor's natural resources will reflect the highest standards of environmental quality</li> <li>• The Corridor's recreational opportunities will achieve maximum scope and diversity, in harmony with the protection of heritage resources</li> <li>• The Corridor's current and future generations of residents and visitors will value and support preservation of its heritage</li> <li>• The Corridor's economic growth and heritage development will be balanced and self-sustaining</li> <li>• The Corridor will be a "must-do" travel experience for regional, national and international visitors</li> </ul>
<b>Organizational Structure</b>	Operations and staff are managed by a Federal Commission and the non-profit Erie Canalway Heritage Fund, Inc. The Commission may have up to 27 members. The nonprofit Board of Directors may have up to 15 members. The four Officers on the Commission also serve as ex-officio members on the non-profit Board of Directors.
<b>Partners</b>	There are currently 120 formal partners and 670 informal partners working with Erie Canalway National Heritage Corridor. Partners consist of several national parks, corporations, state government agencies, municipalities, museums and non-profit community organizations. The 790 partners consist of 422 organizations and 368 individuals.



The number of formal and informal partners shown here were developed using a database of partners developed specifically for this project by ARCBridge. This database has been shared with Erie Canalway National Heritage Corridor and has encompassed all of the program partners identified by Erie Canalway National Heritage Corridor since the period prior to NHA designation.

### 1.3 Evaluation Methodology

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

The Guide provides details regarding a three-phase evaluation process. In this case the process involved 1) tailoring the evaluation design to the Erie Canalway National Heritage Corridor, 2) collecting data and an initial review of results and 3) analyzing data and documenting results.

#### 1.3.1 Tailoring the Evaluation to the Erie Canalway National Heritage Corridor

As part of tailoring the evaluation design, ARCBridge Consulting and Training undertook a series of steps including the following:

1. An ARCBridge evaluation team worked with Erie Canalway National Heritage Corridor staff to assemble foundational documents from the National Heritage Area to review and develop such items as:
  - Enabling Congressional legislation
  - Planning documents such as the NPS Special Resource Study of the New York State Canal System (prior to designation)
  - The Preservation and Management Plan (post-designation)
  - Resource Development Plan for ECNHC 2012-2017
  - ECNHC 2011-2016 Strategic Plan
2. Early in the project the ARCBridge evaluation team visited Erie Canalway National Heritage Corridor for a “meet and greet” session during June 5-6, 2018. During the visit, the ARCBridge team carried out the following activities:
  - Formal and informal partners to be included in a partner database
  - Financial data on income, grants, and expenditures
  - Annual reports of the managing entity
  - Details regarding organizational structure for the staff, the Erie Canalway Heritage Fund, the Board of Directors, and the Corridor Commission
  - Research studies and economic analyses that had been carried out regarding tourism and economic development along the Erie Canalway
  - Met Erie Canalway National Heritage Corridor staff and several members of the Corridor Commission and the Board of Directors
  - Visited several sites (Cohoes Falls Park, Peebles Island, Schoharie Crossing State Historic Site, Saratoga National Historic Park) within the National Heritage Area to provide a better understanding of the NHA program.
  - Held preliminary discussions with key Erie Canalway National Heritage Corridor staff to provide the basis for drafting a logic model to describe the program, its operations, and its impacts. This discussion focused on identifying program inputs, program participants, and various types of program outputs and impacts.

#### 1.3.2 Site Introduction and Background Research

As a follow-up to the logic model discussion during the “meet and greet” visit, the ARCBridge team collaborated with Erie Canalway National



Heritage Corridor staff to develop a preliminary draft of the logic model as well as data collection plans for a follow-up data collection visit that took place in August, 2018.

As part of background research, the ARCBridge team carried out a series of additional steps prior to returning to the Erie Canalway for the data collection visit. This work included requests for information such as:

- National Park Service funding and expenditures, non-Federal matching funds from FY2001 to FY2017
- Lists of grants made by Erie Canalway Heritage Fund
- Data on all formal and informal partners who have worked with Erie Canalway National Heritage Corridor, the roles they played in NHA programs, the year they became engaged with the program and whether or not they had a formal agreement with Erie Canalway National Heritage Corridor

Part of the preparation for the data collection visit involved conferring with Erie Canalway National Heritage Corridor program staff to work out the logistics and timetable for the follow-up data collection site visit.

The ARCBridge Team undertook data collection site visits to ECNHC during the week of August 13th through August 16th with additional follow-up telephone interviews the following week. During the data collection process, the team conducted interviews with a series of key stakeholders who had involvement with Erie Canalway National Heritage Corridor. Interviews included the current Erie Canalway National Heritage Corridor Executive Director and staff members, members of the Erie Canalway National Heritage Fund Board of Directors and the Corridor Commission. We also conducted interviews with key partners of the Erie Canalway National Heritage Corridor and officials from municipalities along the canal. The aim of these interviews was to

understand the operations and impact of ECNHC programs, board governance, and partner views of program development.

Following the visit, the team carried out a financial review and held discussions with the Director of Financial Administration to examine the various investments that the program has made and to link those investments with program outcomes.

In order to assess the impact of the ECNHC program on local communities, the ARCBridge team conducted three mini-case studies in the towns of Fairport, Brockport and Lockport, New York. These mini-case studies involved telephone interviews with the mayor of one town and the Economic Development Directors of two towns to develop a picture of how the presence of the Erie Canal and the ECNHC have influenced the economic health of the community. These three towns were selected because they have each embraced the Erie Canal as an important part of their town's life and culture and have experienced positive economic effects. The aim of the interviews was to better understand how these positive economic benefits came about.

### 1.3.3 Stakeholder Interviews

During the site visit, the ARCBridge team carried out interviews with the following specific individuals and organizations:

Current Erie Canalway National Heritage Corridor Staff Interviews:

- Bob Radliff, Executive Director
- Andy Kitzmann, Assistant Director
- Jean Mackay, Director of Communications
- Rosemary Button, Director of Financial Administration
- Duncan Hay, Historian, NPS Employee
- Diane Jennings, Director of Administrative Services

Erie Canalway National Heritage Corridor Commissioners:

- Pieter Smeenk, Chair
- Harry Sicherman, Vice-Chair
- Mary Liz Stewart
- Paul Webster
- Kal Wysokowski
- John McGlone
- Brian Stratton (also Director of the New York State Canal Corporation)

Erie Canalway Heritage Fund, Inc. Board of Directors:

- Paul Neureuter, Chair
- Kim Seager, Vice Chair
- Brad Packard, Treasurer
- Judy McKinney Cherry, Secretary
- Tom Blanchard, Past Chair

These interviews with the staff, with Commission members and with Board of Directors provide perspectives on the Erie Canalway National Heritage Corridor programmatic directions, their long-term sustainability efforts, and how these have evolved over time.

### Interviews with Partner Organizations

Over the course of on-site visits and subsequent telephone interviews, the ARCBridge team spoke with the following organizations and individuals:

- New York State Canal Corporation --Brian Stratton (Executive Director), Sharon Leighton (Director of Community Relations), John Callaghan (Deputy Executive Director)
- National Park Service --Frank Barrows (former Superintendent, Fort Stanwix)
- Chittenango Landing—Christine O’Neil (Former Executive Director), Theresa Batty (Coordinator)
- Madison County Planning --Jamie Kowalczyk
- RED Group/Syracuse University—Dr. Scott Shablak

- Syracuse City School District—Nick Stamoulacatos
- Erie Canal Museum—Natalie Stetson
- New York State Office of Parks, Recreation and Historic Preservation—Michael Lynch
- Rochester Accessible Adventures—Anita O’Brien
- Erie Canal Boat Company—Peter Abele
- Corn Hill Navigation—L.J. Fisher
- Village of Brockport—Bill Andrews (Deputy Mayor)
- Rochester Museum & Science Center—Calvin Uzelmeier
- Spencerport Canal Depot – Simon Devenish
- Lockport Locks Heritage District – David Kinyon

Interviews with partner organizations provided perspectives on the importance of ECNHC and the role that the Erie Canalway National Heritage Corridor plays in the community.

### Consumer Intercept Interviews:

A series of consumer intercepts were carried out in Buffalo by the harbor, in Rochester at the Rochester Museum & Science Center, in the town of Fairport by the canal, in the Town of Pittsford onboard the vessel *Sam Patch*, and in Lockport on a vessel managed by Lockport Locks & Erie Canal Cruises. The interviews addressed the following issues:

- How each individual learned about the program/site and what they had known about the site prior to their visit, including the sources of information they used (e.g. signage, brochures, website)
- What they learned from the site
- Other activities they engaged in during their visit (e.g. shopping, eating at restaurants, staying in hotels)
- Likelihood of telling others about their experience and encouraging others to visit the sites

Mini-case studies to understand the Impact of the Erie Canalway on Economic Activity in Small Municipalities:

To better understand how the Erie Canalway has had an economic impact on towns along the canal, ARCBridge conducted interviews in three communities. These included:

- Brockport—Margaret Blackman (Mayor)
- Fairport—Martha Malone (Executive Director, Fairport Office of Community + Economic Development) and
- Lockport—Chuck Bell (former Director of Economic Development for the City of Lockport).

#### 1.3.4 Data Analysis

In the final stage of the work, the ARCBridge team carried out analyses of results focused on the three key questions outlined below:

1. Has Erie Canalway National Heritage Corridor achieved its proposed accomplishments as outlined in their management plans?
2. What are the impacts of investments in the Erie Canalway area?
3. How does the Erie Canalway National Heritage Corridor's management structure, partner relationships, and current funding contribute to its sustainability?

As part of the analysis, the team assembled detailed descriptions of the various programs and projects carried out by Erie Canalway National Heritage Corridor and assessed programs in terms of their sustainability or ability to be self-sustaining over a period of time.

From a financial analysis perspective, the team examined the various sources of income for the program both prior to and since the designation of the Erie Canalway National Heritage Corridor Area in October, 2000. The analysis also included examination of the level of matching funds

and the leverage that was achieved as a result of obtaining National Park Service Heritage Program funds.

The results of these analyses are detailed in subsequent sections of this report as follows:

#### Section 2--Overview of ECNHC

This section describes key characteristics of the Erie Canalway National Heritage Corridor, its history, its current organizational structure and staffing, and its track record in developing partners within the community.

*"...utilize these assets to stimulate economic development and improve the quality of life for the communities that surround the Canalway."*  
— New York State Governor George E. Pataki, 3/21/06

#### Section 3—Erie Canalway National Heritage Corridor Fulfillment of the Authorizing Legislation and Management Plan

This section describes various program activities that fulfill the mandate of the authorizing legislation and the management plan and how program activities fit into the larger scheme of community impact (via the logic model).

#### Section 4--Public/Private Investments in the Erie Canalway National Heritage Corridor and their Impact

In this section, ARCBridge analyzed the sources of Federal and non-Federal matching funds, the level of match that was achieved and the extent of financial leverage provided by Heritage Program funds made available by the National Park Service. The analysis also looked at qualitative impact measures based upon mini-case study interviews with key officials in three small towns along the Erie Canal. The analysis also included discussion of the Tripp Umbach report which documented an input-output model.

## Section 5—Erie Canalway National Heritage Corridor Sustainability

This section of the report describes the concept of sustainability and examines the various elements of sustainability that are present within the Erie Canalway National Heritage Corridor Area of operation.

### 1.3.5 Evaluation Limitations

ARCBridge has taken the utmost care and diligence to ensure the evaluation methodology properly addresses the three questions set forth in this report NHA evaluations. While ARCBridge has followed the NPS Evaluation guidance, it is understood that every NHA has a completely unique set of parameters. Thus, every effort has been made to capture the specific story of the Erie Canalway National Heritage Corridor, and variances have been discussed throughout the process during NPS monthly conference calls.

In this region, the methodology employed was not always able to directly measure the impact of specific Erie Canalway National Heritage Corridor programs on individuals and communities. Reasons included the fact that any Erie Canalway National Heritage Corridor program activity was conducted in partnership with several other local organizations, so it was sometimes difficult to specify Erie Canalway National Heritage Corridor-specific impacts. For this reason ARCBridge undertook three mini-case studies to illustrate the economic impact of the ECNHC program on towns adjacent to the canal. The mini-case studies will be described in Chapter 4 of this report.

### 1.4 Roles

There were three participating organizations involved in this evaluation effort—an external evaluator (ARCBridge Consulting & Training, Inc.), the National Park Service, and Erie Canalway National Heritage Corridor.

## External Evaluator

ARCBridge Consulting & Training served in the role of the independent, external evaluator. ARCBridge is a small, minority owned consulting firm with over 25 years of experience working on federal government projects. ARCBridge developed the logic model, collaborated with Erie Canalway National Heritage Corridor staff on various aspects of data collection, analyzed the data, and prepared this report.

## National Park Service (NPS)

The National Park Service staff provided underlying methodology and funding, facilitated contacts with Erie Canalway National Heritage Corridor and provided counsel throughout the project. NPS staff also provided useful context regarding the history of the program.

## Erie Canalway National Heritage Corridor

Erie Canalway National Heritage Corridor staff and members of the Board of Directors facilitated the evaluation by providing access to the necessary data and coordinated meetings with various individuals and partners who are engaged with the National Heritage Area.

The Erie Canalway National Heritage Corridor team provided feedback and insights regarding data collection and the meaning of various data elements. While Erie Canalway National Heritage Corridor was not involved in designing the methodology or carrying out the analysis, they served in a fact-checking role throughout the project to ensure that the evaluation team was provided with accurate information and interpretation of available data and responded to queries promptly with transparency and thoroughness throughout this entire process.

ARCBridge provided the Erie Canalway National Heritage Corridor team with opportunity to review and to fact check the contents of the evaluation as it was developed.

## Section 2

### Overview of the Erie Canalway National Heritage Area

This section of the report provides an overview of the geography, demographic characteristics and the development of the Erie Canalway National Heritage Corridor (ECNHC) along with the history of the Erie Canal itself.

Included is a description of the Erie Canalway National Heritage Corridor (ECNHC), its coordinating entity, the Commission, and the ECNHC's nonprofit Erie Canalway Heritage Fund, Inc. (individually or jointly referred to as "ECNHC") In addition, the section describes the development of Corridor's partners and the role played by partner organizations. Finally, ARCBridge provides a chronology of key events associated with the development of the coordinating entity.

#### 2.1 Introduction and History of the Erie Canal

The Erie Canal is one of the most successful and influential human-built waterways and one of the most important works of civil engineering and construction in North America. It facilitated and shaped the course of settlement of the Northeast, Midwest, and Great Plains, knit together the Atlantic Seaboard with the area west of the Appalachian Mountains, solidified New York City's place as the young nation's principal seaport and commercial center, and helped to forge America's national identity.

New York's canal system, including the Erie Canal and its laterals – principally the Champlain, Oswego, and Cayuga-Seneca Canals – opened the interior of the continent. Built through the only low-level gap between the Appalachian Mountain chain and the Adirondack Mountains, the Erie Canal provided one of the principal routes for migration and an economical and reliable means for transporting agricultural products and manufactured goods between the American interior, the eastern seaboard, and Europe.

The Erie Canal was a heroic feat of early 19th century engineering and construction, and at 363 miles long, was more than twice the length of any canal in Europe. It was without precedent in North America, designed and built through sparsely settled territory by surveyors, engineers, contractors, and laborers who had to learn much of their craft on the job. Engineers and builders who got their start on New York's canals went on to construct other canals, railroads, and public water supplies throughout the new nation. In addition to cargo, New York's canal system carried people and ideas – immigrants to the United States, and New Englanders, drawn by the prospect of rich farmland in upstate New York and beyond, along with innovators and manufacturers who established businesses along the canal. The general prosperity and ease of communication along New York's canal corridors created a climate that fostered a number of nationally significant social reform and religious movements. At the same time, completion of the canal system and its accompanying effects severely disrupted the pre-existing Native American culture and settlements.

New York's canal system has been in continuous operation since 1825, longer than any other constructed transportation system on the North American continent. It can trace direct ancestry to short canals and navigation improvements to the Mohawk and Hudson Rivers built during the 1790s, and to the network of natural waterways that had been used for centuries for travel and commerce by members of the Iroquois Confederacy and other native peoples. In 1835 the NY Legislature approved the first enlargement of the canal to a minimum of 70 feet wide and seven feet deep. This enlargement was completed in 1862. Beyond the canal system's role in facilitating and shaping the growth of the nation, it is the unbroken living tradition of the waterways, the communities that line their banks, and the



people who live and work on and near the canals and related navigable lakes that make the Erie, Champlain, Oswego, and Cayuga-Seneca especially significant.

Today's successor to the Erie Canal is the New York State Barge Canal, the third phase of the canal. It is a state-owned system of canals, canalized rivers, and lakes across upstate New York, built 1905-1918 to allow passage of large commercial vessels from the Atlantic Ocean and tidal Hudson River to the upper Great Lakes and American Midwest and to Lake Ontario and the St. Lawrence River, Lake Champlain, and Cayuga and Seneca Lakes. It is much larger than the original Erie Canal and three connecting canals, all completed during the 1820s. That development opened the interior of North America to commercial agriculture, settlement and industrialization, established New York's role as the Empire State, and confirmed New York City's status as America's principal seaport and commercial center.

The Barge Canal system has four principal branches: Erie Canal, 340 miles long with 35 lift locks from Waterford on the Hudson River to Tonawanda on the Niagara River; Champlain Canal, 60 miles long with 11 locks connecting the Hudson at Waterford to the southern end of Lake Champlain at Whitehall; Oswego Canal, 24 miles long with 7 locks connecting the Erie Canal at Three Rivers with Lake Ontario at Oswego, and the Cayuga-Seneca Canal, 17 miles long with 4 locks connecting the Erie Canal near Montezuma with New York's two largest Finger Lakes.

In 2016, Erie Canalway National Heritage Corridor's nomination for National Historic Landmark (NHL) status for the New York State Barge Canal System was approved by the Secretary of the Interior and designated in its entirety as an NHL.

The national significance of the Erie Canalway National Heritage Corridor relies on the integrity and authenticity of its vast array of historic and cultural resources – the qualities that allow

modern-day visitors to connect to the people, places and events that shaped the region, New York State, and the nation. Preservation is what protects the integrity and authenticity of physical elements, such as buildings, vessels, or the canals themselves, that can be toured and explained; of cultural expressions, such as oral histories, folkways, and art, that can be shared and absorbed; and of cultural landscapes, evolving places where the concrete and the ephemeral combine to resonate with the past and the present, that can only be appreciated through immersion and travel.

The last decade has seen a marked increase in outdoor recreation and a new focus on the recreational potential on the New York State Canal System. At the same time, heritage tourism has become the recreation of choice for many. The many recreational destinations in the Corridor attract visitors to the region and improve the quality of life for residents.

In particular, the Erie Canalway Trail currently stretches 348 miles between Albany and Buffalo, linking the Hudson River and Lake Erie. This multi-use recreational trail along the canal is used for cycling, hiking and cross-country skiing. A new initiative of the Governor of New York State will expand the Erie Canalway Trail to include a section between New York City and Canada. Projected to be completed in 2020, the trail will be a continuous route of more than 750 miles of non-motorized use trails.

The canal currently supports paddlers, kayakers and those wishing to take excursions and cruises along the canal. A number of canal towns have established events centered on the canal, and these events have attracted millions of residents and visitors to the canal to observe and participate in a variety of activities. A significant portion of these events are sponsored by the Erie Canalway National Heritage Corridor through the organization's Events & Festivals and Small Grant programs that seeks to promote the Corridor as a world-class destination and encourage



“vibrant communities.”

### 2.1.1 Current Characteristics of the Erie Canalway National Heritage Corridor

To describe the characteristics of the communities through which the Erie Canalway operates, ARCBridge has captured U.S. Census information that describes the population and economic characteristics of the 23 New York counties that are adjacent to the canal itself.

The first of these analyses examines the population of these counties and the extent of population change between the 2000 US Census and the latest intercensal population estimates. Table 2.1 below reflects the population of each of the counties in the 2000 Census as well as population estimates from the 2010 Decennial Census. The table also includes 2017 estimates of the population developed by the Census Bureau.

**Table 2.1: Census Estimate Population Changes in the 23 New York Counties Comprising the Erie Canalway**

New York Counties	Population Estimate 2000 Decennial Census	Population Estimate 2010 Decennial Census	Census Population Estimate (as of July 1) - 2017	Population Change from 2000-2017
Albany County	295,106	304,107	309,612	14,506
Cayuga County	81,871	79,889	77,603	(4,268)
Erie County	949,440	919,224	925,528	23,912
Herkimer County	64,451	64,463	62,240	(2,211)
Madison County	69,450	73,440	70,965	1,515
Monroe County	738,979	744,906	747,642	8,663
Montgomery County	49,605	50,299	49,258	(347)
Niagara County	219,620	216,486	211,328	(8,292)
Oneida County	235,146	234,794	231,332	(3,814)
Onondaga County	458,034	467,571	465,398	7,364
Ontario County	100,106	108,165	109,899	9,793
Orleans County	44,178	42,837	40,983	(3,195)
Oswego County	122,477	122,143	118,478	(3,999)
Rensselaer County	152,684	159,365	159,722	7,038
Saratoga County	201,514	220,109	229,869	28,355
Schenectady County	146,581	154,876	155,565	8,984
Schuyler County	19,232	18,323	18,000	(1,232)
Seneca County	33,343	35,264	34,498	1,155
Tompkins County	96,608	101,764	104,802	8,194
Warren County	63,273	65,672	64,532	1,259
Washington County	60,977	63,336	61,620	643
Wayne County	93,791	93,750	90,670	(3,121)
Yates County	24,723	25,374	24,955	232
<b>Total</b>	<b>4,321,189</b>	<b>4,366,157</b>	<b>4,364,499</b>	<b>43,310</b>

Sources: U.S. Census Intercensal Population Estimates from the 2000 Decennial Census, from the 2010 Decennial Census and from the 2017 Census estimate.

As the table reveals, the current population of the Erie Canalway counties is estimated to be 4.365 million as of July 2017. This reflects a small growth in population of approximately 1.00% (43,310 persons) between the 2000 Decennial Census and the 2017 Census population estimate for the area. The population of the canal community has been relatively stable over the 17 year period for the estimates.

By way of contrast, the population of the State of New York grew by 4.6% over the same period with a growth from 18.976 million persons in the 2000 Census to an estimate of 19.849 million persons in 2017. This represents a population increase of approximately 900,000 over the period.

Thus, the Erie Canal Corridor counties have experienced slower population growth in population as compared the rest of the State of New York which has grown by 6.2%.between 2000 and 2017.

In order to examine economic conditions and changes in the economy in the adjacent areas, ARCBridge undertook an analysis of data from the Economic Censuses conducted in 2002, in 2007 and in 2012. These data were obtained from the U.S. Census Bureau. Data from the Economic Census of 2017 has been gathered, but has not yet been reported by the Federal Government. The results of the analysis are displayed in Table 2.2 below.

**Table 2.2: Results from the Economic Census for 2002, 2007 and 2012 Encompassing the 23 County Erie Canalway Corridor**

Economic Census Year	Number of Establishments	Value of sales, shipments, receipts, revenue, or business done (\$1,000)	Annual payroll (\$1,000)	Number of Employees
2002	87,810	\$182,348,353	\$38,548,011	1,305,278
2007	85,871	\$203,277,543	\$43,265,473	1,294,350
2012	92,328	\$229,835,275	\$55,351,029	1,460,169
% Gain 2012-2002	5.14%	26.04%	43.59%	11.86%

The data in Table 2.2 reveals that, despite a modest decline in the population, the Erie Canalway counties demonstrated substantial economic growth over the period between 2002 and 2012. Thus, the number of establishments increased by more than 5%, the value of sales increased by 26% from \$182B to more than \$229B while the annual payroll increased by more than 43% (from \$38B to more than \$55B). At the same time, the number of persons employed in these establishments increased by nearly 12% (from 1.31M to more than 1.46M) over this period.

## 2.2 Introduction and History of the Erie Canalway National Heritage Corridor and its Partners

Public Law 106-554, title VIII, the Erie Canalway National Heritage Corridor Act of 2000 designated the natural resources of the Erie Canalway, the New York State Canal System and the communities along the canal banks as a National Heritage Area. The authorizing legislation designated as the management entity, a twenty-seven member Erie Canalway National Heritage Corridor Commission (“the commission”).

To kickstart the development of the Erie Canalway National Heritage Corridor, funds were appropriated in FY1995 (Public Law 103-332) for the National Parks Service to prepare a Special Resource Study to evaluate the New York Canal System for designation as a National Heritage Corridor. Advocating for this initiative were Congressman James T. Walsh (from Syracuse) and New York Senator Daniel Patrick Moynihan.

This Special Resource Study came on the heels of a number of federal and state-developed initiatives which focused on the cultural and economic development of areas surrounding the Erie Canal. These included:

- The Canal Corridor Initiative from the U.S. Department of Housing and Urban Development to provide \$130 million to communities for canal corridor projects

- The Mohawk Valley Heritage Corridor established by New York State in 1994 to protect the region’s natural, historic and recreational resources and promote economic development in seven of the Erie Canalway Corridor counties.
- The New York State Canal Recreationway Plan which was completed in 1995.

### 2.2.1 Authorizing Legislation and the Erie Canalway National Historic Corridor Mission and Vision

*“The mission of the ECNHC is to plan for, encourage and assist historic preservation, conservation, recreation, interpretation, tourism and community development throughout the Corridor in a manner that promotes partnerships among the Corridor’s many stakeholders, and reflects, celebrates and enhances the Corridor’s national significance for all to use and enjoy.”*

In conjunction with the Erie Canalway National Heritage Corridor Act of 2000, the management entity was assigned the following responsibilities:

1. To provide for and assist in the identification, preservation, promotion, maintenance and interpretation of the historical, natural, cultural, scenic, and recreational resources of the Erie Canalway in ways that reflect its national significance for the benefit of current and future generations;
2. To promote and provide access to the Erie Canalway’s historical, natural, cultural, scenic and recreational resources; and
3. To provide a framework to assist the State of New York, its units of local government, and the communities within the Erie Canalway in the development of integrated cultural, historical, recreational, economic, and community development programs in order to enhance and interpret the unique and nationally significant resources of the Erie Canal.

Erie Canalway's comprehensive Preservation & Management Plan was approved by the Secretary of the Interior in 2006. The plan outlines six key goals that enable ECNHC to achieve its vision and mission:

1. The Corridor's historic and distinctive sense of place will be widely expressed and consistently protected.
2. The Corridor's natural resources will reflect the highest standards of environmental quality.
3. The Corridor's recreation opportunities will achieve maximum scope and diversity, in harmony with the protection of its heritage.
4. The Corridor's economic growth and heritage development will be balanced and self-sustaining.
5. The Corridor will be a "must do" travel experience for regional, national, and international visitors.

The vision of the Erie Canalway National Corridor was further refined through the ECNHC 2011-2016 Strategic Plan and consisted of the following vision statement:

**The Erie Canalway National Heritage Corridor, working through a wide range of partnerships, is preserving and interpreting our nation's past, providing world class recreational and educational opportunities, fostering economic revitalization, improving quality of life in Corridor communities, and guiding the reemergence of the Erie Canalway as a 21st century "River of Commerce and Culture."**

### 2.2.2 Erie Canalway National Heritage Corridor Organizational Structure

Several years after National Heritage designation in 2000 (2000), the Erie Canalway Commission established a nonprofit entity, the Erie Canalway Heritage Fund, Inc. to help manage the funds, personnel and programs designed to fulfill the mission requirements set forth in the enabling legislation. This non-profit entity received its

501(c)(3) designation in 2006 and provides flexibility in fund-raising such that the organization, through this vehicle can raise funds in the private sector.

Erie Canalway currently has five (5) full-time employees, and two (2) NPS employees (on detail; 1.6 FTE equivalent).

The staff includes:

Executive Director: Bob Radliff

Assistant Director: Andy Kitzmann

Director of Communications and Outreach: Jean Mackay

Administrative Services Director: Diane Jennings

Director of Finance Administration: Rosemary Button

Historian: Duncan Hay (NPS employee on detail, Part-time at ECNHC)

Community Planner: Hannah Blake (NPS Employee on detail)

The governance structure of the organization includes both an Erie Canalway Corridor Federal Commission (up to 27 members) and a Heritage Fund Board of Directors (up to 15 members). Executive Commissioners also serve on the Heritage Fund Board of Directors.

The ECNHC Commission and Heritage Fund Board of Directors includes a diverse team of individuals with expertise in a number of key areas important to Erie Canalway. These areas of expertise include:

- Strategic planning and business entrepreneurship
- Parks and recreation
- Architecture
- Historic preservation
- Construction, land surveying, project management
- Finance and investing
- Real estate
- Federal, state, county and municipal government

- Legal and legislative affairs, public and government relations
- Economic development and community relations
- Marketing and cultural tourism
- Fundraising and non-profit management
- Higher education

Commission members have been actively involved with Erie Canalway for between one year and sixteen years (2 members are currently pending appointments). Ten (10) of the 23 Commission members have been active for six or more years with the Canalway. Members of the Heritage Fund Board of Directors have been on the Board for between one year and 12 years (the non-profit organization was established in 2006).

In order to provide consistency between the two groups, the four officers of the Commission serve dual roles as ex-officio members of the Erie Canalway Heritage Fund board. These ex-officio members may not hold officer positions on the board.

A detailed description of Commission membership is shown in Table 2.3 below while a description of the Heritage Fund Board of Directors is shown in Table 2.4. These charts outline the length of time on the board/commission, officer positions, committee assignments, and relevant areas of expertise.

**Table 2.3: ECNHC Commission (as of 2018) Membership Description**

ECNHC Commission Members	Time on Commission	Office	Committees	Expertise or Title
Pieter W. Smeenk	16 years	Chair	Executive	Public policy
Harry R Sicherman	3 years	Vice Chair	Executive, Procurement & Conflict of Interest	Business, Federal guidelines
Barbara Blanchard	6 years	Secretary	Executive, Matton Shipyard, Nominations/Governance, Procurement & Conflict of Interest	Business, Contracting
John R. McGlone	3 years	Treasurer	Executive, Grants, Finance	Business
Gay Vietzke	Pending Appointment	Secretary's Designee	Executive	NPS NER Regional Director
Paul Beyer	2 years		Grants	Director, Strategic Planning, NYS Department of State
Fred Bonn	2 years		NYS Canalway Water Trail	Regional Director NYS Office of Parks, Recreation and Historic Preservation
Clinton Brown	12 years		Audit	Architect, Historic Preservation
Jacqueline Czub	3 years			NYS Department of Agriculture and Markets

**Table 2.3 (cont'd): ECNHC Commission (as of 2018) Membership Description**

ECNHC Commission Members	Time on Commission	Office	Committees	Expertise or Title
James, R. Farr	7 years		Audit	City government, parks and recreation
Thomas K. Grasso	16 years			Geologist long-time chair of Canal Society of NYS (retired)
Carol B. Greenough	16 years		Grants, Nominations/ Governance	Director, Whitehall State Heritage Area
Doug Hamlin	2 years			Recreation, accessibility, multi-day group bike rides
Marilyn R. Higgins	7 years		Finance	University, Econ. Development
Frank Proto	2 years			Public policy
Peter Ryan	3 years		Finance	NYS Department of Transportation
Brian U. Stratton	6 years			Director, NYS Canal Corp.
Mary Liz Stewart	3 years		Grants	Director, Underground Railroad History Project of the Capital Region
Alan N. Vincent	16 years		Grants, Nominations/ Governance	Business, Finance
Paul Webster	1 year`		Economic Revitalization, Heritage Development	New York State United Teachers Union, Community Relations
Peter Wiles, Jr.	12 years		Audit	Owner, Mid-lakes Navigation Charters
Kai Wysokowski	2 years		Fundraising & Development	Development and community relations, Longtime Canal Society member
Laura DiBetta	Pending Appointment			NYS Department of Environmental Conservation, Director of Outdoor Recreation



Interviews with the ECNHC management team, with Commission members and with members of the Heritage Fund Board of Directors revealed unanimity in support for the concept of a dual board/commission structure. That is, respondents indicated that each of the governance organizations provides unique benefits to ECNHC.

Thus, the Federal Commission makes it evident that ECNHC has Federal support and this provides a sense of sustainability for the Canalway. This is particularly important given the large footprint of the corridor itself. The non-profit Heritage Fund provides the flexibility that is needed to generate new funds from corporations and individuals which would not be possible with a singular Federal entity.

**Table 2.4: Heritage Fund Board of Directors (as of 2018)**

Heritage Fund Board Members	Time on Board	Office	Committees	Expertise
Paul Neureuter	7 Years	Chair	Executive, Fundraising & Development, Economic Revitalization Heritage Development	Construction, real estate
Kimberly M. Seager	12 years	Vice Chair	Executive	Legal
Judy McKinney Cherry	1 year	Secretary	Executive, Fundraising & Development, Economic Revitalization Heritage Development	Economic development
Brad Packard	4 years	Treasurer	Executive, Finance, procurement & Conflict of Interest, Economic Revitalization Heritage Development	Real estate, finance
Barbara Blanchard	4 years	Ex- officio	Matton, Nominations/Governance, Procurement & Conflict of Interest	Business, , contracting
Thomas D. Blanchard	7 years	Immediate past chair	Executive, Nominations & Governance, Fundraising, Matton, Economic Revitalization Heritage Development	Economic development, contracting
Kent Barwick	7 years		Fundraising & Development	Heritage preservation
Carl Blowers	1 year	Finance	Finance	Finance & economic development
Robert Elliott	7 years		Audit	

**Table 2.4 (cont'd): Heritage Fund Board of Directors (as of 2018)**

Heritage Fund Board Members	Time on Board	Office	Committees	Expertise
Robert Elliott	7 years		Audit	
John R. McGlone	1 year	Ex officio Commission	Grants, Finance	Business
Harry Sicherman	3 years	Ex officio Commission		Business, Federal Guidelines
Pieter Smeenk	2 years	Ex officio	Nominations & Governance	Public policy
Peter J. Welsby	7 years		Audit	Surveying & mapping (engineer)

### 2.2.3 ECNHC's Relationship with Partners

Erie Canalway has made outreach and collaboration with partner organizations, a key element of its overall community development strategy. In order to develop a clear picture of its partnerships, ARCBridge worked with ECNHC to develop a partnership database that captures data on each partner with respect to:

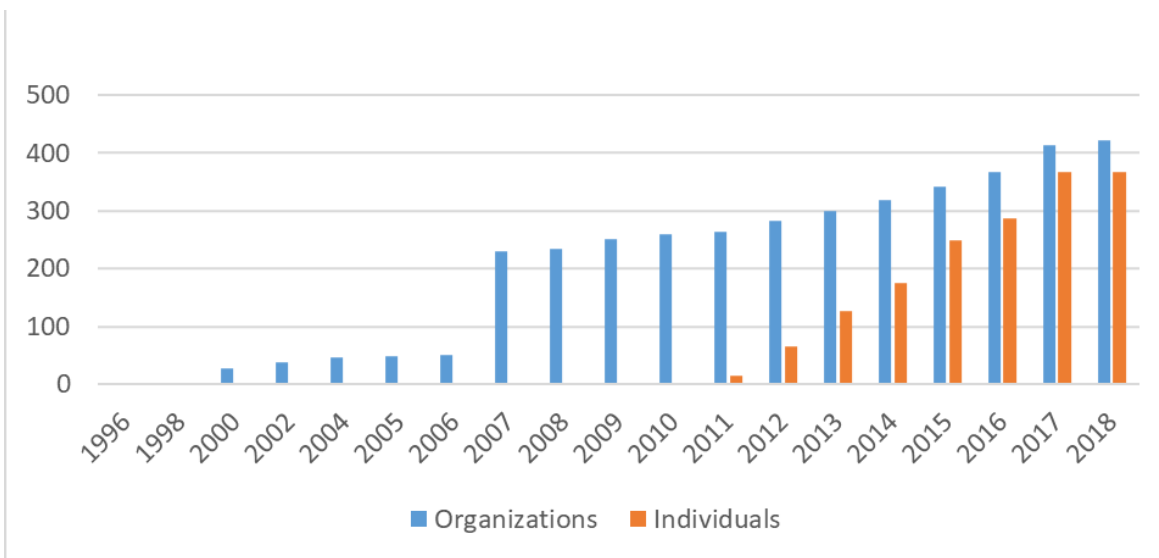
- Year first active with Erie Canalway
- Years active with Erie Canalway
- Type of Partner (organization or individual)
- Whether or not the partner was a grantee
- Whether the partner was a source of funds for the Canalway
- Was the partner relationship formal or informal
- In which programs was the partner involved
- In how many programs was the partner engaged

Based upon these data, it was determined that Erie Canalway has maintained relationships with 790 active partners. Of these partners 422 were organizations and 368 were individuals.

Of the 422 organizational partners, 120 have formal agreements with ECNHC.

In order to understand the growth of partnerships, an analysis was carried out to examine the rate of partnership development over time among organizational and individual partners as well as the length and involvement of partnerships.

Chart 2-1 below displays the percentage growth in Erie Canalway partnerships between 1996 and 2017.

**Chart 2.1: Growth in Erie Canalway partnerships between 1996 and 2018.**

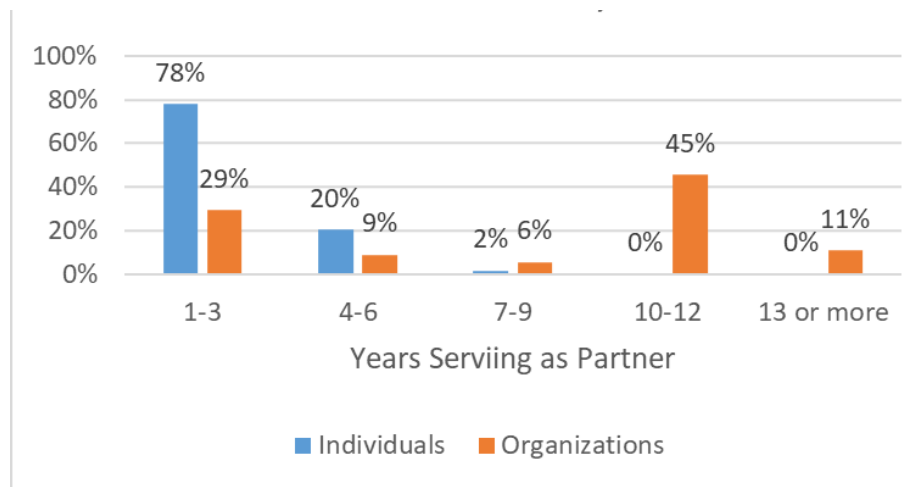
The chart shows that the rate of organization partner growth increased substantially after 2006 which was the year the Erie Canalway established its non-profit organization (The Heritage Fund, Inc.). Individual partners did not appear to be active until 2011. This is indicative of the change in the organization's strategy as it shifted from only having a Federal Commission to dual organizational governance - the Commission and the non-profit board.

### 2.3 Strength and Sustainability of Erie Canalway Partnerships

There are a number of aspects of the Erie Canalway partner relationships that are relevant to the strength and sustainability of those partnerships.

Along those lines, ARCBridge sought to understand how long those partnerships have been in place. Obviously, the longer partners have been active with Erie Canalway, the more likely they will be to continue into the future. In addition, the extent of involvement in heritage area programs is also an important indicator of the sustainability of partnership relations. Those organizations that have broader and deeper involvement with Erie Canalway reflect a deeper engagement with the organization's mission.

With this perspective in mind, ARCBridge first analyzed the partnership database to examine the length of the partner involvement or tenure with the Heritage Corridor as shown in Chart 2-2.

**Chart 2.2 Length of Involvement of Erie Canalway Partners**

As the chart suggests, nearly 80% of Erie Canalway individual partners have been active with the organization for 10 years or longer. Since the Canalway has only begun developing individual partners or donors since 2011, nearly 80% of the individual partners have only been active for a couple of years. Since most of the organizational partners have been active for a significant period of time, it is indicative of a particularly long-term commitment to the success of the Erie Canalway Corridor. In fact, on average, organizational partners have been with the Canalway for 8.2 years.

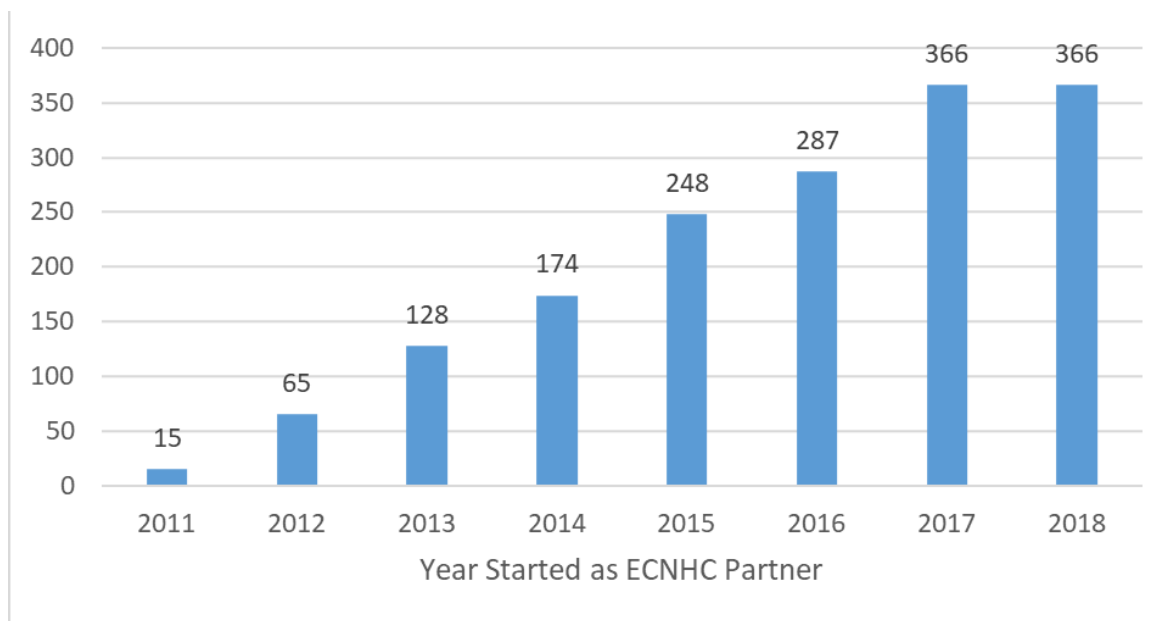
A portion of the ARCBridge analysis focused on the growth of “funders” for the organization. These consist of organizations and individuals who directly contribute to The Heritage Fund,

Inc. as well as those organizations which generate non-Federal matching funds that have been certified as being invested in ECNHC programs. These funds do not appear directly in Heritage Fund accounts, but are reported as matching funds and expenditures in ECNHC audits.

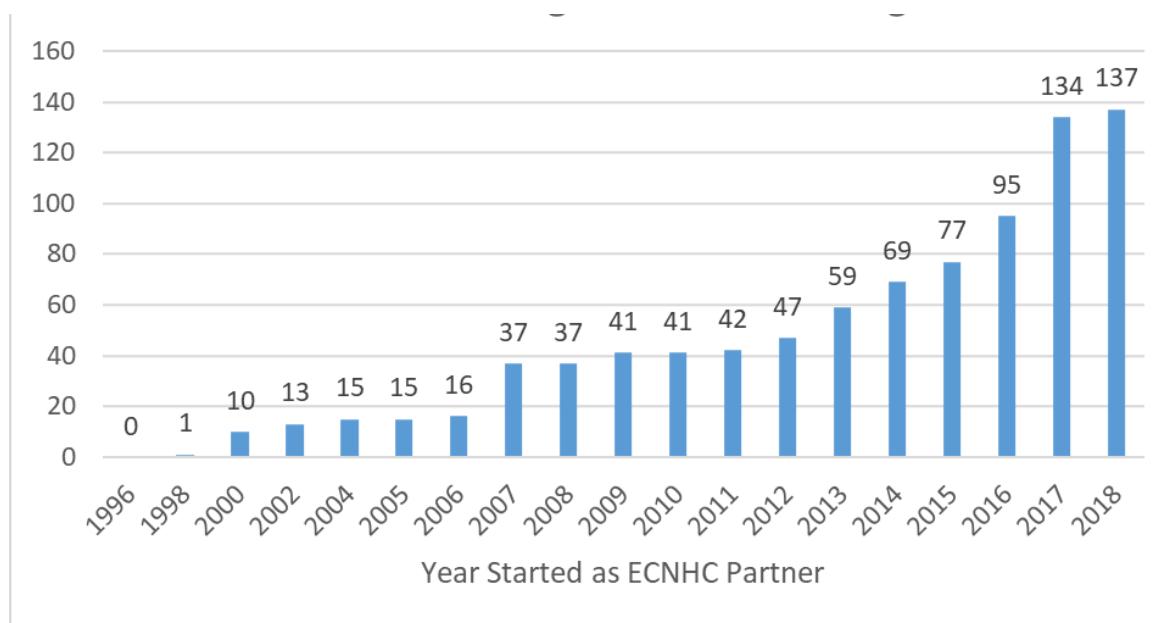
The “funders” included 137 of the 422 organizational partners (or 32% of this partner group). The majority of individual partners (366 of 368 individual partners) have provided funding for ECNHC programs.

To develop a fuller understanding of the development of “funding” partners, ARCBridge analyzed the development of funding partners over time. These results appear in Chart 2-3 and Chart 2-4 below.

**Chart 2.3: Growth in Number of Individuals Who Fund ECNHC 2011-2018**



**Chart 2.4: Growth in Number of Organizations Funding ECNHC 1996-2018**



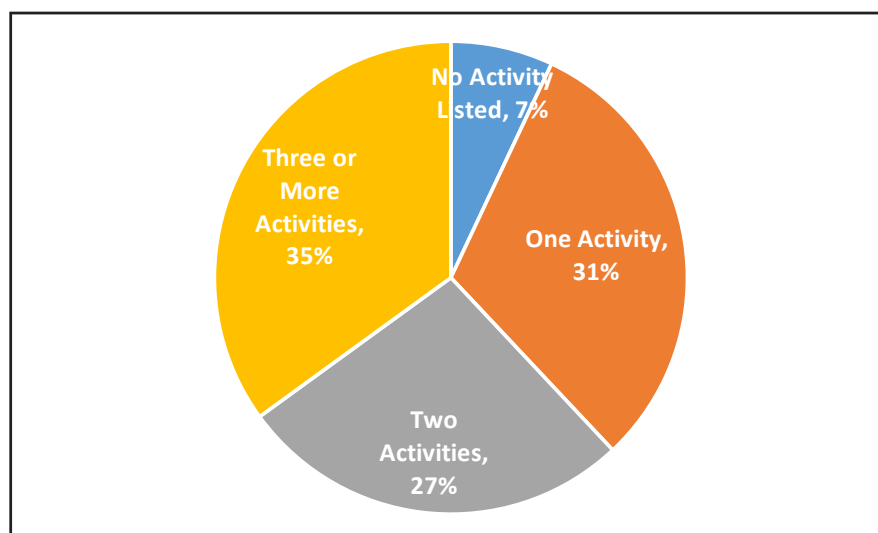
As shown in the charts above, there has been a dramatic increase in the number of individuals and organizations that have chosen to fund ECNHC over time.. This growth is particularly significant since 2011 when ECNHC began to seek individual donors for its programs as well as beginning a more aggressive effort to cultivate new organizational partners. As will be discussed in Chapter 4 of this report, this period of growth in new “funders” has also been occasioned by substantial growth in non-federal matching funds.

Next, ARCBridge examined the partnership data to determine in how many programs each individual partner and each organizational partner was engaged. Among individual partners it is clear that nearly all individual partners (with three exceptions out of 368 partners) were engaged in a single activity—that activity was making a donation to the Erie Canalway. That being said, it is therefore proper to label individual partners as “donors.”

These results are shown in Chart 2-5 and indicate the number of specific programs in which each of the organizational partners engaged with Erie Canalway. To perform the analysis, ARCBridge asked ECNHC staff to assess each of the partners with respect to specific programs in which they participated. These programs included:

1. Ticket to Ride
2. Events and festivals
3. Competitive grants program
4. Heritage Awards program
5. Signage program
6. Tourism promotion and website program
7. Water trail development
8. World Canals Conference
9. Voyage and journeys program.

**Chart 2.5: Level of Program Participation by Partners**





The chart reveals that almost one-third of organizational partners (31%) were only involved with a single activity while 27% were involved in two programs and 35% were engaged in three or more programs.

### 2.3.2 View of Erie Canalway from its Partners

In a general sense, Erie Canalway's partners view the organization as having a central role in many of the areas of preservation, interpretation and economic development efforts.

ECNHC partners reflected on several ways in which the Canalway contributes to the local communities including:

- Development of promotional materials, maps and signage
- Efforts to maintain and strengthen the Erie Canal brand
- Grants to communities for events which bring tourists to different towns along the corridor
- Lending their historical expertise and funding to more effectively and accurately tell the Canalway story

A number of the Canalway's partners elaborated on these issues:

#### New York State Canal Corporation

- ECNHC was described in the following way: "they are the keepers of the Canal's story; we (the Canal Corporation) are the keepers of the infrastructure."
- "The Erie Canalway established good will with local officials—they are out there with a small, but ubiquitous presence"
- "They have access to their talent of interpretation; they are active with many community organizations—they increase brand identity."
- "They are able to leverage the canal brand with the imprimatur of the National Park Service."

- "The Canalway provided content for a PBS documentary which continues to air—the Canalway has to compete with other New York entities and destinations"
- They have an important role as a protector of the Canal image."
- "They are stewards of their role in preserving vessels."

#### Staff at Chittenango Landing

- "They provide signage to identify the site. They help with PR, provide links to their website and provide national exposure"
- "An important issue is the Ticket to Ride funding. Without this funding school field trip programs to Chittenango could not exist. As a consequence, they now get schools from all over the state. "
- "The Canalway sponsorship of kayaking and paddle board supports viability of the old canal. "
- "One of their grants is used to improve water quality."

#### Madison County Planning Office

- "The Canalway has brought about economic change in the towns along the canal, e.g. they have released tour guides every year."
- "The Canalway provided \$7,000 to study specific places for boat launches on the canal."
- "Their sponsorship of bike rides along the canal brought business to canal towns—some communities are doing more than others."
- "The Canalway has sponsored clean-up events."
- "The Canalway provided funding for a 2015 event for a grand tour of the towpath".
- "Canalway funding has enabled the County to do more—they have demonstrated that the trail and waterway is attractive and that tourists and residents want to use the trail and waterway. Their grants provided money to study the waterway."

- “They have helped to shift some of the focus from the barge canal to the old Erie Canal.”
- “The Canalway has created maps and a website of the corridor as well as guidemaps for the waterway and trail. For example, they found sunken canal boats which had made it possible to reconnect with a new audience.”

#### Fort Stanwix

- “The Canalway has supported water trail planning which has engaged local partners in the canal communities.”
- “More and more they are focused on recreational opportunities. For example, they have supported setting up a bike-share station at the Fort.”
- “This has opened up the visitor experiences in a way that connects visitors to elements of local community programs, not just programs at the Fort.”
- “The Canalway staff is very proactive. They do the lion’s share of the work. They are always seeking ways to connect to both the communities and also to other units in the National Park Service.”

#### 2.4 Chronology of the Erie Canalway National Heritage Corridor

1992: NYS Legislature establishes a state Canal Recreationway Commission to plan for the Canal’s future and also transfers authority to manage the system through the Canal Corporation from Department of Transportation to the New York State Thruway Authority.

1995: Public Law 103-332 directs the National Park Service to prepare a Special Resource Study evaluating the New York State Canal System for a possible designation as a National Heritage Corridor.

1995: The state Canal Recreationway Commission completes a Canal Recreationway Plan which calls for possible federal designation of the system as a National Heritage Corridor.

1998: The National Park Service completes a Special Resource Study of the Erie Canalway and recommends designation as a National Heritage Corridor.

12/21/2000: December 2000 the Erie Canalway National Heritage Corridor Act (PL 106-554, Title VIII) is approved by Congress.

2000 - 2002: First staff hired, includes NPS staff and a “Temporary Detail” position from NYS Office of Parks Recreation, and Historic Preservation. ECNHC’s legislation includes the detail of two full-time NPS employees.

2000 - 2002: Gary Warshefski, Superintendent of Fort Stanwix NM was the first NPS Project Manager, followed by Michael Creasy, on detail from Blackstone River Valley NHC.

Feb 2002: Frank Dean hired as ECNHC Project Manager, then later as Executive Director

2002: The Secretary of the Interior approves the first slate of Erie Canalway Commissioners.

June 2002: 1st Quarterly Commission Meetings held. Meetings have continued un-interrupted through to the present.

2003-2004: Public Meetings to help inform the development of the Preservation & Management Plan are held in the following municipalities - Syracuse, Lockport, Glens Falls, Town of Colonie, Ithaca, Oswego, Rome, Buffalo, and Rochester

2004: Frank Dean takes on the additional role of Superintendent at Saratoga National Historical Park while also serving as Executive Director at ECNHC.

October 2004: The American Planning Association's New York Upstate Chapter awards the plan as Outstanding Planning Project Comprehensive Planning: For a Regionally Based Plan.)

2006: Cooperative Agreement with Parks & Trails New York is established. PTNY manages most financial and administrative services on behalf of the Commission including formal employment of all nonprofit staff.

5/2006: Erie Canalway Heritage Fund, Inc. Articles of Incorporation accepted by New York State Department of State

6/27/2007 Erie Canalway Heritage Fund, Inc. Bylaws approved by board

12/6/2007: Internal Revenue Service - Erie Canalway Heritage Fund, Inc. Advance Ruling letter for 501(c) (3) status received.

5/30/2008: Frank Dean leave ECNHC/SARA to take position in Washington as head of NP-Squadricentennial Commission.

6/30/2008: Beth Sciumeca becomes the third National Park Service employee to lead ECNHC.

2009: Public Law 111-11 - Technical Corrections to ECNHC authorizing legislation included in the Omnibus Lands Act of 2009, extends the ECNHC Commission to 2015.

7/2009: Eric Mower, retires as founding commission chair. Joseph Callagan is voted in as new chair.

Jun-10 Judith Schmidt Dean is voted in as chair of the Commission.

2011: Erie Canalway Heritage Fund, Inc. first full board of 15 directors seated, including the 4 officers

2011: ECHF Board Chair Tom Blanchard reports on HF activity at each of the four Commission meetings.

2011: Tropical Storm Irene floods the eastern most portion of the Mohawk River from Schoharie Creek to the Hudson River. ECNHC staff are unable to access the office for three days, canal locks and other canal structures are damaged and significant damage is found within the canal system. ECNHC takes a lead role in communications and outreach with NYS Canal Corporation.

04/2011: ECNHC Strategic Plan is co-adopted by the Commission & ECHF Board

4/25/2012: Memorandum of Understanding signed between the ECNHC Commission and ECHF Board of Directors. Commission and board begin holding join meetings.

04/2012: Resource Development Plan completed

October 1, 2012: Cooperative agreement with Parks & Trails New York is ended and all management and administrative duties transition to the Erie Canalway Heritage Fund.

2013: Bob Radliff becomes first non-federal Executive Director. Assumes leadership of both Commission and the Heritage Fund. Beth Sciumeca takes a full time position with the National Park Service's Northeast Region.

07/2014: Russell Andrews is voted in as Chair

2014: 450 miles of the New York State Barge Canal System is listed on the State and National Registers as a Historic District with Erie Canalway NHC writing the nomination and spearheading the nomination process.

12/19/2014: Public Law 113-291 extends the Commission to 2021.

07/2016: Pieter Smeenk is voted in as chair of the Erie Canalway Commission.

12/1/2016: 450 miles of the New York State Barge Canal System is listed as a National Historic Landmark with Erie Canalway NHC writing the nomination and spearheading the nomination process.

5/5/2017" Public Law 115-31 increases the funding cap from \$10 Million to \$12 Million.

09/2017: ECNHC takes the lead on hosting the 2017 World Canals Conference in Syracuse, NY

### **Summary of Chapter 2 - Overview of the Erie Canalway National Heritage Corridor**

Chapter 2 provides a high level overview of the Erie Canalway National Heritage Corridor. The overview begins with an introduction and history of the Erie Canal itself (dating back to the 1920s) and also includes current demographic and economic statistics relating to the 23 counties that are adjacent to canal itself. These data show that the overall population has experienced a slight decline between 2000 and 2017. Despite this finding, the data also reveal that there was significant growth in number of establishments (over 5%), value of sales (over 26%) as well as an increase in the annual payroll (43.6%) and number of employees (11.8%).

The Chapter goes on to describe the authorizing legislation as well as the Erie Canalway National Heritage Corridor mission and vision. The Chapter also describes the current organizational structure including the staff, the Federal Commission that oversees the Erie Canalway as well as the non-profit Heritage Fund and its Board of Directors.

The Chapter also discusses ECNHC's relationship with its partners, the growth of the partnership group, sustainability of funding from partner organizations and the view that partners have of the Erie Canalway. Finally, the chapter provides a chronology of the development of the Erie Canalway from its earlier beginnings prior to Congressional designation until recent activities such as sponsorship the Worlds Canal Conference.

## Section 3

### ECNHC Fulfillment of the Authorizing Legislation and Management Plan

#### 3.1 Goals and Objectives of ECNHC

##### Summary and History

The authorizing legislation for the Erie Canalway National Heritage Corridor (ECNHC) was enacted by the US Congress in 2000, which marked the 175th anniversary of New York State's completion of the Erie Canal for commerce, transportation, and recreational purposes. The legislation credits the canal network for transforming New York into the "Empire State" and the nation's premier commercial and financial center.

The original 383 miles of the Erie Canal were considered an engineering feat and the model for subsequent American canals throughout the country. The canalway "proved the depth and force of American ingenuity, solidified a national identity, and found an enduring place in American legend, song, and art."

Specifically, according to the Congressional Act, the Corridor remains an important historic and recreational resource for the advancement of the United States, having facilitated the movement of social reform such as the abolition of slavery and women's rights from upstate New York to the rest of the country. The Erie Canalway played a major role in turning New York City into an international port and providing a permanent commercial link between the Port of New York and cities in Canada, a "cornerstone of the peaceful relationship between the two countries."

##### 3.1.1 – 2000 Erie Canalway National Heritage Corridor Act

The Erie Canalway National Heritage Corridor Act of 2000 (PL 106-554, Title VIII) was formally passed in the 106th Congress. The legislation defines the "Erie Canalway" as the 524 miles of navigable canals that comprise the New York State Canal System from Albany to Buffalo.

The legislation stemmed from a 1995 Appropriations Act directive calling for a National Park Service special resource study which determined that the New York State Canal System was of "unparalleled national significance," merited federal recognition, and national heritage corridor designation.

The congressional act states numerous reasons for the creation of the ECNHC, including the following historical and cultural implications:

1. The Erie Canalway was instrumental in forging strong political and cultural ties with the Old Northeast, New England, and Upstate New York, facilitating the exchange of ideas and ensuring that social reforms such as the abolition of slavery and the women's rights movement spread across the country
2. At the time, the Erie Canalway was the largest public works project ever undertaken by a State and was an engineering feat that many other American canals were modeled after
3. The Erie Canalway provided a permanent commercial link between the Port of New York and cities in Eastern Canada, providing the cornerstone for the peaceful relationship between the two nations
4. The Erie Canalway solidified American identity and has a historical place in American art, legend, and song

**The key purposes of the Erie Canalway National Heritage Corridor included:**

- To provide and assist in the identification, preservation, promotion, maintenance, and interpretation of the historical, natural, cultural, scenic, and recreational resources of the Erie Canalway in ways that reflect its national significance for the benefit of current and future generations.
- To promote and provide access to the Canalway's historical, cultural, natural, scenic, and recreational resources
- To provide a framework to assist the State of New York, its units of local government, and canal communities in the development of integrated cultural, historical, recreational, economic, and community development programs to both enhance and interpret the Erie Canalway's nationally significant resources
- To authorize federal financial and technical assistance to the ECNHC Commission to serve these purposes for the benefit of the people of the State of New York and the Nation

This legislation formally designated the Erie Canalway National Heritage Corridor Commission (ECNHCC) as the management entity for the heritage area to implement the Canalway Plan.

The mission and requirements of the commission are:

*“Erie Canalway National Heritage Corridor works to preserve and share our extraordinary heritage, to promote the Corridor as a world class tourism destination, and to foster vibrant communities connected by more than 500 miles of waterway.”*

1. To work with Federal, State, and local authorities to develop and implement the Canalway Plan;

2. To foster the integration of canal-related historical, cultural, recreational, scenic, economic, and community development initiatives within the Corridor.

The commission is composed of at least 21 and not more than 27 members, appointed by the Secretary of the Interior as described in the enabling legislation for the Erie Canalway National Heritage Corridor and any subsequent amendments.

**The Secretary will appoint these members as follows:**

1. The Secretary of the Interior, ex-officio, or the Secretary's designee;
2. Seven (7) members appointed by the Secretary after consideration of recommendations by the Governor and other appropriate officials with knowledge and experience of the following agencies: the New York State Department of State, the New York State Department of Environmental Conservation, the New York State Office of Parks, Recreation and Historic Preservation, the New York State Department of Agriculture and Markets, the New York State Department of Transportation, the New York State Canal Corporation, and the Empire State Development Corporation.
3. The remaining members who reside within the Corridor and are geographically dispersed throughout the Corridor shall be from local governments and the private sector with knowledge of tourism, economic and community development, regional planning, historic preservation, cultural or natural resource management, conservation, recreation, and education or museum services:
  - Two members recommended from each United States Senator from New York
  - Six members shall be residents of any county constituting the Corridor



- The remaining members shall be (i) appointed by the Secretary, based on recommendations from each member of the House of Representatives, the district of which encompasses the Corridor; and (ii) persons that are residents of, or employed within, the applicable congressional districts

Members of the Commission other than ex officio members shall be appointed for terms of 3 years.

The congressional authorizing legislation also advocated giving priority to projects that facilitate the preservation of the significant cultural, historical, natural, and recreational resources of the Heritage Area and includes provisions for educational, interpretive, and recreational opportunities that are consistent with the National Heritage Area (NHA) resources.

The legislation and subsequent amendment includes a cap on the funding designated towards the official NHA to be no more than \$1,000,000 for any fiscal year and not more than a total of \$12,000,000 (per a cap extension granted in May 2017), with a 100 percent non-Federal match requirement.

### 3.1.2 ECNHC Preservation & Management Plan:

The Erie Canalway National Heritage Corridor Act required that the ECNHC Commission, as management entity, submit to the Secretary of Interior a revised plan that would include:

1. A review of the implementation agenda for the heritage area
2. Projected capital costs
3. Plans for partnership initiatives and an expansion of community support

In 2006 ECNHC staff and Commission, with assistance, guidance, review, and key inputs from National Park Service staff, submitted a completed Preservation & Management Plan to the Secretary of the Interior.

According to the ECNHC website, the Erie Canalway Preservation and Management Plan received the American Planning Association's Highest National Award for a Comprehensive Plan in 2008. The plan outlines strategies for achieving six key goals:

1. The Corridor's historic and distinctive sense of place will be widely expressed and consistently protected
2. The Corridor's natural resources will reflect the highest standards of environmental quality
3. The Corridor's recreation opportunities will achieve maximum scope and diversity, in harmony with the protection of heritage resources
4. The Corridor's current and future generations of residents and visitors will value and support preservation of its heritage
5. The Corridor's economic growth and heritage development will be balanced and self-sustaining
6. The Corridor will be a "must do" travel experience for regional, national, and international visitors

**What ARCBridge finds significant to note about the creation of the ECNHC Preservation & Management Plan is that the core goal of the ECNHC is focused on serving as an "umbrella" organization among the more than 230 municipalities along the 524 miles of canal. Extensive public input into the management plan was also sought in a series of meetings:**

*“The National Heritage Corridor will serve as an “umbrella” to unite and coordinate existing federal, state, and local plans and multiple points of view, focusing on partnerships that cross jurisdictional boundaries and build on mutual interests. Preparation of the Plan has been informed by extensive public input. Nine public meetings were held in December 2003 and January 2004 in order to gather information and impressions from the public and explain to local communities the legislated purpose and mandate of the Corridor. Eight public review meetings were held in July 2005 in order to introduce the draft Preservation and Management Plan and Environmental Assessment and solicit comments from the public. Numerous additional meetings have been held with tribal representatives, political leaders, and private or nonprofit stewards of heritage resources. In addition, information surveys sent to every municipality in the Corridor, and returned by nearly half of them, provided a base level of information about the current status of historic preservation, interpretation and economic revitalization activities. The public has been invited to all official Commission meetings, and the Commission has also operated and promoted a public website since January 2004 to solicit input and provide updates. The Commission and the preparers of this Plan value this input and have sought to address in these pages all of the issues and concerns brought to their attention.”*

*-ECNHC Management Plan*

**Key operational objectives stated within the Management Plan include:**

- protecting and preserving its historic, natural, cultural and recreational resources;
- interpreting and educating the public about the story of the canals;
- fostering and promoting recreational opportunities;

- helping perpetuate canal-related music, art, literature, and folkway traditions;
- helping market the Corridor;
- stimulating economic development and community revitalization; and
- fostering cooperative partnerships

After meeting with the Erie Canalway National Heritage Corridor staff and board, ARCBridge has defined ECNHC activities within the following three major themes. A logic model (see Figure 3.1 below) was developed to help ARC-Bridge summarize ECNHC’s various areas of engagement. The three program areas include:

**Preservation:**

To ensure that natural, historic, and cultural resources are sustained for future generations including site studies, preserving the Matton Shipyard, creating the Heritage Award of Excellence for local volunteer managed sites, offering technical assistance and other grants, and successfully archiving National Historic Landmark/National Historic Register Listing for the New York State Barge Canal System

**Tourism/Recreation:**

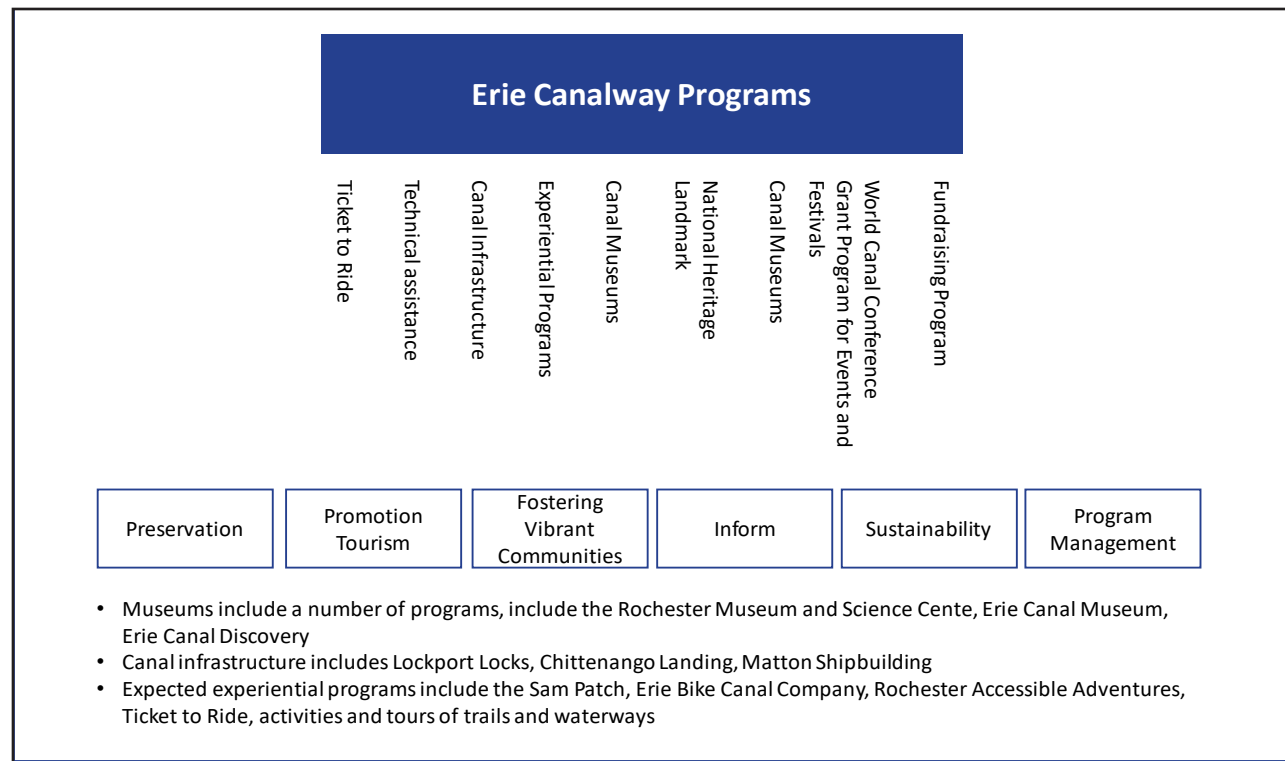
- Support, promote, and provide opportunities for heritage resources to be developed in a sustainable way to generate positive economic returns for the region
- Assist small local businesses and sites with networking and grant opportunities
- Creating a comprehensive promotion and outreach program to disseminate newspapers, maps, guides, brochures, posters, calendars, a partner directory, and 9 tourism itineraries across the Corridor
- Wayside Exhibition Program and Interpretive Guide (37 signs placed at sites across the corridor to direct boaters from the canal into communities)

**Education/Interpretation:**

- To help raise awareness for the preservation of local landmarks, create and support the development of museum exhibits, and educate the general public about the rich history of the Erie Canal
- Provide opportunities for thousands of school children to learn about the Erie Canal through the Ticket To Ride/Every Kid in a Park programs
- The creation of an Erie Canal Curriculum guide, document based questions, and serving as a clearing house for other organizations top quality school based learning materials
- It is important to note that while there are three distinct themes for Erie Canalway programs, many programs overlap as ECNHC attempts to focus on projects that can incorporate more than a single category.
- The charts on the following pages map out the logic model for ECNHC, depicting the relationships between ECNHC goals, resources, major programs, supporting programs, and inputs and outcomes, as well as a look at the top projects based on funds and hours spent

**Chart 3.1: Logic Model**

Outputs			Outcomes/Impacts	
Inputs/ Resources	Activities/ Programs	Participants	Short Term	Longer Term
<ul style="list-style-type: none"> <li>• Staff</li> <li>• Bd. Of Directors</li> <li>• Volunteers</li> <li>• Partners:               <ul style="list-style-type: none"> <li>- Arts Orgs</li> <li>- Conservation/Planning Orgs</li> <li>- Historic Sites/Museums</li> <li>- Tourism Orgs</li> <li>- Local Governments</li> <li>- Federal and State Agencies</li> <li>- Small Businesses</li> <li>- Higher Education Orgs</li> <li>- Community Orgs</li> </ul> </li> <li>• Regional Funders</li> <li>• Corporate Partners</li> <li>• Donors</li> <li>• Grant Funds</li> </ul>	<ul style="list-style-type: none"> <li>• Fundraising</li> <li>• World Canal Conference</li> <li>• Small Grants for Events/Festivals</li> <li>• Canal-related museums</li> <li>• National Heritage Landmark</li> <li>• Experiential Programs               <ul style="list-style-type: none"> <li>- Ticket to Ride</li> <li>- Water Trails</li> <li>- Bike Tours</li> </ul> </li> <li>• Canal Infrastructure Programs               <ul style="list-style-type: none"> <li>- Lockport</li> </ul> </li> <li>• Technical Assistance</li> </ul>	<ul style="list-style-type: none"> <li>• Out of Town Visitors</li> <li>• Residents</li> <li>• Community Organizations</li> <li>• Historic Sites and Museums</li> <li>• School Systems</li> <li>• Local Government</li> <li>• Federal and State Agencies</li> <li>• Students/Teachers</li> <li>• Elected Officials</li> </ul>	<ul style="list-style-type: none"> <li>• Increased awareness of NHA</li> <li>• Awareness of history and life in 1800's</li> <li>• Visitation to sites in the corridor</li> <li>• New revenues</li> <li>• Recognition as a Federal program</li> <li>• Builds interest/raises awareness</li> </ul>	<ul style="list-style-type: none"> <li>• Sites remain viable</li> <li>• Return Visitors</li> <li>• Continuing Revenues</li> <li>• Build capacity for sites and partners</li> <li>• Distinctive sense of place</li> <li>• Sustained program awareness</li> <li>• STEM education efforts</li> <li>• Economic impact</li> <li>• Tourism</li> </ul>

**Chart 3.2: Erie Canalway Program Goals****Table 3.1: Top projects based on time spent and resources (money spent): October 1, 2011 through September 30th, 2017\***

PROJECT	Expenses	Staff Time (hours)
World Canals Conference**	\$694,214	2,954
Ticket To Ride & EKIP	\$399,473	1,909
Matton Shipyard: Preservation & Adaptive Reuse Initiative	\$207,389	1,605
Grants Program	\$195,527	1,041
Tourism Promotion & Collaboration	\$133,593	3,463

\* The date range indicated in this question represents the period ECNHC began collecting and quantifying staff time by project via Quickbooks (2011).

\*\*Expenses for World Canals Conference are as follows:

- Planning, website, promotion, registration & registration management: \$212,716
- Conference planning, implementation & event management: \$449,052
- Professional fees, supplies, travel and other conference expenses: \$32,446
- Total: \$694,214
- Industry standards put the direct economic impact of a conference of this size to the host community at \$475,000 with indirect and induced benefits total-ing over \$2 million (source: Visit Syracuse, the city's tourism promotion agency).

## 3.2 Grants

### Mission Statement:

*“To help accomplish the goals and objectives of the Management Plan, the Erie Canalway National Heritage Corridor distributes grants to community organizations and sites to provide and leverage funding for new projects that plan for, encourage, and assist historic preservation, conservation, recreation, interpretation, tourism and community development throughout the Corridor in a manner that promotes partnerships among the Corridor’s many stakeholders, and reflects, celebrates and enhances the Corridor’s national significance for all to use and enjoy.”*

### -ECNHC Grant Program Guidelines

#### 3.2.1 Overview of Grants:

Between 2002-2017, ECNHC has awarded 93 local grants totaling \$463,082 to 60 local organizations and sites. Of the 60 organizations, 17 (18%) have received more than one grant, while 8 (8%) have received more than three grants. An average of \$46,308 is spent annually on grants. The average amount per grant is roughly \$5,000.

In 2007 the Erie Canalway launched a pilot grant program that made 13 awards for a total of \$200,000 distributed. Since 2009 ECNHC’s current grants program has made annual distributions with total awards ranging between \$30,000 and \$50,000 per year. The amount of funding that is made available has remained consistent.

**Table 3.2: Grants Overview 2002-2017**

Total Grants Awarded	93
Total Organizations Receiving a Grant	85
Total Amount Awarded	\$463,082
Average amount per Grant	\$4,926
Average Amount Awarded per year	\$46,308
Total individual sites receiving a grant	60 (71%)
Sites having received more than one grant	17 (20%)
Sites having received more than three grants	8 (9%)

Potential projects or events fall within ECNHC’s three key programs designated for this evaluation:

1. Preservation
2. Tourism/Recreation
3. Education/Interpretation

Education and interpretation projects make up more than half of the grants (52), Tourism and Recreation projects contribute to a third of grant recipients (30), and preservation sites make up less than 15% of the total grants (12).

**Table 3.3: Grant Awards by Category**

	Number of awards	% of category	Total awarded per category
Preservation	12	13%	\$57,617
Tourism/Recreation	30	32%	\$171,855
Education/Interpretation	51	55%	\$229,009
<b>TOTALS</b>	<b>93</b>		<b>\$458,481</b>

The ECNHC separately has awarded 240 sponsorship grants to organizations. Sponsorship grants do not need to be applied for and usually are requested on an individual case by case basis. A total of \$644,837.80 have been granted in sponsorship dollars to 103 local sites.

**Table 3.4: Sponsorships Overview**

Total Sponsorships Awarded	240
Total Organizations Receiving a Sponsorship	175
Total Amount Awarded	\$644,837
Average amount per sponsorship	\$2,675
Average Amount Awarded per year	\$42,982
Total individual sites receiving a grant	103 (58%)
Sites having received more than one grant	43 (25%)
Sites having received more than three grants	29 (17%)

Erie Canalway National Heritage Corridor makes targeted grants to schools to provide resources to cover the costs of transportation and tour fees for field trips to significant Erie Canal museums and sites throughout the Corridor, as well as to the four National Park Units located within the Erie Canalway. Since 2012 more than 35,000 students from 453 schools have benefited. More than 60% of children attend schools with a greater than 50% participation rate in the federal Free/Reduced meal program.

TICKET TO RIDE & EVERY KID in a PARK grants  
 Total Amount awarded: \$292,833  
 Total actual TTR grants awarded\*: 453  
 Average amount per award: \$646

\*Total number of individual schools having received at least one award: 230; total New York State school districts with participating schools: 110.

### 3.2.2 Grant Evaluation Criteria

ECNHC evaluation criteria include significance of the heritage resources, public benefit, and sustainability projects that can continue beyond the life of the grant.

Projects must reflect the mission and goals of the Erie Canalway National Heritage Corridor and should fall into one of the following broad categories:

- Historic and Cultural Resource Preservation
- Natural Resource Conservation
- Promotion of Recreation
- Interpretation and Orientation
- Economic and Waterfront Revitalization
- Tourism Development and Marketing

The Erie Canalway National Heritage Corridor considers requests for creative and unique activities and projects. The following are guidelines but are not inclusive.

- Erie Canal Bicentennial Projects (except festivals & events)
- Exhibition design/installation, education, and collections-based activities
- Public and performance art
- Tourism based activities
- Planning for historic preservation, exhibition, public programs, or other projects
- Conservation treatment of objects/artwork specific to the story of the Erie Canal (special requirements pertain to conservation requests)

#### Grant Program Goals:

1. Direct funding for projects or programs within the congressionally designated boundaries of the Erie Canalway NHC that serve to advance the goals and strategies described in the ECNHC Commission's Preservation & Management Plan



2. Encourage partners to leverage additional resources for their projects
3. Support projects that meet local goals and priorities and that are managed at the local level
4. Encourage collaboration and partnership building amongst grant applicants

Grant requests shall be no less than \$2,000 nor exceed \$7,000. An average of 15 applications are received annually for the Competitive grants program and approximately 50 applications are received for the ECNHC Events & Festivals program. In each case ECNHC generally approves approximately 50% of applicants per year.

Over the life of each grant program, the number of applicants per year has remained the same. However, in a typical year approximately 30% of applications received represent organizations who have never applied in the past.

*“Over the years the cumulative effect of these new applicants has been to exponentially grow the ECNHC database, increase overall usage of the social media platforms, and to generate increased awareness and interest in the Erie Canalway National Heritage Corridor and related programs.”*

*-Andy Kitzmann, Assistant Director, ECNHC*

**Table 3.5: Top 10 Grants with the Most Impact****Top 10 grants in terms of effectiveness in numbers (turnout, scope of project, success)**

<p>Corn Hill Navigation</p> <p>\$16,704</p>	<p>Corn Hill has received grants from ECNHC to develop curriculum materials to teach STEM based activities aboard the vessel Sam Patch. Materials were created with input from teachers from the Rochester City School District and the Rochester Museum &amp; Science Center. ECNHC also provided financial support to offset transportation costs to ensure that students from the Rochester City School District were able to pilot the materials. This large district is ranked 791st out of 801 districts within New York State. The average percentage of students from the district participating in the federal free/reduced lunch program is 80%. 19 Rochester City School District schools have participated.</p>
<p>Albany Institute of History &amp; Art</p> <p>\$18,896</p>	<p>The Albany Institute of History &amp; Art has received several grants from ECNHC to develop curriculum-based materials based on the museum's strong collection of canal related art, archives and artifacts found within the museum's collection. A curriculum guide is one of the resulting projects that incorporated the museums closed-circuit television technology allowing educators to interact with teachers directly on how to use the materials. Museum educators also traveled to various districts to conduct training workshops on the use of the materials.</p>
<p>Public Broadcasting Council of Central New York</p> <p>\$6,531</p>	<p>In 2012 the Public Broadcasting Council of Central New York was provided a grant to create seven 90-second interstitials for television, radio, and web use. These interstitials help New Yorkers understand that the Erie Canal is a strong recreational resources for today's generation. The interstitials capture the Canal as it exists today, through interviews with business owners, canal employees, boaters, bikers and economic development professionals. Over the course of six months they aired more than 1,179 times and are available for any PBS affiliate station across the US and continue to be aired periodically today.</p>
<p>Chittenango Landing Canal Boat Museum</p> <p>\$7,732</p>	<p>Chittenango Landing Canal Boat Museum is the only extant dry-dock from the early period of the Erie Canal. The site was developed by a dedicated core of volunteers who transformed over a period of 30 years from what was an unofficial landfill into a thriving community asset. The museum received an ECNHC grant to develop a cultural landscape report of the site to more clearly distinguish between historic and contemporary features and to better educate the board on current preservation standards. The report also included an oral history component that captured the memories of the sites remaining founding members.</p>

<p>Preservation League of New York State</p> <p>\$5,750</p>	<p>The Preservation League of New York State received grant support from the Erie Canalway Heritage Fund to support a symposium spotlighting the rehabilitation and reuse potential of five vacant and underused historic industrial buildings within the Corridor. The project, called The NYS Industrial Heritage Redevelopment Project was a one-year initiative with a goal of jumpstarting the restoration and reuse of a sample of underutilized or vacant historic industrial buildings in the Corridor and to encourage municipal officials and the owners of similar buildings to see this type of structure as a developable resource. A consultant team created preliminary development and rehabilitation plans for five buildings in collaboration with the building's current or potential owners as a way of jumpstarting their rehabilitation and reuse. The symposium had 150 attendees and included local and state officials.</p>
<p>Rochester Museum &amp; Science Center</p> <p>\$19,921</p>	<p>The Rochester Museum &amp; Science Center has received four grants from ECNHC for unique projects within the museum's exhibition spaces. Two grants are for renovations to existing canal related exhibitions, a third resulted in a hands-on experience in the museum's Maker's Space gallery, and the fourth is an educational curriculum guide intended for teachers taking students on a self-guided tour of the museum's canal related exhibitions. In addition to the three grant funded projects, the museum also has ancillary spaces that tell the story of the Underground Railroad, Women's Rights, and industry that all have direct connections to the canal story.</p>
<p>National Women's Hall of Fame</p> <p>\$8,575</p>	<p>The National Women's Hall of Fame is renovating the Seneca Knitting Mill, located on the bank of the Cayuga &amp; Seneca Canal (one of the four branches of the New York State Canal System) into a new home for the organization. The mill was an active industrial site during the canal period. Erie Canalway's two grants addressed design elements within the structure's exhibition spaces and the design of the actual exhibitions.</p>
<p>Capital Repertory Theatre</p> <p>\$12,000</p>	<p>Capital Repertory Theatre is a thriving cultural arts organization located in Albany, New York. Erie Canalway's grants supported the development of two unique plays for the theatre's On The Go program, which takes theater performances into the schools. One dramatized the true-life stories of immigrant laborers who constructed the Erie Canal. The second told the true story of tells the story of a free African American who worked on the Champlain Canal, was captured and taken south, and found his way back to freedom in New York. Approximately 80 performances were conducted at schools throughout New York's capital region.</p>

<p>Explore &amp; More Children's Museum</p> <p>\$16,950</p>	<p>Located near Buffalo, New York, Explore &amp; More was selected by the State of New York as the managing entity for a new 20,000 square foot children's museum. The museum's location is at Canalside in downtown Buffalo and adjacent to the terminus of the Erie Canal into Lake Erie. Grants to the museum have supported the development of the principal first floor exhibition called Moving Water, which tells the story of the Erie Canal and Niagara Falls. The museum is slated to be opened in the fall of 2019. Additional grant programs to the museum have supported the creation of an Erie Canal educational program that is conducted outside at Canalside during the summer months, and is also available as an in-class school program. The Buffalo Canalside holds public programs every day of the week (ice skating in the winter) and attracts hundreds of thousands of visitors annually.</p>
<p>Friends of Dewitt Parks &amp; Recreation</p> <p>\$3,000</p>	<p>The Tour the Towpath program is a jointly managed program between the Town of Dewitt, Village of Canastota, City of Rome, and Madison County. This two-day annual event was inspired by a similar program being managed by the Chittenango Landing Canal Boat Museum called Tuesdays on the Towpath (initial funding provided by the Erie Canalway National Heritage Corridor in which the public met every other Tuesday to take a guided tour of the Old Erie Canal Towpath). Tour the Towpath took this concept and created a two day, one night ride of the 29 mile Old Erie Canal State Park. The program, now in its fourth year, includes bike support, transportation, overnight accommodations, free museum tours, food &amp; water, and historic and environmental interpretive stops. In 2017 the program was schedule to coincide with the World Canals Conference.</p>

### 3.2.3 Grant Trends

ARCBridge has observed a great discrepancy amongst grant categories with 52 grants awarded to education projects, 30 to tourism and recreation projects, and 12 grants for preservation projects.

After looking through the 93 grant project descriptions and interviewing several recipients, ARCBridge has found that this is due to the fact that educational projects like Ticket to Ride and Every Kid in a Park have been the most common long-term interest of the community organizations applying, resulting in the most grants awarded to educational programs.

Meanwhile preservation grants have the least amount of grants awarded due to the fact that there are simply not a substantial number of organizations in the preservation sector applying to ECNHC grants program. The grants program is specifically designed to provide small amounts of support to worthy projects that advance the ECNHC Preservation & Management Plan goals. Given the relatively low individual award amounts (\$2,000 - \$7,000), ECNHC targets support for projects that have a strong potential for being successfully completed in a timely manner (typically a year or less) and that do not overly burden an applicant with administrative hurdles. For this reason, ECNHC staff have said that they choose not to award requests for capital projects that would trigger Section 106 reviews. Rather, ECNHC focuses preservation awards on pre-development activities such as planning, engineering, and design, activities that also tend to fit neatly within the funding award amount parameters.

ARCBridge believes that while ECNHC has made significant strides in boosting education projects around the community and contributed to a wide variety of events that increase visitation to the region, there could be a more targeted approach to solicit interest from smaller preservation organizations or individuals in the future. However, ECNHC partners directly with the

Preservation League of New York State (PLNYS) to provide funding and technical support for two existing and robust preservation focused grants for planning and design. ECNHC staff serve as grant reviewers, but these grants, which are re-grants in nature, are not counted as part of ECNHC's grant program.

ECNHC has also made sponsorship grants to PLNYS to develop a Historic Tax Credit publication and for PLNYS staff to make presentations across the Corridor for the use of these credits by homeowners and municipal leaders.

It is encouraging to see that nearly 60% of grants have maintained program sustainability, especially given that most grant funding is for a single project/event use. The fact that nearly 80% of all projects (74) were started because of ECNHC investment also shows that the heritage area is an enabler of newer projects that might not otherwise get off the ground.

**Table 3.6: Project sustainability from Erie Canalway's Grants Program**

Category	Yes	No	ECNHC Interpretation of the core question
ECNHC Grant was initial investment in project	74	18	Was the ECNHC investment the original "seed" funding for the project?
Grantee project was a single activity	85	8	Most ECNHC grants are a single activity, rather than supporting an ongoing project. These include preservation studies, exhibitions, conservation, workshops, professional development opportunities for partners, and interpretive wayfinding, among other activities.
Project or Product Still Available or Active	55	38	Is the project still available to the public (like conserved Erie Canal Maps, bicycle trail maps, or wayfinding materials); or could the organization revive if they wished (traveling exhibitions, original plays, workshops, among other materials; or is the organization still making use of the item (planning resources, education tour guides, or other materials used to engage the public on a daily basis).

ARCBridge has also noted that only 18% of organizations or entities who have applied have received more than one grant, while only 8% of all organizations have received more than three grants, which supports the trend that most grant applications surround a single event rather than an ongoing program. Over 90% (85) of grant projects awarded are single activity based rather supporting an ongoing project. ARCBridge believes the fact that ECNHC casts a wide net in terms of grant types is beneficial in fostering community trust and respect for ECNHC as a reliable source for funding all types of projects that fall under the heritage guidelines. The fact that 50% of applications are accepted allows for more innovative ideas to be pitched and ECNHC to serve as an incubator for launching new initiatives within existing organizations. It also allows a legitimate space for unique micro

experiments to be tested out within. In addition, as the same organizations keep re-applying year after year, ECNHC is able to regularly monitor success rates of previous grants and use that information to decide whether or not a program has the potential to become sustainable and if federal funding is being put to best use. Also the fact that 30% of the organizations applying each year are new organizations attests to the ECNHC's ability to attract new ideas. Grant giving has allowed ECNHC to further increase its brand awareness and reach throughout the community while serving as an incubator to test out new ideas and types of programs. ECNHC emblem logo is included on all associated project materials, including websites, event brochures and handouts, and press releases to the media and government officials.



### 3.3 Preservation

**The Erie Canalway National Heritage Corridor preservation program encompasses a wide range of activities. These include grant giving to help sustain local heritage sites, preserving the Matton Shipyard near Albany, and facilitating the listing of the designation of the NYS Canal System as a National Historic Landmark. The ECNHC also created the Heritage Awards of Excellence to reward local heritage sites and help them get more regional and national recognition.**

#### 3.3.1 Preservation Grants Programs

Over the past decade, ECNHC has made 94 grants to communities and non-profit organizations that have spurred \$1.6 million in additional investments in preservation, recreation, and education that highlight the value of the Corridor's historic resources. ECNHC also boosts funding for preservation projects in Erie Canalway communities by providing financial support for Technical Assistance Grants (TAG) from the New York State Council on the Arts (NYSCA) and the Preservation League of New York State. During 2016 and 2017 rounds, nine of fourteen awards were made to projects taking place within the Erie Canalway National Heritage Corridor.

#### Examples of Preservation Grants:

**Chittenango Landing Canal Boat Museum -** The Chittenango Canal Boat Landing Museum (CLCBM) provided funding along with ECNHC to develop a Cultural Landscape Report (CLR) for the museum grounds. The museum is located on the site of a former canal side dry dock. Once ubiquitous along the canal, Chittenango Landing is now the only extant site remaining. Through historical research and evaluation of existing conditions, the CLR documents the historical and physical contexts of the overall canal site, describes existing conditions and contextualiz

es the historic significance and character of the landscape. The report provides priority recommendations on enhancing the landscape's historic character in the context of other museum goals and within the National Park Service's standards for historic preservation.

**Town of Montezuma/Montezuma Heritage Park –** The Montezuma Heritage Park has developed a comprehensive strategic plan for the preservation and interpretation of the extant canal resources found within the park. The plan is grounded in a preexisting Cultural Landscape Report developed by the Park in partnership with Erie Canalway National Heritage Corridor and the National Park Service's Rivers Trails Conservation Association.

**H. Lee White Marine Museum –** The museum is the steward of a Barge Canal era dipper dredge and was awarded funding by ECNHC to complete a structural survey report of the vessel. The completed report was critical to securing National Register status for the dredge and identifies a series of priority restoration and preservation actions critical to ensuring the long term viability of the vessel.

**Preservation League of New York State –** The Preservation Leagues secured an ECNHC grant to host a symposium and associated written report spotlighting the rehabilitation and re-use of five vacant and underused historic industrial buildings located within the Erie Canalway National Heritage Corridor. 120 people attended the adaptive reuse symposium.

**Preservation League of New York State –** Erie Canalway National Heritage Corridor has provided underwriting to support 3-5 Technical Assistance Grants sponsored by the Preservation League of New York State and the New York State Council on the Arts. Grants are used to hire a preservation architect to assess historic structures and create a report detailing the findings and highlighting recommenda

tions for preservation and improvement of Corridor-based structures.

### 3.3.2 National Historic Landmark Designation

The New York State Barge Canal National Historic Landmark nomination was approved by the Secretary of the Interior in December 2016. Less than 3% of the 90,000 places currently listed on the National Register of Historic Places are designated National Historic Landmarks. This status enhances the canal's stature as a national and international tourism destination, while also raising community pride of place.

The Erie Canalway National Heritage Corridor made it a key goal to achieve this designation for the NYS Canal System. \$21,781.93 was spent in staff salary and 336.25 hours of staff time was allotted to this project between 2011 and 2017.

The Erie Canalway National Heritage Corridor was the premiere organization to spearhead the application of the canalway to become a National Historic Landmark.

ECNHC staff spent months researching the process, bringing together the necessary supporters, and filing the application, which was finally granted in January 2017.

*"Across the canal people were excited about the national designation that ECNHC promoted. We saw lots of opportunities, including additional federal resources to market and interpret the canal system."*

*-David Kinyon, Director of Economic Development at Town of Lockport*

The National Historic Landmark designation includes the Erie, Champlain, Oswego, and Cayuga-Seneca canals still in operation today. It specifically recognizes the canal system for its role in shaping the American economy and settlement, as an embodiment of the Progressive Era emphasis on public works, and as a nationally significant work of early 20th century engineering and construction. The canal system's 450 miles of navigation channels, locks, lift bridges, dams, power houses, and maintenance shops together represent a significant, distinctive, and exceptional entity.

**Table 3.7: Project sustainability timeline from Erie Canalway's Grants Program**

1993	New York's canals received formal recognition from the State Historic Preservation Office (SHPO), which affirmed that canal features are potentially eligible for listing on the National Register if they retain historical integrity.
1995	Panel of scholars, convened by the National Park Service as part of the Special Resource Study, unanimously concluded that New York's canal system is nationally significant from the 1790s through the Barge Canal era.
2000	Congressional designation of the Erie Canalway National Heritage Corridor.
2001	Federal Highway Administration, NYSDOT, NYSHPO, and the Advisory Council on Historic Preservation entered into Programmatic Agreement for identification, evaluation, and treatment of bridges over canals.
2006	Erie Canalway Preservation and Management Plan approved by the U.S. Secretary of the Interior, Dirk Kempthorne and the State of New York, Governor Pataki. Section 9.2 <i>Implementation</i> includes a recommendation for pursuing National Register status for the system.
2008	Erie Canalway National Heritage Corridor, NYS Canal Corporation and SHPO agree to begin the nomination process for National Register listing of the NYS Barge Canal.
2009	Historic American Engineering Record of the National Park Service surveys and documents historic canal features for inclusion in the NR listing.
2010	Erie Canalway staff and HAER refine the nomination and begin preparing documentation for over 250 structures- every lock, lift bridge, guard gate, and dry dock on the system.
2011-13	Additional photo documentation, research, maps, and narrative descriptions prepared for the nomination.
2014	National Register nomination submitted to SHPO for review by the State Board for Historic Preservation. The nomination is scheduled to be reviewed by the State Board and listed on the State Register. The board then forwarded the nomination to the National Park Service in Washington, D.C. where it was approved and listed on the National Register of Historic Places.
2015	Erie Canalway NHC begins the process of refining the National Register nomination materials for submission to the National Park Service for consideration as a National Historic Landmark. Additional photo documentation, research, maps, and narrative descriptions prepared for the nomination.
2016	National Historic Landmark nomination submitted to the National Park Service. The nomination is reviewed by the National Park Service Advisory Council, is approved, and is forwarded to the Secretary of the Interior for final consideration.
2016	Secretary of the Interior Sally Jewel approves the nomination of the New York State Barge Canal System as a National Historic Landmark.

Congressman John Katko and representatives from the NYS Canal Corporation, NYS Historic Preservation Office, and the National Park Service presented benefits and positive impacts of the prestigious recognition.

*“I want to first congratulate and salute our partners at the Erie Canalway National Heritage Corridor Commission, who have labored incessantly to earn first National Historic Register status and now the distinction of National Historic Landmark status.”*

*—Brian U. Stratton, Director, New York State Canal Corporation (Comments from the NHL Designation Press Conference)*

*“Our New York State canals are a standing reminder of the pivotal role our state played in our nation’s history. All New Yorkers should take great pride that the canal system, now in its third century of operation, remains as a symbol of ingenuity and progress for many throughout the world. This recognition is also a tribute to the dedicated staff and employees of the Erie Canalway National Heritage Corridor, the New York State Canal Corporation and the New York State Office of Parks, Recreation and Historic Preservation who work together each day in service to the many canal and river communities throughout our state.”*

*—Congressman Paul Tonko (Comments from the NHL Press Conference)*

Senator Kirsten Gillibrand held a press conference in May 2017 with ECNHC, the NYS Canal Corporation and Congresswoman Claudia Tenney in the canal community of Little Falls to help unveil one of 15 bronze plaques that memorialize the designation.

*“With this National Historic Landmark designation, the New York Canal System will once again take on that central role in our state, and will be*

*a hub for visitors, students, and families to come learn about our incredible past, and be inspired to do great things in the future.”*

*— NY Senator Kirsten Gillibrand*

### 3.3.3 Heritage Award of Excellence

Begun in 2008, the Heritage Award of Excellence honors and celebrates historic sites that make up the Erie Canalway National Heritage Corridor and recognizes excellence in advancing the goals of the Erie Canalway Preservation and Management Plan. ARCBridge believes the Heritage Award of Excellence program is an innovative way for ECNHC staff to build relationships with community leaders, promote model projects, and inspire others to get involved in heritage development in the hundreds of smaller canal communities. Over the life of the program ECNHC has awarded eight Heritage Awards and 11 honorable mentions.

Staff and commissioners facilitate an independent external jury who select finalists based on written applications and rigorous site visits involving not only project sponsors, but community members, stakeholders, and municipal leaders. Written applications are due in February. Applications are then reviewed by the panel of judges who will select up to three finalists to receive a site visit. Site visits occur during March and April. The judges then select final award winners based on the written application and site visit.

#### Benefits of the Heritage Award include:

- Recognition plaque
- Statewide and regional media releases
- Development of a written case study that describes the place and the actions taken to protect and showcase its significance
- Listing on Erie Canalway website of Best Practices for the Corridor

- During the second site visit, the ARCBridge team visited two Heritage Award Recipient sites, the Village of Brockport and the Spencerport Canal Depot. ARCBridge has observed that ECNHC has used the awards program as a way to scout for more localized partners and has continued to work with these sites after the award was originally given, providing site promotion, technical and historical resources and grants. ARCBridge believes this awards program showcases one of the most innovative methods that the ECNHC has implemented to access and support as much of the canal region as possible.

#### **Heritage Award Recipient: Village of Brockport (2009)**

Against the backdrop of a crumbling manufacturing and industrial economic base facing many upstate New York communities in the 1980s and 90s, Brockporters sought a way forward that would capitalize on this small Victorian village's strengths. Brockport's multifaceted plan included four major components: revitalizing its canalfront, preserving historic structures, making Main Street vibrant, and building community pride.

Working through a number of volunteer organizations and with the assistance of the College of Brockport faculty and students, Brockport citizens identified, preserved, and built upon the best elements of the village: its historic architecture and Victorian streetscapes, its access to and from the canal, its walkable neighborhoods, and the spirit of volunteerism of its residents.

Brockport's 1998 Canalfront Master Plan and enrollment in the NYS Certified Local Government program provided guidance and access to financial resources. Strategic pursuit of a number of grants and community-wide fundraising efforts enabled the village to rehabilitate its canal wall, institute a historic home improvement program and, in 2005, open its Welcome Center along the canal.

ARCBridge met with Brockport Deputy Mayor Bill Andrews to hear more about how the Heritage Award of Excellence has affected the community's preservation efforts.

*"We have the finest examples of Victorian streetscape in the area from the 1870's. It's been an entire community effort to preserve the history here. The work that it has taken to make it a tourism location is dramatic. I wrote a letter in support of the nomination to get the ECNHC Heritage Award of Excellence. We are very welcoming and people love our visitor center and guides that explain all the local history here. There is a lot of competition amongst the canal communities and the award gives us an extra degree of legitimacy and more visitor interest. I am very pleased."*

*-Brockport Deputy Mayor, Bill Andrews*

Brockporters developed a museum without walls so that residents and visitors would experience Brockport's heritage as part of the fabric of its present village life. This approach reaches a wide audience, fostering a sense of place and instilling a preservation ethic. Brockport's living museum includes interpretive signs throughout the village, self-guided walking tours, public art, rotating displays in public venues, such as the library, supermarket, and senior center, and more than 50 buildings on the State and National Register and 37 Historic Landmarks.

*"A long-term, community-wide effort to make the Village of Brockport a more attractive home, workplace, and destination for travelers has strengthened Brockport's economy, while preserving the integrity of this Victorian village on the Erie Canal. Brockport's emphasis on living its history, rather than simply preserving it, led to innovative approaches to heritage development, benefiting residents and visitors alike. By living its history, the Village of Brockport honors its past and provides Application Jury*



*an outstanding model for canal communities seeking to build a strong local economy and community for present residents and future generations."*

*-ECNHC Application Jury*

### **Heritage Award Recipient: Spencerport Depot and Canal Museum, Spencerport (2009)**

*The Spencerport Depot and Canal Museum, opened in 2006, constitutes a successful adaptive reuse of a former trolley depot to serve as a visitor center and canal museum on the Erie Canal. Volunteers logged more than 80,000 hours to bring the project to fruition, resulting in renewed community pride and a center for both residents and visitors to gather and celebrate Spencerport's canal heritage.*

*The Spencerport Depot and Canal Museum, with its welcoming, "front porch" atmosphere, has also become a gathering place for the community. Its story of success against the odds embodies the spirit and determination that have long been hallmarks of canal communities.*

*-ECNHC Application Jury*

### **Preservation efforts were quite extensive and included the following obstacles:**

- Acquiring the 1908 trolley depot, which had fallen into disrepair and been transformed into a house
- Restoring it to serve as a functional visitor center
- Moving the building across town to its original canalside location
- Forming a board of trustees
- Chartering the museum and establishing a volunteer program
- Furnishing the building and developing exhibits and collections
- Raising \$140,000 to fund the project

70 regular volunteers worked for two years to restore and move the depot. The Spencerport Depot and Canal Museum now provides amenities for canal travelers, including water, electricity, laundry, Internet access, a lending library, information on area attractions, and an inviting place to relax. It also showcases 250 historic objects and offers educational programs to area school children and adult visitors.

The Spencerport Depot has hosted 5,000 visitors since 2007 and enabled the Village of Spencerport to become a visitor attraction, rather than an easily passed port on the Erie Canal.

ARCBridge evaluation team members were able to visit this Heritage Excellence Award Recipient site during the second site visit to the region to see the preservation efforts and results firsthand. ARCBridge met with Depot Director, Simon Devenish, to understand how ECNHC has impacted smaller canal communities.

*"People love this building. We get 35-40 visitors a day, many who are attracted by the Heritage Award signage and want to know more. We've seen people from 45 states and 14 countries come through, and the vast amount of people don't know much about the Erie Canal, which we here consider the 8th wonder of the world. So they love to talk and learn about the history. We also have boats that come by. The ECNHC is a great partner. We were asked to be one of their first partner sites after the award and it's been most beneficial to have that relationship with a larger canal advocate. ECNHC provide us signage, an informational historic pamphlet, and provide historical resources and connections. Anytime I need assistance or don't know the answer to something, I just give them a ring. Reducing funding for the ECNHC would affect us in a lot of ways because their staffing is invaluable. The NHA does a great job*



*to promote the canal and having an affiliation as a Heritage Excellence Award site – without it we wouldn't have as many people come in. It's given us the opportunity to be part of the NPS stamping program. Overall it gives us authority and credibility, their support helps us to have a better visitor base and income stream and visitors."*

*-Depot Director, Simon Devenish*

### 3.3.4 Lockport Flight of Five

**ARCBridge believes ECNHC partnership with the Lockport region is a great example of how the heritage area continues to work with Heritage Award of Excellence recipients and broaden the heritage area's scope within the region. The area was awarded recognition in 2015 and since then Lockport has received grant funding, technical assistance, and historical resources from ECNHC. In 2017, ECNHC awarded a \$3,750 grant for interpretative signage in Lockport.**

Lockport's famous Flight of Five locks are among the most iconic features and most recognizable engineering feats of the entire Erie Canal and the only place in the Erie Canalway National Heritage Corridor showcasing five consecutive locks. City planners, working with citizen's groups and canal champions developed a plan to restore the historic Flight of Five and make the locks a showpiece of a larger economic development plan. ECNHC has collaborated on these efforts with the City of Lockport, Greater Lockport Development Corporation, Lockport Heritage District Corporation, Niagara County Historical Society, Lockport Main Street Program, NYS Canal Corporation, and local businesses and residents.

The Lockport Locks District is today the culmination of many years economic investment, historic preservation, and community revitalization centered around Lockport's iconic locks. The Lockport Locks District showcases the remarkable restoration of Locks 69 and 70, originally completed in 1849. Visitors can see the locks massive wooden gates, operated by hand, next to Locks 34 and

35, which enable today's canal traffic to climb the Niagara Escarpment.

Canal Street, a pedestrian and bicycle-only street overlooking the locks, anchors a number of events, businesses and attractions, including: the Erie Canal Discovery Center, Lake Effect Ice Cream, Flight of Five Winery, Lockport Caves and Underground Boat Rides, and a weekly Community Market. In addition, Harrison Place, an advanced manufacturing and entrepreneurship hub, Cornerstone CFCU Arena, a newly opened skating facility, and Lockport Locks and Erie Canal Cruises are important community assets within the District.

The Erie Canal Discovery Center, located at the top of the Lockport Flight, is an ECNHC Partner site and a consistent provider of tours for the Erie Canalway's Ticket to Ride program. A majority of students taking Ticket to Ride tours originate from the Buffalo City School District which is ranked 769th of 801 districts in New York State. The Erie Canal Discovery Center accounts for approximately 20% of Ticket to Ride tours.

ARCBridge visited the Lockport area during a site visit and met with David Kinyon, 2014 Chairman of the Lockport Locks Heritage District,. Kinyon described how ECNHC opened doors for the local community's preservation efforts. After this interview and observing public interaction with the locks, ARCBridge believes that ECNHC's 2015 Heritage Award of Excellence helped to give the Lockport Flight of Five Locks project more traction with local officials as well as more awareness among statewide partners and national prominence.

*"The flight of five locks was considered the crowning jewel for the Erie Canal – they were completed just in time for the opening and were considered an engineering marvel in 1825. They enabled the Erie Canal to be completed all the way to Buffalo. Our goal is the rehabilitation and reintroduction of the five*

*locks. So far, with the help of several organizations like ECNHC, we have rehabilitated two of the five locks. We are beginning restoration of the third lock now. All five are in operating condition. It would be totally unique in the nation to have an operating set of canal locks next to a resorted set of restarted locks. For visitors interested in heritage tourism, Lockport offers the greatest opportunity to compare and contrast the technology, building materials, and method of operation with the previous enlarged locks.*

*The Heritage Award of Excellence in recognition of the completion of our phase one rehabilitation project for the locks gave us prominence locally and regionally. We were elated. That was a tremendous signal and accomplishment perceived by our local officials and allowed us to engage in more partners statewide and help our efforts to completely rehabilitate all of our locks. ECNHC has opened doors and we immediately established a relationship with the NHA to gain their support, to help us market and interpret the locks. ECNHC has done a tremendous amount to raise the awareness of not only local citizens, but people around the state and nation of the heritage assets we have here. Historic preservation is such a key component of our product, so to lose any kind of support from them due to funding cuts would be a loss."*

*-David Kinyon, 2014 Chairman of the Lockport Locks Heritage District*

### 3.3.5 Matton Shipyard

The historic Matton Shipyard is a rare surviving example of an early 20th century shipbuilding and repair facility. From 1916 to 1983, Matton workers built more than 340 tugboats, barges, police boats, WWII submarine chasers, and other vessels.

Erie Canalway is leading a group of state and municipal partners to transform Matton Shipyard into a hub for recreational, educational, and cultural activities. Located in Peebles Island State

Park at the junction of the Mohawk and Hudson Rivers, the shipyard is strategically linked to several land and water-based recreational trails and canal related historic resources.

*"Like the tugs and barges once built and launched at Matton Shipyard, it has taken a mighty effort to initiate the preservation and transformation of this historic shipyard in Cohoes."*

*-Andy Kitzmann, Assistant Director, ECNHC*

Erie Canalway rallied state agencies, municipal leaders, consultants, and funders to save the shipyard from further deterioration, while envisioning a vibrant future for the site.

ECNHC has also initiated an extensive fundraising campaign to support the project. To date, ECNHC has secured more than \$800,000 in grants from the NYS Canal Corporation, the NYS Office of Parks, Recreation and Historic Preservation, the John E. Streb Fund for New York of the National Trust for Historic Preservation, the Hudson River Greenway/Hudson Valley National Heritage Area, the McCarthy Charities, the Albany County Convention and Visitors Bureau, and other private and public funds.

## 3.4 Tourism Development

One of the Erie Canalway National Heritage Corridor's major program initiatives has been to promote tourism development around the corridor and to support and connect smaller canal communities. ARCBridge has found these efforts are in part to better educate the public about not only the canal's historical importance, but also its many modern day resources available along the canal for visitors. These efforts assist in further developing the region's economic viability and include grant giving, preparing maps, guides and other marketing materials, and promoting events and

festivals. The ECNHC also provides unique cross-corridor journeys for locals and tourists and in 2017, ECNHC hosted the world canal conference, putting a global spotlight on the Erie Canal and its importance as a nationally recognized historic corridor.

#### **3.4.1 Examples of tourism grants:**

Madison County Planning Department – Madison County developed a study to determine the feasibility of improving four informal hand-launch vessel access points for paddlers along the Erie Canal. The study takes place completely within the Old Erie Canal State Park and provides technical assistance needed to transform these sites into safe, visible, and ADA compliant launch areas. The activity complements the recent work of Erie Canalway National Heritage Corridor in creating a comprehensive watertrail guide for the entire New York State Canal System.

Schenectady County Historical Society – The historical society was funded to develop an experiential activity called Rowin’ the River. Taking place on the Mohawk River/Erie Canal this transportation experience enables visitors to row traditional bateau boats, originally used prior to the Erie Canal to move cargo across Upstate New York. The program includes supervised rowing opportunities for visitors and training for those with little to no experience.

Montgomery County - The County’s 2017 Storytelling Along the Erie Canalway app project will connect people to places through the power of storytelling. By working with TravelStorys.com the County is creating a hands-free cultural and historic experience along the entirety of the Erie Canalway Trail in Montgomery County. The app will contain short audio stories, text, photos, and historic information that supports and reinforces and expands existing traditional interpretation.

#### **3.4.2 Tourism Promotional Materials**

ECNHC assists thousands of annual visitors plan a trip by weaving together heritage, cultural and recreational highlights and activities. These include the creation of nine tour itineraries, a photo contest, wayside outdoor exhibits, and distributing Visitor Guides. ARCBridge team members witnessed these materials on display at NHA partner sites, museums, as well as on board the Sam Patch tourism boat. Materials include:

##### **Erie Canalway Map & Guide**

With help from 85 visitor centers and cultural heritage sites, ECNHC distributed 60,000 copies of its visitor guide in 2015. The guide highlights new events and ways to enjoy the Corridor, and includes resources for boating and cycling, a full Corridor map, and places to explore

##### **Photo Contest & Calendar**

ECNHC’s annual calendar tells a story of the Corridor’s beauty and history—through the lens of photo contest winners. In 2015, ECNHC distributed 17,500 calendars in more than 75 libraries and museums

##### **Itineraries – Find Your Park**

ECNHC created the itineraries as part of the National Park Service’s “Find Your Park” campaign, celebrating its 100th anniversary in 2016, and have expanded its selection to include significant partner sites throughout the Corridor. Each itinerary highlights “must see” sites, as well as dining options and potential side trips. The “Get Active!” section provides suggestions for cycling, hiking, paddling, and other outdoor opportunities to explore.

### 3.4.3 Promoting Tourism Events

#### Events & Festivals

In partnership with the NYS Canal Corporation, Erie Canalway National Heritage Corridor sponsors statewide and community-based canal-related events each year. From bike rides to kayaking, arts and harvest festivals, these community events play a key role in generating \$1.2 billion in annual economic impact, driven by canal-related tourism. More than 400 annual events take place along New York's canals each year, attracting more than a half million people.

#### Wayside Exhibits

A new series of outdoor exhibits are being installed at more than 40 community access points along the New York State Canal System. The panels will help illustrate how canal towns developed, highlight their links to the canal system and heritage corridor, and connect visitors to nearby attractions and services. The multi-side kiosks include a full panel map of New York State's canal system. Most sites will also feature community orientation maps—with points of interest within walking distance of the canal. More than 20 locations will also feature community history panels based on 19th century "birdseye view" lithographs.

#### Corning Museum of Glass' GlassBarge Tour

During its four-month journey in 2018 from Brooklyn to Corning, NY, the GlassBarge traveled north on the Hudson, then westward along the Erie Canal, from the Albany area to Buffalo, emphasizing the continued role of New York's waterways in shaping industry, culture, and community in New York State. In each port city, Corning Museum of Glass provided free glass-blowing demonstrations for the public from the deck of GlassBarge. The tour concluded in the Finger Lakes, completing the journey by water in Watkins Glen. ECNHC was a top level Maritime

Sponsor and provided critical logistical and outreach support between the Corning Museum of Glass community and tourism groups throughout the voyage. Over the four month period:

- a) 50,000 people attended
- b) 500 sold out shows
- c) 29 ports of call

#### Erie Canalway Bicentennial

Being held between 2016 and 2025 to mark the Celebrations are being held between 2016 and 2025 to mark the 200th anniversary of the construction of the Erie Canal. The bicentennial theme resonated from community to community and in media outreach that reached millions. Stories in the New York Times, Chicago Tribune, Time, National Public Radio, and PBS Stations raised awareness of the national impact of the Erie Canal, while also showcasing activities on the canal system today. The ECNHC office also serves as an information hub for media outlets looking for photographs, facts, timelines, trivia, and travel tips, as well as expert interviewees. Coverage in national and state media invited new audiences to discover New York's legendary canals.

### 3.4.4 Visitor Surveys and Tourism Research Studies

The Erie Canalway National Heritage Corridor conducted comprehensive research about current and prospective visitors to the 524-mile Canalway Corridor to help tourism promoters, businesses and heritage sites better attract and serve visitors, including boaters, cyclists, sightseers and vacationers. More than 1,000 people participated in online surveys and 20 provided in-depth interviews conducted by Rochester-based Level 7 Market Research on behalf of the National Heritage Corridor. Visitors and prospective visitors who live near the canal system, as well as those from other parts

of New York and neighboring states, participated, providing a reliable and geographically-diverse research sample.

In addition, the Erie Canalway conducted a study of the economic impact of events and tours in the Erie Canalway National Heritage Corridor. The results call attention to the power of tourism along New York State's iconic canals. An estimated \$1.5 billion annually is generated by events, boat tours, bicycle and paddle-sport rentals and historic site/museum tours along the Erie, Champlain, Oswego and Cayuga-Seneca Canals. Events and tours drew 3.3 million visitors in 2017.

#### Key Findings:

- Recent and prospective visitors were drawn to the history of the area and to exploring local canal communities; boat tours/boating and attending festivals/events are major draws among prospective visitors
- Most recent visitors rated their experience high—8 out of 10
- Recent visitors and prospective visitors were both drawn to the history, trail activities, and exploring local canal communities
- Recent canal visitors tend to be older, travel in smaller parties, and have higher income households compared with prospective visitors. Most are well traveled, and are three times more likely to travel internationally.
- Lack of awareness and knowledge are among the greatest barriers to visiting

The research was funded by a grant secured by ECNHC from Market NY through I LOVE NY, New York State's Division of Tourism, as a part of the State's Regional Economic Development Council initiative.

#### New York State Canal Corporation 2018 canal usage by the Numbers:

- a) 3.4% overall increase from 2017 in canal traffic
- b) 71,238 motorized vessels used the system

c) 21,762 hand-launched vessels used the system

d) 2,775,333 total attendees of events and festivals within the ECNHC

e) 1,276,653 Vacationers, Overnight Visitors

f) 140,117 visitors to Boat Tour Operators

g) 8,686 Boat charters & rentals

h) 7,900 Kayak/Paddleboard rentals

i) 1,568 bikes rented

#### 3.4.5 World Canals Conference

In September 2017 ECNHC hosted the 30th annual World Canals Conference along with the NYS Canal Corporation and site host Visit Syracuse. More than 400 people from three continents, including a dozen European countries, five Canadian provinces, and 20 U.S. states came together in Syracuse. Held at the restored Hotel Syracuse, now the Marriott Syracuse Downtown, the conference showcased some of the most innovative ideas and projects transforming canals worldwide.

The varied program included more than 50 presenters who shared their experiences and insights during conference sessions. Daily study tours showcased innovative projects taking place along the Erie, Cayuga-Seneca, and Oswego Canals. Networking, guest speakers, local events, and pre-and post-conference tours provided additional opportunities for exploration and learning. I Love NY and National Grid provided major funding support, along with many other businesses and foundations. Industry standards put the direct economic impact of a conference of this size to the host community at \$475,000 with indirect and induced benefits totaling over \$2 million (source: Visit Syracuse, the city's tourism promotion agency).

ECNHC invited smaller partners, grant recipients, and organizations along the canal to take part in the conference. ARCBridge sat down



with Rochester Accessible Adventures Executive Director Anita O'Brien to hear about the impact.

*"My concern is that people with disabilities cannot access recreation. Who is engaged there and making the canal accessible for them? ECNHC is truly helping us achieve this – no one else was trying. We have seen 100-year-old women out kayaking because of these efforts and we want to share that possibility with the world. Our vision is to see the canal as a tourism destination for anyone and whenever Andy Kitzmann of ECNHC is at the table, they have an ear out for inclusion. We were invited and presented at the canal convention and got to be seen on the world stage - everyone is reimagining their canal systems, but people weren't thinking about disability access. Because of ECNHC including us we are now part of a global network. We were contacted by Parks Canada and they wanted to find out what we were doing here!!"*

*-Rochester Accessible Adventures Director Anita O'Brien*

### 3.4.6 Recreational Tourism

ECNHC has worked with many local groups to improve access to the canals for the general public and make the canal more accessible for recreational use for locals and tourists.

Rochester Accessible Adventures (RAA) – The Rochester Accessible Adventures was awarded funding to expand access to recreation opportunities along the Erie Canalway Corridor to people with disabilities and their family and friends. Over two years RAA has developed and installed adaptive equipment that allows people with disabilities to safely access the Erie Canal in a kayak or canoe. The program includes signage, training programs for volunteers, and equipment.

ARCBridge met with local Rochester Kayaking owner Peter Abele to hear about the impact of ECNHC interest in promoting small recreational operations along the canal. During the visit ARCBridge evaluators saw first-hand customers with disabilities testing out the kayaks.

*"We are a clearing house for people coming down the path – and I think of myself as being an ambassador of the canal. 10 years ago I realized this is a meeting place for families, so how can we get them on kayaks and use the canal? Being a big proponent of the canalway, ECNHC is the primary source to really work on canal projects. There are others, but ECNHC is the best and most far-reaching. There are smaller local organizations, but they encompass the whole canals. We need them because they are active and promote us. We spent a year on a pilot program to package inclusive kayaking for people with disabilities with RAA. We put together a business training manual, volunteer program, and promotional video. Often these smaller villages are overlooked. As we embraced inclusion, our business has expanded – now we get more people, 15% growth yearly. We rent to at least 350 rentals with people with disabilities and 150 additional family and friends, 450 out of our 3,500 rentals...very sizable for a little community. We get 10% of our audience from Europe - they google Erie Canal, they know it's in New York and they stop here. We want people to not just go to Rochester or Buffalo, but go to the small canal communities because there is a lot of history there but they get overlooked. In a similar way to people with disabilities get overlooked in recreational tourism efforts, so I think our program is a great fit to promote both."*

*- Peter Abele, owner Erie Canal Boat Company, Rochester, NY*



## Watertrail Launched

ECNHC made it a goal to have paddling along the NYS Canal System through continued water trail development. Paddlers can now find more than 100 access points and amenities on the new NYS Canalway Water Trail website, which includes sites from Rome to Waterford along the eastern Erie Canal. In addition, paddlers are participating in the new Facebook group dedicated to the water trail, which serves as a forum for sharing advice and information.

Funding provided by Empire State Development's Market NY program and the National Park Service is leading to an expanded website and the creation of a guidebook and map set covering the entire NYS Canal System. ECNHC is spearheading development of the water trail in partnership with the NYS Canal Corporation, and with assistance from the NPS Rivers, Trails, and Conservation Assistance Program.

*"It is an incredible experience to paddle back into the past. As you glide down the waterway so important to the growth of this country, it is impossible not to feel the spirit and strength of those who traveled so early in our nation's history also by their own power."*

*-Paul Comstock of Houston, Texas, about his travels on the canal system*

## Cross-Corridor Journeys

Cross-canal journeys link together the more than 230 communities found throughout the 524 mile National Heritage Corridor. Over the years, these summer-long journey's have included the Albany Symphony Orchestra's Water Music NY, Our Ability's Journey on the Erie Canal, Parks & Trails New York's Cycle the Erie Canal, the Lake Champlain Maritime Museum's many tours of the replica canal schooner Lois McClure, the 2009 tour of the canal motorship Day Peckinpagh, the Corning Museum of Glass GlassBarge, and

Votetilla celebrating the 100th anniversary of women's right to vote. ECNHC works in close partnership with groups and individuals conducting these journey's to make critical connections with local leaders, provide logistical support for understanding the many challenges of a cross-state journey, to make available ECNHCS's vast network of tourism and marketing connections, and to invest targeted resources that match other state and private dollars raised.

## 3.5 Education

ARCBridge believes one of the cornerstones of ECNHC's mission has been to interpret the unique history of the canal region and promote it among the next generation so that valuable information is not lost and so that children understand the importance of preserving the canal's future. To this effect, ECNHC has partnered with various historic and preservation organizations to create curriculum for area schools about canal history. The NHC has also sponsored programs that allow local area children to ride on Erie Canal era boats for free and has given grants to local museums for canal specific exhibits. More than half of the grants given by ECNHC promote educational projects. One of ECNHC's premiere programs, Ticket to Ride, has allowed 35,000 fourth graders from over 110 school districts to visit 13 canal-related partner sites. ECNHC's participation in the National Park Service youth initiative Every Kid in a Park resulted in 10,000 4th graders visiting four national parks in upstate New York. The NHA has also sponsored programs that allow local area children to ride on Erie Canal era boats for free and has given grants to local museums for canal specific exhibits. More than half of the grants (52) given by ECNHC focus on educational projects.

### 3.5.1 Education Grants:

Capital Repertory Theatre - Capital Repertory Theatre was awarded a pair of grants to create plays that connect students to the Erie Canal story. The first interprets the struggle for freedom that took place along the banks of the Erie Canal. With funding provided by Erie Canalway, 6,400 students from 36 schools in 16 cities were treated to the performance. A subsequently awarded grant resulted in the creation of a new performance called *They Built America*, which tells the story of the construction of the original Erie Canal. More than 5,000 students from 33 schools experienced the performance within the comfort of their own schools.

Albany Institute of History & Art, The Albany Institute of History & Art was provided ECNHC grant support to develop a Erie Canal curriculum guide that makes use of artifacts from the museum's canal-based collection with the aim of helping students explore the story of the Erie Canal. The program includes the opportunity for museum staff to travel to schools and work directly with teachers on the use of the curriculum materials. A companion grant was also provided in which the museum created nine document-based questions for use as pre- or post-visit activities for the Erie Canalway's popular Ticket to Ride and Every Kid in a Park programs.

Corn Hill Navigation - Four inter-related grants have been made by Erie Canalway National Heritage Corridor that have resulted in two new curriculum guides that reflect the social studies teaching standards for 4th grade, and place-based STEM activities for middle school students. Grants also provided transportation for area students and covered costs for consultant activities related to theme development. The projects were conducted in direct partnership with the Rochester City School District

(ranked 791st of 801 districts within New York State) and Corn Hill Navigation. Today, Corn Hill is Erie Canalway National Heritage Corridor's primary Rochester-area Ticket to Ride tour provider.

Rochester Museum & Science Center – The Rochester Museum & Science Center, located in the heart of downtown Rochester, New York, is a recipient of several Erie Canalway National Heritage Corridor Grants. The museum has received four ECNHC grants to support the museum's Erie Canal interactive lock model exhibit and upgrades to their various Erie Canal exhibits and educational opportunities. Projects included improvements to a working Erie Canal lock model and a 1938 diorama of downtown Rochester that includes the Erie Canal.

Another grant developed a hands-on experiment for the museum's Inventor Center and a self-guided tour designed for teachers to enable them to explore all of the various canal-related exhibitions within the museum. A self-guided educational curriculum guide helps teachers link the various canal-related exhibitions and themes found within the museum into a cohesive experience tied to the New York State curriculum and includes an ECNHC funded hands-on activity found in the Museum's Maker's Space gallery.

In its first 9 months, the Inventor Center engaged more than 13,000 people, the majority of whom were children. The exhibition experience has an observed ratio of 52% male and 48% female participants who spend an average of 30 minutes in the space.

Annually, school attendance to the Rochester Museum & Science Center is estimated at 171,000 visitors (as tracked through the museum's Altru ticketing system) and Erie Canalway National Heritage Corridor funded exhibits are part of the daily experience.

The museum has also served as a host site for various ECNHC press conferences and for a workshop for Finger Lakes region partner sites to learn more about ECNHC.

ARCBridge evaluators were able to visit the museum and witness a large group of school children interacting with the Erie Canal exhibit.

*“ECNHC has been invaluable in giving us the support and funding to create canal specific exhibits. Our museum has a very broad focus and these exhibits allow us to show people more about the local history of the area. It’s allowed us to think of new ways to get into interpretative education around the canal. We would not have been able to otherwise.*

*- Director of Collections, Dr. Calvi Uzelmeier, Director of Featured Content, Exhibition Support and Special Projects*

### 3.5.2 Giving Kids a Ticket to History

Since 2012 ECNHC made 435 grants to 230 individual schools that enabled nearly 35,000 fourth graders to have visited 13 canal-related partner sites. The program provides funding for transportation and educational programs so that schools could take advantage of these field trips free of charge. In addition, the partner sites receive \$5 per student to participate in the program.

*“My students loved the opportunity to participate in a Ticket to Ride”*

*– Shelly Crowley, North Broad Elementary, Oneida, NY*

In addition, more than 10,000 fourth graders have visited four national parks in upstate New York, due to ECNHC’s participation in the National Park Service youth initiative Every Kid in a Park.

ECNHC partnered with the Fort Stanwix National Monument in Rome, Theodore Roosevelt Inaugural National Historic Site in Buffalo, Saratoga National Historical Park in Stillwater, and Women’s Rights National Historical Park in Seneca Falls to bring students to these nationally-significant places.

ARCBridge was able to speak to *Sam Patch* Ship Captain LJ Fisher in Fairport about the impact ECNHC has had on exciting and educating local schoolchildren about the Erie Canal.

*“People, especially kids don’t think they care about the Erie Canal. It’s just this thing that runs through the area. But then when they learn about it they start to get obsessed – it’s so fascinating! 88% of school kids in Rochester are in free lunch programs. Because of ECNHC, they are able to ride on a piece of history in all these small canal towns. ECNHC pays for the boat ticket and bus transportation. I always tell the students to look around and imagine you’re digging this 4 foot ditch in the middle of nowhere, moving trees, building locks, simple but interesting machines, every bit of mechanical apparatus on the canal is so unique. The basic engineering element, the social movements - the canal as the Internet of the 1800’s – abolitionism and gender activism originated here. My family always tells me to pick another topic to talk about! But this was the Wild West, and it’s here! I live across from the canal - it’s amazing! The Sam Patch was an impetus for social movements. Through ECNHC funding we also did a science lab on the water with 8 local middle schools to discuss environmental education on the canal. These are kids who would never be able to do this.”*

*-LJ Fisher, Sam Patch Captain*

### Program Evaluation & Interpretive Training

With funding from the CNY Community Foundation, ECNHC was able to hire the R/E/D Group to evaluate three of educational sites in 2017.

The year-long evaluations resulted in a report tailored to each site and included priority recommendations for improved program and visitor services. After the assessment, ECNHC organized a two-day interpretive training workshop for staff and volunteers of Central New York partner sites, led by the International Coalition of Sites of Conscience.

In addition, ECNHC co-hosted with the Niagara Falls National Heritage Area and the NPS Northeast Regional Office a free three-day interpretive training workshop. ECNHC staff participated on the planning team of the National Park Service's Harpers Ferry Center to create a wayside interpretive sign guide. The publication of the guide coincided with a two-day workshop hosted by ECNHC in Syracuse, NY to provide hands on wayside training for Corridor based partners.

Erie Canal Teaching Materials

Ticket to Ride and Every Kid in a Park tours are reinforced by a suite of documents based questions and curriculum materials that enhance learning opportunities and tie together the many social and cultural stories that make the Erie Canal an enduring part of the social studies curriculums across the United State. Nine worksheets were developed by ECNHC in partnership with the Albany Institute of History & Art. In addition, a digital curriculum guide called Erie Canal in the Classroom ensures participating students are fully prepared for their field trips throughout the Corridor. Erie Canal in the Classroom is grounded in the New York State Education Department's social studies standards and serves as a unique document linking together the various themes and topics presented by ECNHC's tour providers.

*"What better way to bring history to life and thread past to future than giving children an opportunity to experience the places where history was made? Thanks to the Erie Canalway's innovative partnerships and ability to secure financial support, thousands of students stood on the battlegrounds of the American Revolution, witnessed the place where women's rights were first declared, and have experienced firsthand the innovation and grit that built the Erie Canal."*

*-ECNHC Executive Director Bob Radliff*

### 3.6 Marketing & Outreach

Key goals included in the ECNHC Management Plan are increasing tourism benefits and extending the heritage brand. Marketing efforts have focused on public relations, social media and the dissemination of historic brochures and public presentations. Several articles have also been published highlighting ECNHC programs in local, regional, and national media publications. Marketing components include:

#### 3.6.1 Website

Visitors, residents, students, municipal leaders, preservationists, and journalists are just a few of the people who seek out Erie Canalway's website each day. The new [www.eriecanalway.org](http://www.eriecanalway.org) was updated with new images and interactive maps. In 2016 alone, more than 100,000 users viewed 350,000 pages on the website. The website is designed to meet a diversity of needs. It includes extensive trip planning resources, in depth information on canal history, and ways to preserve and share the Corridor's wealth of heritage assets.

### 3.6.2 ECNHC Social Media Presence - latest numbers for the website, Facebook, Twitter, Instagram

- Website Page Views FY2018: 198,000; Top Pages: History-Culture, Cycling, Plan Your Visit
- Facebook: 6,510 page likes
- Instagram: 1,019 followers (began November 2017, 151 posts through Nov 2018)
- Publications received a 2018 New York State Tourism Industry Association (NYSTIA) Tourism Excellence Awards
- 3.6.3 Media Coverage Mentioning ECNHC:
  - Leisure Group Travel Magazine (feature in 2018)
  - PassageMaker Magazine (feature in 2018)
  - I LOVE NY Travel Guide
  - Newspapers: Rochester Democrat and Chronicle, Buffalo News, Albany Times Union, Syracuse Post Standard. Trip Advisor

**Table 3.8: Professional Development Workshops offered by ECNHC**

Year	Program Name	Location	# of Days	# of participants
2006	Beyond Marketing: Tourism Readiness in the Erie Canalway National Heritage Corridor.	Geneva, NY	1	60
2008	Enhancing the Visitor Experience Training	Corridor-wide	6	100
2008	Heritage in Arts	Corridor-wide	1	80
2008	Economic Development Forum	Troy	1	250
2008	Developing Interpretive Waysides	Syracuse, NY	3	60
2008	Guide to Developing Outdoor Exhibits (publication)	NA	NA	continues to be available
2009	Underground Railroad: Network to Freedom	Corridor-wide	5	100
2010	World Canals Conference	Rochester, NY	3	400
2010	Erie Canalway Partner Program launched	Corridor-wide	NA	25 museums
2010	Bicyclists Bring Business (publication)	Corridor-wide	NA	continues to be available
2010	US Travel Association's International Pow Wow	NYC	3	hundreds
2010	World Travel Market	NYC	3	hundreds
2010	FAM Tour (Familiarization tour)	Albany	2	32
2010	Preparing for the International Market	Geneva, Sylvan Beach, and Latham, NY	3	170
2011	National Trust Preservation Conference	Buffalo, NY	4	2,500
2011	Closing the Gaps roundtables (Erie Canalway Trail)	Syracuse, Lockport, Utica, Clyde	4	75



2011	US Travel Association's International Pow Wow	NYC	3	hundreds
2011	World Travel Market	NYC	3	hundreds
2011	NYS Travel and Vacation Association's annual conference	NYC	2	200
2012	Low Bridge Everybody Down: An Erie Canal Music Celebration	Syracuse	2	80
2012	Cultural Heritage Tourism Workshops	Rochester, Cohoes, Utica	3	128
2012	Connecting Canal Communities	Five communities	5	130
2012	Heritage Showcase Workshops	Brockport and Chittenango, NY	2	65
2012	Bicyclists Bring Business roundtable	Albion, NY	1	50
2012	Putting the Past to Work for the Future: Preservation Strategies to Save Whole Places	Geneva, NY	1	25
2012	Making Your Place Great (conference panel)	Oswego, NY	1	45
2012	National Park Foundation Impact Grant to launch Theatre on Main Street Project	Albion, NY	multiple	700
2012	Various professional development grants made to partners			13
2012	five partners invited to join ECNHC staff on conference panels at Mid-Atlantic Association of Museums, NYS Canal Conference, and Heritage Showcase Workshops.	various	varies	5
2013	Where Canal Meets Commercial Corridor	Schenectady	1	100
2014	Visitor Readiness & Cultural Heritage Familiarization Tour	Syracuse, Chittenango, Auburn	4	40
2014	Where Canal Meets Commercial	Buffalo, NY	1	100
	Corridor: Unlocking Entrepreneurial Opportunities			
	in Your Downtown.			
2015	New York State Canal Conference	Geneva, NY	3	160
2015	Downtown Investment Forum: The Lure of Local Flavor	Ithaca, NY	1	80
2016	Watertrail Public Outreach meetings	various	3	50
2017	Matton Shipyard Public Meetings	Cohoes	2	100
2017	World Canals Conference	Syracuse	5	400
2017	Interpretive Training Workshop	Syracuse	2	27
2017	Interpretive Training Workshop	Niagara Falls	3	35



### 3.6.5 Community Intercept Surveys

The ARCBridge team undertook a series of community intercept interviews over the course of the ECNHC evaluation. Intercepts were conducted in Buffalo by the harbor (5), Rochester by the Rochester Science Museum(4), on the *Sam Patch* boat(4), and in the small canal communities of and Lockport(5).

ARCBridge attempted to determine:

What consumers knew about ECNHC?

- How they learned about the specific site that they visited?
- Would they be likely to recommend visiting the Heritage Area and/or the specific sites to their friends and acquaintances?

The ARCBridge team was able to interview members of the public in various cities and canal communities across the ECNHC. In Buffalo, the evaluators surveyed people who were walking near the historic Erie Canal terminus and/or reading canal history signage that had been created by ECNHC. This was a mostly tourist heavy area with participants traveling from outside of the state and even outside the country. The consensus was that they had not heard of the ECNHC before, but were very interested in learning about more ECNHC activities they could partake in during their trip. They noted that ECNHC signage was the only historical materials they had encountered along the canal and these really brought the history of the region alive. Local Buffalo residents had more of an idea about the ECNHC and its contributions to revitalizing the Buffalo waterfront. They said that they felt like tourists in their own town thanks to the multi-year efforts.

Evaluators found similar sentiments among passengers aboard the *Sam Patch* canal boat. Every passenger was given one of ECNHC's quarterly newsletters and ARCBridge noticed many people reading it during the voyage.

Visitors interviewed included locals who had never participated in any canal activities as well as tourists from France, India, and Mexico, who felt the Erie Canal was a critical part of U.S. History and were more supportive of ECNHC programming efforts. ARCBridge found that visitors, especially those who were international, understood the heritage area better when likened to the concept of World Heritage Sites, and actually inquired where they could learn about other heritage areas.

A few locals ARCBridge spoke to in Lockport had encountered the heritage area in its outdoor canal activity and festival promotions and had also been to other heritage areas. The consensus was that the ECNHC was integral to educational efforts surrounding the canal's history and an important resource for locals and tourists alike.

### 3.7 ECNHC Partners

The ECNHC Preservation & Management Plan specifically stated the main mission was to serve as an umbrella organization uniting the numerous non-profits, local government entities and communities along the canal. **ARCBridge has found strong partnerships to be the cornerstone of ECNHC operations. These key partnerships have allowed ECNHC to spearhead major initiatives in a sizeable heritage area including gaining National Historic Landmark designation, hosting the 2017 World Canals Conference, preserving the Matton Shipyard and Lockport Flight of Five Locks, revitalizing the Buffalo waterfront, and educating thousands of school children through the Ticket to Ride program. ARCBridge believes these partnerships to be invaluable in fulfilling the authorizing legislation goal of providing a framework to resources as well as extending the heritage brand and economic development and sustainability.**

### 3.7.1 Top Erie Canalway Regional Partners, according to ECNHC staff

**New York State Canal Corporation** – The New York State Canal Corporation (NYSCC) is the owner and operator of the New York State Canal System. The relationship extends back to 1995 when the NYSCC’s Canal Recreation Plan recommended the creation of the Erie Canalway National Heritage Corridor. The director of the New York State Canal Corporation is an institutional member of the Erie Canalway National Heritage Corridor Commission. The NYSCC supports the programs and projects of the ECNHC through fiscal and administrative support. Key programs and projects include the co-hosting of the 2017 World Canals Conference (Syracuse), the production and distribution of an annual calendar, annual events and festivals sponsorships, development of the NYS Canalway Trail, installation of dockside exhibits, and the nomination of a 450 mile long NYS Canal System historic district as a National Historic Landmark (designated by the Secretary of the Interior in December 2016).

**New York State Office of Parks Recreation & Historic Preservation (NYSOPRHP)** – ECNHC’s partnership with NYSOPRHP is grounded in a shared mission for preservation of canal resources and the promotion of the value of these resources as a meaningful part of the state’s landscape. NYSOPRHP has an institutional seat on ECNHC’s federal Commission. ECNHC rents office space from NYSOPRHP at Peebles Island State Park. This is the headquarters of the State Historic Preservation Offices and the art and artifact conservation laboratories. The NYSOPRHP is the owner of Matton Shipyard, and plays a key role in Erie Canalway’s leadership of the preservation and adaptive reuse of the site. NYSOPRHP also worked closely with ECNHC and the National Park Service in listing a 450 mile New York State Canal System historic district on the State and National Registers (2014) and subsequently as a National Historic Landmark (2016). In 2014, NYSOPRHP presented a Project Achievement

Award to ECNHC in recognition of its historic district nomination as “an outstanding research, documentation and recognition project for a nationally-significant work.”

**Preservation League of New York State (PLNYS)** – As the recognized state-wide advocate of New York’s built history, PLNYS has been a key partner in ensuring that critical public focus is maintained on the value of Erie Canal structures and landscape. ECNHC has provided financial support to PLNYS to support the creation of a Historic Tax Credits workshop, to host an adaptive reuse workshop and publication that championed the value of former warehouses, and incentive grants for technical assistance support for public groups wishing to get started on preserving a building or place. The PLNYS has prioritized the Erie Canalway National Heritage Corridor in their Seven to Save program (in 2018 six of the seven buildings were located within ECNHC, including the Erie Canal’s Schoharie Aqueduct), and through “second story” workshops that champion the use of upper floors of historic structures. In 2018 PLNYS took the lead in a campaign to champion the preservation of New York State Canal System’s historic fleet of vessels, including the 1901 Tug Urger, considered the flagship of the system.

**Chittenango Landing Canal Boat Museum (CLCBM)** – CLCBM provides tours for more than 3,000 students per year through the Erie Canalway National Heritage Corridor’s Ticket to Ride program. The relationship has resulted in a direct partnership between CLCBM and the Syracuse City School District (ranked 792nd out of 801 New York districts) in which teachers and museum staff work together to develop tour themes directly related to the district’s classroom teaching. CLCBM was awarded an ECNHC grant in 2014 to develop a program called Tuesdays on the Towpath. The program continues to be offered today and includes the opportunity to rent bicycles from CLCBM.

**National Park Foundation** – The National Park Foundation (NPF) is one of Erie Canalway’s most consistent funding partners. Since 2012 NPF has provided between \$8,000 and \$10,000 per year in support of Erie Canalway’s educational programming. In total, the NPF support accounts for greater than one fourth of the more than 40,000 students who have taken part in our transportation programs. The NPF support also provides an opportunity for Erie Canalway National Heritage Corridor to take an important leadership role with the four Corridor-based National Park Service units. Through the Every Kid in a Park program, ECNHC administers the NPF transportation grants for students attending tours at Saratoga National Historical Park (Stillwater), Fort Stanwix National Historical Monument (Rome), Women’s Rights National Historical Park (Seneca Falls), and Theodore Roosevelt Inaugural National Historical Site (Buffalo).

**NYSUT (New York State United Teachers)** – NYSUT is New York State’s second largest union representing more than 600,000 education professionals. NYSUT provides critical support for Erie Canalway’s Ticket to Ride and Every Kid in a Park programs through full page outreach pieces in their membership magazine NYSUT United (valued at approximately \$26,000 annually). NYSUT also holds a variety of state-wide conferences and makes in kind booth space available enabling ECNHC staff to interact directly with the NYSUT membership and generate enthusiasm and awareness for the National Heritage Corridor’s educational opportunities. NYSUT’s director of Community Relations also serves as an ECNHC Commissioner.

**Parks & Trails New York (PTNY)** – PTNY is a state-wide non-profit dedicated to outdoor recreation and trail use. The annual Cycle the Erie Canal trail ride is PTNY’s signature event and attracts more than 600 riders.

ECNHC is an annual sponsor of the ride and staff take the opportunity to ride along and continue to build partnerships and promote the Corridor. A 2012 PTNY driven economic impact study of the Erie Canalway Trail found that it attracts more than 1.6 million annual users, and generates approximately \$253 million in annual sales, supporting 3,440 jobs. PTNY works closely with ECNHC to promote this, and other events, through traditional and social media outlets. In the summer of 2018, the National Park Service’s Northeast Region recorded a podcast of the impact of the Erie Canalway Trail and the work of Erie Canalway and Parks & Trails New York in their continued promotion of this resource.

ECNHC and PTNY also maintained a formal administrative partnership with Parks & Trails New York between 2006 and 2013. Through a series of Cooperative Agreements Parks & Trails New York formally employed ECNHC’s non-federal staff (but staff were directly interviewed and hired by ECNHC). In April of 2013 all ECNHC non-federal staff were migrated from PTNY to the fully operational Erie Canalway Heritage Fund, Inc., a 501(c)(3).

## Section 4

### Public/Private Investments in ECNHC and Their Impact

The legislation authorizing the Erie Canalway National Heritage Corridor (ECNHC) is Public Law 106-554, the Erie Canalway National Heritage Corridor Act of 2000. This Act provides appropriations to ECNHC under the following conditions:

(1) IN GENERAL.—There is authorized to be appropriated to carry out this section \$10,000,000, of which not more than \$1,000,000 shall be made available for any fiscal year.

(2) NON-FEDERAL SHARE.—the non-Federal share of the cost of any activities carried out using Federal funds made available under subsection (a) shall be not less than 50 percent <sup>1</sup>.

It should be noted that the non-Federal share of matching funds also includes matching funds that are generated by ECNHC partners and by grantees that have received funding from ECNHC, Inc. as well as in-kind support provided by other entities. The initial limitation of funding in the legislation was subsequently revised in May, 2017 through Public Law 115-31 which increased the funding cap from \$10M to \$12M.

#### 4.1 Investments in ECNHC Activities

Table 4-1 shown below outlines the direct investments that have been made in the Erie Canalway National Heritage Corridor including funds from:

- The National Park Service (NPS) which provided funds allocated by the NPS Heritage Partnership Program (HPP). These funds are appropriated by Congress specifically for use to develop and maintain the National Heritage Area and complete the management plan for the Corridor.

- Other NPS Funds reflects funding for the work of NPS staff who are detailed to the Canalway (Duncan Hay, Historian part-time, and Hannah Blake, Community Planner, full-time). Other NPS Funds also include monies obtained competitively from the Service-wide Combined Call
- Non-NPS Federal Sources including the Department of Housing and Urban Development (HUD) and the Federal Highway Administration (FHWA) and the U.S. Department of Transportation
- Other Funds which include state and local monies, foundations and private donations
- In-kind Investments from individuals or organizations which provide in-kind services to projects (e.g. donated meeting facilities, volunteers or labor)

The table shows that total revenue for in the program amounted to over \$38.5 M over the fiscal year period from 2002 through 2017. NPS Heritage Partnership Program investments were \$9.74 M. As noted earlier, the cap for HPP funds for ECNHC is \$12M.

Those funds received from the NPS Heritage Partnership Program (HPP) had a 50/50 match requirement. This HPP match requirement reflects the fact that ECNHC must contribute 50% or more to operate its program since HPP funds are only permitted to cover up to 50% of costs. This means that ECNHC had to raise at least \$9.744M from non-Federal sources. Other NPS monies included National Park Service Commission Funds (for funding NPS staff detailed

<sup>1</sup> National Heritage Areas: An Introduction to documentation and match of Federal Funds National Heritage Program Office, Washington D.C., November 2016.

**Table 4.1: Revenue for the ECNHC Program by Fiscal Years FY2002 - FY2017 Including Federal Funds and Non-Federal Matching Funds**

Fiscal Year	NPS/HPP Funds Received	Other NPS Funds Received	Non-NPS Federal Funds	Non-Federal Match Funds	Total Revenue
2002	\$202,823	\$250,000	\$0	\$0	\$452,823
2003	\$395,002	\$249,000	\$0	\$276,500	\$920,502
2004	\$589,444	\$356,611	\$0	\$507,772	\$1,453,827
2005	\$608,788	\$271,558	\$0	\$1,028,692	\$1,909,038
2006	\$623,553	\$339,829	\$0	\$4,300,000	\$5,263,382
2007	\$893,330	\$261,048	\$0	\$1,225,000	\$2,379,378
2008	\$677,061	\$294,108	\$0	\$3,426,258	\$4,397,427
2009	\$688,567	\$251,083	\$277,591	\$914,903	\$2,132,145
2010	\$690,406	\$261,930	\$64,104	\$1,396,172	\$2,412,612
2011	\$616,805	\$385,891	\$0	\$1,582,552	\$2,585,248
2012	\$696,742	\$277,209	\$133,000	\$1,579,704	\$2,686,655
2013	\$437,339	\$240,000	\$9,508	\$1,184,055	\$1,870,902
2014	\$584,824	\$255,000	\$0	\$1,746,819	\$2,586,643
2015	\$642,508	\$272,000	\$23,255	\$1,420,313	\$2,358,076
2016	\$709,969	\$284,681	\$0	\$1,098,801	\$2,093,451
2017	\$687,042	\$263,300	\$100,100	\$2,015,159	\$3,065,601
<b>Total</b>	<b>\$9,744,203</b>	<b>\$4,513,247</b>	<b>\$607,558</b>	<b>\$23,702,701</b>	<b>\$38,567,709</b>

to the Erie Canalway) and also included Service-Wide Combined Call funds which were competitively awarded. These “other” NPS monies amounted to over \$4.5 million and did not have a match requirement.

Table 4.1 reveals that no significant matching funds were raised during the first year of the operation.

Several factors appear to be related to this result. First, the ECNHC employees in the first year of the program were one Federal employee and one employee from the State of New York. As government employees, these staff were not well-positioned to raise matching funds. In addition, during the first years of the program, the Erie Canalway did not yet have a non-profit organization in place which

had the capability to raise monies from the private sector. During the first year of operation, the mission was focused on establishing an organization and assembling members of the canal commission and preparing the mandatory Preservation and Management Plan. Also during that time, the ECNHC team received administrative support from staff at the Saratoga National Historical Park.

Over the period between FY2002 and FY2017, Non-NPS Federal sources provided over \$600,000 in funding and included monies from other Federal agencies including the Department of Transportation (Federal Highway Administration) and the Department of Housing and Urban Development.

Reported matching funds include funds from New York State and from various private sources, from in-kind investments and from sub-grantee matching funds. These non-Federal match revenues amounted to over \$23.7 million. The 50/50 match requirement amounted to \$9.74M. Thus, the actual match exceeded the match requirement by nearly \$14M.

#### 4.1.1 Non-Federal Matching Funds

Table 4-2 shows a detailed level of non-Federal matching funds received year-by-year.

**Table 4.2: Revenue for the ECNHC Program by Fiscal Years FY2002 - FY2017 Including Federal Funds and Non-Federal Matching Funds**

Fiscal Year	NPS/HPP Funds Received	Non-Federal Matching Funds	Total
2002	\$202,823	\$0	\$202,823
2003	\$395,002	\$276,500	\$671,502
2004	\$589,444	\$507,772	\$1,097,216
2005	\$608,788	\$1,028,692	\$1,637,480
2006	\$623,553	\$4,300,000	\$4,923,553
2007	\$893,330	\$1,225,000	\$2,118,330
2008	\$677,061	\$3,426,258	\$4,103,319
2009	\$688,567	\$914,903	\$1,603,470
2010	\$690,406	\$1,396,172	\$2,086,578
2011	\$616,805	\$1,582,552	\$2,199,357
2012	\$696,742	\$1,579,704	\$2,276,446
2013	\$437,339	\$1,184,055	\$1,621,394
2014	\$584,824	\$1,746,819	\$2,331,643
2015	\$642,508	\$1,420,313	\$2,062,821
2016	\$709,969	\$1,098,801	\$1,808,770
2017	\$687,042	\$2,015,159	\$2,702,201
<b>Total</b>	<b>\$9,744,203</b>	<b>\$23,702,701</b>	<b>\$33,446,904</b>



The data in table 4-2 reveal that matching funds yielded revenues of over \$23.7M. These included both cash as well as in-kind contributions. Those sources include cash match funds of nearly \$18.79 M and in-kind investments of (\$4.91M).

Table 4.3 below shows the extent of matching funds and the match ratio for the ECNHC program over the course of its operations between 2002 and 2017. The match ratio is calculated as the ratio of HPP funds to the total investment in the NHA project. The requirements for NHA program is that the National Park Service cannot contribute more than 50% of program costs.

Thus, the ratio must be .50 or less. As the table reveals, the ECNHC has met or exceeded the 50/50 match commitment for every year since its founding except for the first two years of operation (FY2002 and FY2003). In FY2003, the yield from match funds came within \$120,000 of meeting the 50/50 match requirement.

Over the course of the entire period of operation, the match ratio was .29. As a result, National Park Service's Heritage Partnership Program funds accounted for less than one-third (29%) of the overall funding for the program. Other sources of funds (Federal, state, local and private) accounted for more than two-thirds (71%) of funding for the Erie Canalway program.

On an overall basis, ECNHC has exceeded its 50/50 match requirement by generating \$23.7M in matching funds relative to the NPS allocation of approximately \$9.74M. An interesting element of the development of matching funds for ECNHC is that these funds have been captured largely through partner organizations rather than directly through the Erie Canalway itself. This appears to be a vestige of the period before the formation of the Canalway's non-profit arm, the Erie Canalway Heritage Fund.

Prior to the formation of the non-profit, the governing body of the Erie Canalway National Heritage Corridor was its Federal commission which was (and remains) unable to raise funds from non-Federal sources. Due to that circumstance, matching funds were raised and expenditures were made by Canalway partners.

Based upon data that ARCBridge was provided, it is estimated that somewhat over 90% of these matching funds and expenditures were captured by partners while about 10% of these funds came directly to the Heritage Fund (or the Canal Commission). Because of the active involvement of Canalway Partners in fund-raising, this has long-term and positive implications for the sustainability of the Canalway. This will be discussed further in Chapter 5 of this report.

#### 4.1.2 Leveraged Funds

Leveraged funds are meant to include all funds generated by the operating entity during a given year that the entity would not have had were it not for the Heritage Program funding. These funds can include monies provided by other Federal agencies and any matched funds associated with Federal grants. Leveraged funds for ECNHC are shown in Table 4-4.

The table reveals that the total leverage across FY2002-FY2017 is \$27.8 Million. This means that for every dollar of HPP funds allocated to the Erie Canalway, the Canalway managed to acquire an additional \$2.66M from various other sources. These sources included other NPS monies, funds from other federal agencies as well as state funds (e.g. New York State,), local government (i.e. Villages and Towns along the Canal in upstate New York), foundations and private organizations.

**Table 4.3: NPS and Matching Funds by NPS Award Year**

Fiscal Year	NPS/HPP Funds Received	Non-Federal Matching Funds	Total Revenue for ECNHC	Match Ratio
2002	\$202,823	\$0	\$202,823	N.A.
2003	\$395,002	\$276,500	\$671,502	0.59
2004	\$589,444	\$507,772	\$1,097,216	0.54
2005	\$608,788	\$1,028,692	\$1,637,480	0.37
2006	\$623,553	\$4,300,000	\$4,923,553	0.13
2007	\$893,330	\$1,225,000	\$2,118,330	0.42
2008	\$677,061	\$3,426,258	\$4,103,319	0.17
2009	\$688,567	\$914,903	\$1,603,470	0.43
2010	\$690,406	\$1,396,172	\$2,086,578	0.33
2011	\$616,805	\$1,582,552	\$2,199,357	0.28
2012	\$696,742	\$1,579,704	\$2,276,446	0.31
2013	\$437,339	\$1,184,055	\$1,621,394	0.27
2014	\$584,824	\$1,746,819	\$2,331,643	0.25
2015	\$642,508	\$1,420,313	\$2,062,821	0.31
2016	\$709,969	\$1,098,801	\$1,808,770	0.39
2017	\$687,042	\$2,015,159	\$2,702,201	0.25
<b>Total</b>	<b>\$9,744,203</b>	<b>\$23,702,701</b>	<b>\$33,446,904</b>	<b>0.29</b>

**Table 4.4: Leveraged Funds by Year**

Fiscal Year	NPS/HPP Funds Received	Other NPS Funds Received	Non-NPS Federal Funds	Non-Federal Match Funds	Total Revenue	Leverage
2002	\$202,823	\$250,000	\$0	\$0	\$452,823	\$250,000
2003	\$395,002	\$249,000	\$0	\$276,500	\$920,502	\$525,500
2004	\$589,444	\$356,611	\$0	\$507,772	\$1,453,827	\$864,383
2005	\$608,788	\$271,558	\$0	\$1,028,692	\$1,909,038	\$1,300,250
2006	\$623,553	\$339,829	\$0	\$4,300,000	\$5,263,382	\$4,639,829
2007	\$893,330	\$261,048	\$0	\$1,225,000	\$2,379,378	\$1,486,048
2008	\$677,061	\$294,108	\$0	\$3,426,258	\$4,397,427	\$3,720,366
2009	\$688,567	\$251,083	\$277,591	\$914,903	\$2,132,145	\$1,443,578
2010	\$690,406	\$261,930	\$64,104	\$1,396,172	\$2,412,612	\$1,722,206
2011	\$616,805	\$385,891	\$0	\$1,582,552	\$2,585,248	\$1,968,443
2012	\$696,742	\$277,209	\$133,000	\$1,579,704	\$2,686,655	\$1,989,913
2013	\$437,339	\$240,000	\$9,508	\$1,184,055	\$1,870,902	\$1,433,563
2014	\$584,824	\$255,000	\$0	\$1,746,819	\$2,586,643	\$2,001,819
2015	\$642,508	\$272,000	\$23,255	\$1,420,313	\$2,358,076	\$1,715,568
2016	\$709,969	\$284,681	\$0	\$1,098,801	\$2,093,451	\$1,383,482
2017	\$687,042	\$263,300	\$100,100	\$2,015,159	\$3,065,601	\$2,378,559
<b>Total</b>	<b>\$9,744,203</b>	<b>\$4,513,247</b>	<b>\$607,558</b>	<b>\$23,702,701</b>	<b>\$38,567,709</b>	<b>\$28,823,506</b>

As the leveraged funds table indicates, the existence of NHA funds from the National Park Service provides considerable leverage in terms of ECNHC's ability to raise additional monies. Thus between 2002 and 2017, the National Park Service provided \$9.774 Million in Heritage Program funds. As a result of having those funds, the Erie Canalway National Heritage Corridor has been able to raise an additional \$28.8 million to support the program through non-Federal match monies, monies from other Federal agencies and other National Park Service funds. Based upon these figures the leverage ratio is 296% of the amount that the NPS/HPP has invested directly. That is, for every dollar provided from the Heritage Program, ECNHC has developed an additional \$2.96 to support the program. ECNHC has been able to use the NPS heritage funds to leverage other financial resources beyond their required match.

## 4.2 Use of Financial Resources

ECNHC receives funding from the National Park Service, other Federal agencies and a variety of funds from state and local organizations as well as grants from foundations and from individual contributions. Table 4-5 provides a breakdown of expenditures by fiscal year between management/operating expenditures and program expenditures. The percentage of operating expenditures to total expenditures from FY 2002 through FY2017 ranges from a high of 40% (FY2002—the first year of operations) to a low of 10% (FY2006) with an average across all fiscal years of 24%. As the table below indicates, variability in the ratio of management/operational expenses to overall expense has narrowed since FY2010 as the program has matured.

Table 4-5 also indicates that overall, operational expenses reflect nearly a quarter (24.1%) of all expenses, while the largest portion of funds (75.9%) were directed into supporting the Canalway's programs.

Table 4-6 below reveals that programmatic expenditures for FY2002 through FY2017 consisted of more than \$29.255 Million. As indicated in earlier discussion above regarding matching funds, a large portion of these funds were obtained and expended by Canalway partners.

**Table 4.5: Management/Operating vs. Program Expenses by Fiscal Year**

Fiscal Year	Operational Expenses	Program Expenses	Total
2002	\$178,851	\$269,832	\$448,683
2003	\$191,665	\$738,947	\$930,612
2004	\$367,775	\$1,081,223	\$1,448,998
2005	\$433,912	\$1,470,035	\$1,903,947
2006	\$509,136	\$4,752,972	\$5,262,108
2007	\$741,709	\$1,610,731	\$2,352,441
2008	\$684,994	\$3,711,643	\$4,396,637
2009	\$636,662	\$1,244,524	\$1,881,186
2010	\$745,636	\$1,692,517	\$2,438,153
2011	\$744,931	\$1,881,183	\$2,626,115
2012	\$763,830	\$1,915,659	\$2,679,489
2013	\$525,803	\$1,518,389	\$2,044,192
2014	\$664,963	\$1,941,212	\$2,606,174
2015	\$644,830	\$1,696,597	\$2,341,426
2016	\$730,227	\$1,364,082	\$2,094,309
2017	\$700,387	\$2,366,155	\$3,066,542
<b>Total</b>	<b>\$9,265,311</b>	<b>\$29,255,701</b>	<b>\$38,521,012</b>

**Table 4.6: Expenditures by Program Activity for FY 2002-FY2017**

Fiscal Year	Preserve	Promote	Foster	Total
2002	\$163,498	\$75,025	\$31,309	\$269,832
2003	\$554,968	\$125,811	\$58,168	\$738,947
2004	\$546,883	\$430,723	\$103,617	\$1,081,223
2005	\$693,533	\$540,267	\$236,235	\$1,470,035
2006	\$1,421,790	\$2,333,053	\$998,129	\$4,752,972
2007	\$419,395	\$704,298	\$487,038	\$1,610,731
2008	\$257,007	\$629,974	\$2,824,662	\$3,711,643
2009	\$271,469	\$867,162	\$105,893	\$1,244,524
2010	\$535,497	\$1,062,012	\$95,008	\$1,692,517
2011	\$589,136	\$1,061,600	\$230,447	\$1,881,183
2012	\$319,085	\$1,352,464	\$244,109	\$1,915,659
2013	\$648,697	\$842,905	\$26,787	\$1,518,389
2014	\$798,254	\$1,111,434	\$31,524	\$1,941,212
2015	\$813,060	\$841,772	\$41,765	\$1,696,597
2016	\$431,351	\$904,970	\$27,761	\$1,364,082
2017	\$1,209,095	\$823,461	\$333,599	\$2,366,155
<b>Totals</b>	<b>\$9,672,719</b>	<b>\$13,706,932</b>	<b>\$5,876,052</b>	<b>\$29,255,702</b>

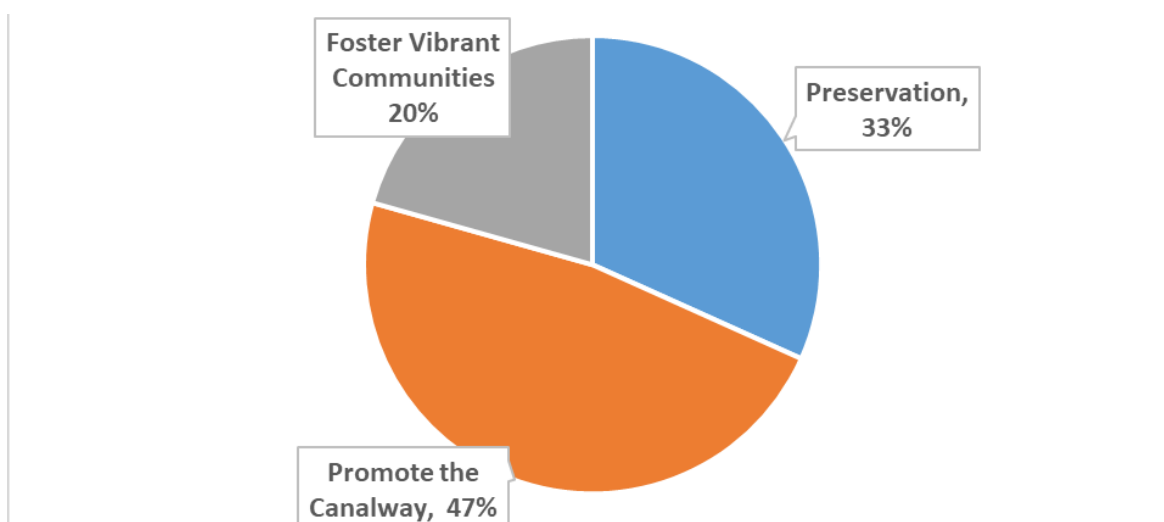
**Chart 4.1: Allocation of Program Expenditures by Area**

Chart 4-1 shows the allocation of these program expenditures across different program areas. Three areas were highlighted for this analysis including: 1) historic preservation, 2) promotion of various Canalway programs and 3) developing vibrant communities along the canal.

As the chart reveals, 47% of expenditures were devoted to promotion of Canalway programs, 33% was dedicated to historic preservation and 20% was focused on the development of vibrant communities along the Canal. As will be discussed later in this chapter, ARCBridge undertook a series of three mini-case studies to better understand how efforts to foster vibrant communities helped bring about positive community change and economic development in those affected communities.

As with any non-profit entity, there is a requirement to report on the net assets and retained earnings generated by the entity. The non-profit Heritage Fund was fully operational in 2012 and was in a position to file the necessary net assets report to the IRS in that year. Table 4-7 shows the net assets reported to the IRS by the Heritage Fund beginning in 2012.

**Table 4.7: Net Assets reported to the IRS on Form 990 For the Erie Canalway Heritage Fund**

Fiscal Year	Assets	Liabilities	Net Assets
2012	\$11,251	\$0	\$11,251
2013	\$62,662	\$13,849	\$48,313
2014	\$137,555	\$47,292	\$90,262
2015	\$170,156	\$31,645	\$138,511
2016	\$335,171	\$143,120	\$192,051
2017	\$646,499	\$281,601	\$364,898

As indicated in the table, the Heritage Fund has generated retained earnings since FY2012. At the end of FY2017, those retained earnings amounted to nearly \$365,000.

### 4.3 Impact of Investments

It is clear from this report that the investments made by ECNHC are in line with the mandate found in the legislation establishing the Heritage Area. Our analysis of matching funds indicated that the Heritage Area has exceeded the 50/50 match requirement for the investment of Heritage Program funds. In fact, on an overall basis (between FY2002 and FY2017), ECNHC's match funds supported over 2/3's of the program's expenditures (71%), while the National Park Service funds were only needed to supported 29% of the program's costs.

The National Park Service has provided \$9.74 Million in HPP funds between FY2002 and FY2017. Other Federal agencies contributed approximately \$607,000, while non-Federal sources contributed \$28.7 Million. Clearly, the Heritage Area has managed to leverage the NPS funds in a substantially larger amount to fund its programs across the area.

#### 4.3.1 Economic Impact of the Erie Canalway National Heritage Corridor

The economic consulting firm Tripp Umbach has completed comprehensive economic impact studies on 24 of the 49 National Heritage Areas (NHAs) over the past five years including Erie in 2015. Tripp Umbach used the IMPLAN software which provides analysis based on an input-output modeling approach. These studies took estimated the number of jobs created by each of the NHAs on an annual basis and the Federal taxes generated from employee compensation, proprietor income, indirect business tax, households and corporations.



Tripp Umbach undertook the study of the Erie Canalway National Heritage Corridor in July of 2015 and focused on the impacts over the three-year period from 2012 through 2014. In specific terms, the analysis used data from visitor and tourism expenditures, operational expenditures and staffing of the Heritage Corridor as well as wages, rents, and professional fees incurred by the Canalway during a given year as well as grant making and capital expenditures that circulate through the local economy. These data were supplemented with qualitative insights gleaned from interviews with stakeholders and partners of the Canalway.

The study estimated that the economic impact of the Erie Canalway Heritage Corridor on the regional economy was \$307.7M. The bulk of that impact was ostensibly due to increased tourism to the area. Other effects included the creation of 3,240 jobs and \$34.9 million in tax revenue. It should be noted however, that the results of the Tripp Umbach study are only projected results and there is no reported data from the Corridor that can directly isolate the economic effects of the Canalway program.

Given the limitation of the Tripp Umbach study, ARCBridge decided to undertake a series of three mini-case studies to better understand how the Canalway program influences local communities as the focus on developments adjacent to the canal.

#### **4.3.2 Mini-Case Studies of Canalway Economic Impact in Three Towns Adjacent to the Canal**

A major mission of the Erie Canalway program has been to “foster vibrant communities.” Accordingly, ARCBridge believes that it was important to develop a tangible understanding of how different towns and villages work with the Canalway to have an impact on their local community and its economic health. With that goal in mind, the ARCBridge team developed mini-cases for three towns in upstate New York that are adjacent to the Erie Canal.

The towns included, Fairport, Brockport, and Lockport, New York. It is believed that there are vital lessons to be learned from case studies in those locations. The team interviewed each town’s mayor or a senior executive to develop insights regarding how the Canalway contributed to the town’s recent development and economic revival.

To put the Canalway’s contribution in proper perspective, it needs to be recognized that ECNHC has provided limited funding for each of the three towns and that other New York State entities have provided more substantial funding and support. These New York State entities include the New York State Canal Corporation which refurbishes and maintains the Erie Canal infrastructure for these communities as well as Regional Economic Development Councils which were established by the State of New York to develop priorities for state investment in local communities. For Lockport this prioritization was carried out by the Western New York Economic Development Council<sup>1</sup>. For Fairport and Brockport, the prioritization for local investment was developed by the Finger Lakes Regional Economic Development Council<sup>2</sup>.

The unique contribution of the Erie Canalway reflects the “division of labor” between the New York State Canal Corporation and the Erie Canalway. As was expressed in discussions with the Canal Corporation, “the Canal Corporation manages the infrastructure of the Erie Canal; the Erie Canalway manages the canal story.” Thus, ECNHC’s contribution is focused on preservation, interpretation and promotion; that is, to say, the focus of the organization is on signage to identify meaningful sites along the canal, interpretative materials to describe those sites as well as marketing materials and the Canalway website to reach out to tourists and residents and to attract them to visit specific canal communities and sites. The effects

<sup>1</sup> *7 Years (2011-2018) of Transforming Our Region: A Strategy for Prosperity 2018 Progress Report*. Western New York Regional Economic Development Council

<sup>2</sup> *Annual Report & Recommended Priority Projects*

of ECNHC's contribution in these communities cannot be viewed in isolation, since their contribution is limited in scope, but it is a key part of development activities since it influences outreach to visitors and residents and is therefore a "multiplier" of infrastructure developments.

The three site for mini-cases are below.

### **Village of Fairport, New York**

The Village of Fairport is located 9 miles east of Rochester, New York and as of 2014 had 5,372 residents. The median household income in 2016 was \$70,833.

In the view of the Executive Director at Fairport Office of Community & Economic Development, Marsha Malone, the impact of the Canalway has been "tremendous". She felt that since the 1970s the village has embraced the canal and the canal, itself, has "become its second Main Street." There had been a Department of Public Works site on the canal which was purchased and made available for private development. That led to a private residential development of 48 housing units (Canalside) as well as mixed use development. Private developers raised \$5.2 M for such development along the canal.

The Village received a \$400K grant from the New York State Canal Corporation for redesign of a promenade and docking facilities along the waterway. These docks and an accessible kayak launch entailed an expenditure of \$150,000 on the part of the Canal Corporation. This project also included installation of an information kiosk, new lighting and a new park and an interpretive trail. The Village is trying to create areas that can serve as tourist destinations such as trails, public art projects and signage. They are trying to consolidate development assets and improve the south side of the Canal.

ECNHC has helped Fairport in a number of ways:

1. They have supported downtown development with their grant program and with interpretative signage. The funding for this program amounted to \$26,120.
2. ECNHC along with Parks and Trails, New York has supported bike tours with overnight stops in or near the village. This has had a substantial effect on the town
3. The Canalway has provided visitors with the opportunity to take barge rides or to use the canal for paddling or rowing - these opportunities also include programs for adaptive recreation by disabled visitors.
4. ECNHC has also been a sponsor of events and festivals.

The combined impact of these programs on the local economy has been substantial. For example, the Village has experienced growth in recreational businesses focused on biking, restaurants, and bars. Three or four ice cream shops have sprung up.

In warm weather they have experienced 3,000 to 4,000 people coming into the town on a Friday and a Saturday.

The New York State Canal Corporation has made a number of significant investments in and around Fairport that have also contributed to its development. Among these projects are:

- Development of docks and an accessibility for kayaks, an information kiosk and an interpretive trail
- Installation of 8 safety ladders along the canal wall, and
- Public art installation of a sundial made from old Erie Canal stones.

### **Village of Brockport, New York**

Brockport, New York is located about 20 miles west of Rochester, New York. In the 2010 Census, the village had a population of 8,336. According to Mayor Margay Blackman, the Erie Canalway has added visibility to the Canal that

did not exist prior to its formation.

The Village is home to SUNY College at Brockport. As a consequence the college population is an important audience for any cultural or recreational changes along the canal in the immediate area. For example cycling along the canal has increased markedly as has cross-country skiing.

As part of recognizing this change, the town built a Welcome Center in 2005 and has established a group of Greeters (100 volunteers) at the Welcome Center to introduce visitors to various amenities in town.

The Village has implemented a number of programs and celebrations which have a canal-focus, these include:

- Craft Beer Festival
- Low Bridge/High Water to celebrate the opening of the Canal during the second week in May
- An art festival that attracted 35,000 attendees
- Undertook an effort to bring rowing to the Canal
- Fourth Grade poster contest to involve school age children
- Composers have created music specifically for the Village
- The Duncan Stanley Farm grows organic vegetables by buying a portion of land adjacent to the Canal to provide irrigation water.

These programs, together with other programs developed or supported by ECNHC, such as bike tours (along with Park and Trails, New York), barge rides and tours, paddling events and other canal-wide celebrations (such as the Canal Bicentennial) have had a significant impact on the local economy. Direct grant funds from ECNHC amounted to \$10,000.

The Village has also been assisted by the New York State Canal Corporation which has recently undertaken a major embankment maintenance program along the Erie Canal in Monroe County to include the Village of Brockport. This work includes removal of trees along the canal banks along with other vegetation management efforts. This will enhance the canal's safety and security.

In addition to the vegetation management program, the Canal Corporation awarded a \$57,000 project to the College at Brockport to construct a multi-use trail along the south side of the canal.

In specific terms, these developments along the canal have supported growth of existing businesses to balance out seasonal changes in the area (i.e. snow conditions). These existing businesses include bars and restaurants in town and along the canal itself, the second oldest movie theater in the country, pizza places, a soul food restaurant, specialty shops, a flower shop and an independent book seller.

### **City of Lockport, New York**

Lockport is a city located between Rochester and Buffalo New York and in the 2010 Census had a population of 21,165. The largest employer in Lockport is General Motors and the city is located near the largest lock on the Erie Canal. As noted by Chuck Bell (formerly the Director of Planning and Development for the City of Lockport), the city was built around the canal. The area was neglected for many years, but during the past 10 years the City has focused on improving the area including improving trails and taking care of the canal locks.

A concerted effort was made above the locks and the city sought to restore the existing commercial district, which was renamed Richmond Avenue.

There are a number of restored buildings in the area that are privately owned and now completely occupied. This has drawn visitors to the area and helped establish an office building, an ice cream shop and a coffee shop.

In an area west of the city, the State of New York invested \$6M to fill a gap in the canal trail which is being used for cycling and walking.

In effect, Lockport has been engaging in re-branding of the town and has created a gazebo and green space which is home to a community market which is open from Memorial Day through September. They have also created a “Locktoberfest” event to draw in visitors.

The city has taken advantage of ECNHC initiative for the cycling events. Because of the activities of the Canalway, this has created greater awareness for marketing of the canal as a system. For that reason, Locktoberfest now has a broader reach than it would have had otherwise. They are participating in the “Reimagine the Canal” effort which makes suggestions for places for visitors to stay after visiting the canal locks and other sites in the city.

## Section 5

### ECNHC Sustainability

#### 5.1 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 funding contribute to the NHA’s sustainability?” To guide the assessment of sustainability, ARCBridge has adopted the definition developed by NPS, with the assistance of stakeholders from a number of National Heritage Areas. Sustainability for an NHA is defined as:

“...the National Heritage Area coordinating entity’s continuing ability to work collaboratively and reciprocally with Federal, State, community, and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.” 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 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 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, ARCBridge addresses each of these components, drawing on data provided in previous sections.

#### 5.2 Honoring the Legislative Mandate of the Erie Canalway National Heritage Corridor

Erie Canalway National Heritage Corridor was designated as a National Heritage Corridor in October, 2000, through Public Law 106-554, the Erie Canalway National Heritage Corridor Act of 2000. The legislation recognizes that the 524 miles of navigable canal that comprise the New York State Canal System, including the Erie, Cayuga-Seneca, Oswego, and Champlain Canals and the historic alignments of these canals, including the cities of Albany and Buffalo are worthy of recognition as a National Heritage Corridor.

This was particularly appropriate at that time since the year 2000 marked the 175th Anniversary of New York State’s creation and stewardship of the Erie Canal for commerce, transportation and recreational purposes.

The establishment of the canal network made New York the “Empire State” and the Nation’s premier commercial and financial center; the canals and adjacent areas that comprise the Erie Canalway are a nationally significant resource of historic and recreational value, which merit Federal recognition and assistance.

The Erie Canal was instrumental in the establishment of strong political and cultural ties that connected New England, upstate New York and the old Northwest. The Canal facilitated the movement of ideas and people ensuring that social reforms like the abolition of slavery and the women's rights movement spread across upstate New York to the rest of the country.

The construction of the Erie Canal was considered a supreme engineering feat early in the 1800's, and most American canals were subsequently modeled after New York State's canal. At the time of construction, the Erie Canal was the largest public works project ever undertaken by a state, resulting in the creation of critical transportation and commercial routes to transport passengers and goods. The Erie Canal played a key role in turning New York City into a major port and transforming New York State into the preeminent center for commerce, industry, and finance in North America.

By providing a permanent commercial link between the Port of New York and the cities of eastern Canada, it acted as a cornerstone of the peaceful relationship between the two countries.

The Erie Canal proved the depth and force of American ingenuity, solidified our national identity in terms of engineering and found an enduring place in American legend, song, and art. There is strong national interest in the preservation and interpretation of the Erie Canal's important historical, natural, cultural, and scenic resources and partnerships among Federal, State, and local governments and their regional entities. Nonprofit organizations, and the private sector offer many effective opportunities for the preservation and interpretation of the Erie Canal. The Erie Canalway National Heritage Corridor has fulfilled the mandate as outlined in the enabling legislation. Illustrative projects meeting these requirements are shown in Table 5.1.



**Table 5.1: Programs Illustrative of Key Experiential Themes Stressed by the Erie Canalway National Heritage Corridor**

Program	Experience/Activities	Function of this Activity
Getting on the water	Taking cruises on the canal, renting boats, paddling the canal, launching your own boat	Viewing scenic vistas, wildlife and visiting the more than 230 communities.
Discovering Canal Structures	Visiting local sites, locks, lift bridges, guard gates, dams, power houses, and historic remains.	Understanding the engineering challenges facing the canal builders in the early 1800s and through the early 20th century
Experience Canal Heritage	Visiting museums, national parks, national historic landmarks and canal communities.	Allow visitors to understand the history, stories and artifacts of the Erie Canal while visiting towns and villages whose life and culture was inextricably shaped by the development and operation of the canal.
Erie Canalway Trail	Three-fourths of the 365 mile trail between Albany and Buffalo is complete and off-road.	This provides visitors with a scenic, off-road method to see various parts of canal and the communities adjacent to it. The trail has numerous wayfinding signs to point the way to various historic canal elements and communities.
Events and Festivals	There are hundreds of community events and festivals in towns and cities along the canal.	This provides visitors with a fun way to experience various aspects of life in the many communities whose existence has been shaped by the canal since the early 1800s.
Ticket to Ride & Every Kid in a Park	This program has provided access to the canal and its history through specific tours and programs for school-age children to experience various aspects of life during the canal's construction and history.	The program has exposed nearly 40,000 students to various sites along the Canalway which gives them first-hand experience with the canal, its operations and life along the canal in the 1800s. This program is coordinated with the New York State educational curriculum and supplements academic learning of history with on-site experiences. The program also includes a sister version, Every Kid in a Park, which makes tours to the Corridor's four National Park Units possible.

These illustrative projects demonstrate that the Erie Canalway has had a continuing focus on the major heritage themes embodied in the enabling legislation. Much of this program has been experiential in nature and has sought to provide students and visitors with indelible experiences that communicate key elements outlined in the legislation (i.e., history of the canal, the engineering of the canal, the scenic beauty and wildlife along the canal and the communities that were established because of their connection to the canal).

It is clear from ARCBridge's analysis in Sections 2 and 3 in this document that the Erie Canalway National Heritage Corridor has developed strong working relationships with multiple levels of government and private sector organizations in upstate New York including the state government, county planning offices and many of the more than 200 towns and villages located adjacent to the canal.

Various governmental and private organizations have had significant representation on both the Heritage Fund Board of Directors and on the Erie Canalway National Heritage Corridor's Commission.

For example, the Heritage Fund Board of Directors, encompasses members with diverse business backgrounds in:

- Construction
- Economic development
- Real estate and finance
- Legal services and contracting
- Surveying and mapping
- County government

The ECNHC Commission involves several members with national, state and local government background as well as business entrepreneurs. Commissioners have backgrounds in:

- County legislature
- National Park Service (Reg. Director)

- Architecture
- Municipal government and parks
- Geology
- NYSUT (New York State United Teachers Union)
- New York State Heritage Areas
- Legal services
- University (Economic Development)
- New York State Canal Corporation
- New York State Department of Transport
- Empire State Development (New York's economic development agency)
- New York State Department of State
- New York State Department of Environmental Conservation
- New York State Office of Parks, Recreation & Historic Preservation
- New York State Agriculture & Markets
- Charter boat company
- Business and finance.

ECNHC has maintained close relationships with many small and large communities and educational institutions along the canal. There are several reasons for this:

1. ECNHC has provided small grant funding to support various canal-related events and celebrations in these communities.
2. Because ECNHC has been a key player in bike tours along the canal mostly organized and operated by Parks and Trails NY, connections have been formed with communities who have benefitted financially from bike tour participants. These tours include Cycle the Erie Canal and Erie Canal Bike Tours.
3. The Ticket to Ride program brings school systems into close contact with the ECNHC staff who provide funding for students participating in the Ticket to Ride program.
4. Communities often reach out to ECNHC staff for expertise regarding historic artifacts and structures in their communities. This technical assistance helps communities to list buildings on the National Register of Historic Places.

5. The population within the entire corridor provides the foundation of the Erie Canalway National Heritage Corridor, and Corridor staff work hard to champion local and regional projects and link these to the goals of the Preservation & Management Plan.

As described earlier, the Erie Canalway has been actively engaged with private institutions, local communities and government agencies to preserve, protect, interpret and develop the cultural, historic and natural assets of the Heritage Corridor. Section 3 of this report describes in detail the efforts initiated by ECNHC to accomplish those elements of its mission across the programs that have been launched and maintained throughout the organization's tenure.

#### **5.2.1 Governance, Leadership and Oversight**

The key to assessing ECNHC management capacity rests on the performance of the Erie Canalway National Heritage Corridor Commission, the Erie Canalway Heritage Fund, Inc.'s Board of Directors, the Erie Canalway National Heritage Corridor Executive Director and the staff members in the organization.

#### **Commission and Board Members**

The Erie Canalway National Heritage Corridor's Commission consists of a diverse group of twenty-two individuals whose backgrounds encompass a wide range of disciplines as outlined in Section 5.2 above.

Of the 22 members of the Commission, 11 have been active members for at least four years. Thus, ARCBridge has found that the Commission has a mix of long-term members as well as a group of newer members who bring additional previously untried ideas and considerations to the planning and governance process.

Details regarding the length of tenure on the Commission and members respective skills sets

were shown in Section 2 of this report (See Table 2-4).

The Erie Canalway Heritage Fund's Board of Director's consists of 14 individuals (including the four Commission officers who serve as At Large members).

Note that there is a Cooperative Agreement between the ECHF and the National Park Service that allows the ECHF to manage the expenditures of Commission NPS funding.

#### **5.2.2 Key Staffing and Operations**

ARCBridge believes that the Erie Canalway staff is well-suited to the tasks confronting the National Heritage Corridor. The current Executive Director, Bob Radliff, came to the Erie Canalway National Heritage Corridor from his position as the Executive Director of the Community Loan Fund of the Capital Region, a non-profit financial institution capitalized by socially concerned investors. During a portion of his tenure (from 2011-2013) he also served as the Executive Director of the Albany Center for Economic Success, a small business incubator and community development facility. From 1990 to 1995, he was Executive Director of the Albany Community Land Trust, a nonprofit corporation holding land in trust while providing long-term access for meeting community needs. Mr. Radliff received his MBA from the University of Albany. , Mr. Radliff's mix of not-for-profit management and community development skills makes him well-suited to serve as the Executive Director of ECNHC.

Andrew Kitmann is Assistant Director for the Erie Canalway National Heritage Corridor where he is responsible for adaptive re-use of the Matton Shipyard and manages ECNHC's competitive grants program as well as overseeing the Ticket To Ride and Every Kid in a Park educational programs.

In addition to these program responsibilities, Mr. Kitzmann actively prepares federal, state and local competitive grants and manages the federal commission nomination and appointments process. He served as project manager for ECNHC strategic planning process and the creation of ECNHC organizational resource development plan. He is also currently a board member of the Alliance of National Heritage Areas. Prior to joining ECNHC Mr. Kitzmann was curator of the Erie Canal Museum in Syracuse, New York. He received his MA in Museum studies from Syracuse University.

Jean Mackay is the Director of Communications and Outreach for the Erie Canalway National Heritage Corridor. In that position, she has responsibility for communications, marketing and brand strategy for the organization. This work includes the creation of visitor information publications, maintaining relationships with key stakeholders and partners including the National Park Service, congressional representatives, state agencies, municipalities and canal-related museums and historic sites. She is also responsible for all aspects of website development, social media strategy and conference planning. Ms. Mackay received her Masters in Environmental Education at Lesley University, Cambridge, Massachusetts.

Dr. Duncan Hay is the Historian for the Erie Canalway National Heritage Corridor. He is assigned to the Northeast Region of the National Park Service and is on detail on a part-time basis to ECNHC. He played a major role in the designation of 450 miles and 524 structures of the New York State Canal System as a National Historic Landmark District. He prepared the text and images for 40 interpretive wayside exhibits for canal sites across New York State. He was program chair for the 2017 World Canals Conference in Syracuse. Dr. Hay worked for the National Building Museum in Washington, D.C. and was curator of industrial and maritime history for the New York State Museum. Dr. Hay earned his Ph.D. in the History of Technology

from the University of Delaware.

### 5.2.3 Strategic Planning and Adaptive Management

In specific terms, management of ECNHC consists of the Erie Canalway's federal commission and the Erie Canalway Heritage Fund, Inc. Board of Directors as well as the ECNHC staff. This group of professionals has long been involved in planning as and implementing new and unique concepts in its programming.

Illustrative of the ECNHC's strategic planning and adaptive management activities are:

- Erie Canalway Preservation and Management Plan was approved by the Secretary of the Interior in October, 2006<sup>1</sup>. This was the culmination of years of work including a series of public meetings in municipalities along the canal in 2003 and 2004.
- As the Erie Canal Commission began to realize that as a Federal entity it could not raise funds from the private sector and from individuals, the Commission decided to embark on the formation of a non-profit which would provide greater flexibility in fund-raising.
- In 2006, the Erie Canalway Heritage Fund, Inc. had its articles of incorporation accepted by the New York State Department of State.
- In 2007 the Bylaws for the Erie Canalway Heritage Fund, Inc. were approved by the Heritage Fund Board of Directors and the IRS approved the organizations 501(c)(3) non-profit status.
- As discussed in Chapter 2 of this report, organizational partner growth substantially increased beginning in 2007, which reflected the immediate impact of the change in organizational structure to include the formation of a non-profit arm to increase flexibility in fund-raising.

<sup>1</sup>Erie Canalway National Heritage Corridor, Preservation and Management Plan, 2006.

- In 2011 the Canal Commission and the Heritage Fund Board of Directors published a strategic plan to cover the ECNHC development period between 2011 and 2016 .
- In 2012 the Erie Canalway Heritage Fund, Inc. worked with West Wind Consulting Strategies in Fund Raising, LLC to develop a plan for resource development for the ECNHC. This plan identified strategies and infrastructure to support donor development and the analysis of fund-raising. Data on individual partner development in Chapter 2 shows that there was a substantial increase in the number of individual donors beginning in 2011-2012.

### 5.2.4 Monitoring and Record Keeping

ARCBridge has found that Erie Canalway has kept consistent records across the years and continually makes adjustments to reflect the evolving requirements set forth by the National Park Service. The financial record-keeping appears to be in strong and stable condition. The financial record-keeping has been maintained consistent with financial audits that have been conducted each year by independent accounting firms.

ARCBridge has suggested one area of record-keeping which requires some modest investment. This is related to tracking of partnerships. As part of this project, ARCBridge has worked with the Erie Canalway team to successfully refine its partner data set.

While the ARCBridge evaluation team recommends that Erie Canalway continue to track partner activity in the future, it should be noted that there have been no guidelines or requirements established by the National Park Service to track such information. In the future, if such information is carefully maintained by Erie Canalway, the organization will be better able to determine how rapidly they are able to develop new

<sup>1</sup>Erie Canalway National Heritage Corridor, *2011-2016 Strategic Plan*, 2011.

<sup>3</sup>A Plan to Guide Resource Development for the Erie Canalway Heritage Corridor, 2012-2017, West Wind Consulting Strategies in Fund Raising, 2012.

partners and to examine the role and value that each partner plays in their program offerings. Such data will also be of assistance in the examination of the organization's resource development plan.

### 5.3 Partnerships

As noted in the beginning of this section, one key element of Erie Canalway sustainability is the development of partnerships with a diverse set of community stakeholders, which can support ongoing capacity development across the community. In Section 2 of this report ARCBridge documented the number of organizational and individual partners developed by ECNHC over the period between 1996 and 2018. These partnerships reflect 790 organizations and individuals that have collaborated with and funded ECNHC over that period of time and reflect key stakeholders in the community.

Analysis of the partnership data revealed that 55% of Erie Canalway's partners have been actively involved with the NHA for ten years or more. These partner organizations reflect a long-term commitment to the success of ECNHC. In fact, on average organizational partners have been actively involved with the Canalway for 8.2 years.

Among the 422 organizational partners, 137 or 32% of this partner group provided funding for the Canalway.

As might be anticipated, individual partners (368), 78% have been actively involved for 3 years or less. This is not surprising given the more recent focus on individual donors. In fact among individual partners 99% have donated funds to the Canalway.

In section 2 of the report it was also observed that 35% of organization partners were involved in three or more discrete Erie Canalway



programs. This group of partners reflects deep involvement with the Heritage Corridor mission.

Over the course of interviews with partner organizations, members of the ARCBridge team heard a number of revealing comments about ECNHC's role in the community. For example,

- "They are the keeper of the Canal's story."
- "The Erie Canalway established good will with local officials; they are out there with a small, but ubiquitous presence."
- "The Canalway brought about economic change in the towns along the canal."
- "More and more they are focused on recreational opportunities."
- "[The Canalway] has opened up the visitor experiences in a way that connects visitors to elements of local community programs."
- "The Canalway staff is very proactive."
- "They are always seeking ways to connect to both the communities and also other units of the National Park Service."

#### **5.4 Financial Sustainability, the Importance of NPS Funds, and the Importance of the National Heritage Corridor Designation**

Table 5.2 below shows the total investments and total expenditures of Erie Canalway National Heritage Corridor from the program's beginning (FY2002) through FY2017.

The data in Chapter 4 (Table 4-5) shows that total expenditures during the period amounted to \$38.52 M while the total funds received by Erie Canalway National Heritage Corridor or by the organization's partners amounted to \$38.57 M (see Table 5.2 below).

These data also show that NPS HPP funds amounted to \$9.74M over the period.

There was an additional \$4.5M in other NPS funds which are the National Park Services Commission Funds. These funds support Commission activities such as NPS staff on detail to the Canalway. The category of other NPS funds also includes monies obtained competitively from the Service-wide Combined Call Funds.

As described in Section 4 of this report the total reported non-Federal matching funds generated by ECNHC was over \$23.7 M. These matching funds exceeded required match levels for NPS funds by nearly \$14 M. The required match level for Heritage Program funds was 100% for ECNHC (the required match was \$9.74M). Another way to look at this is that ECNHC must provide at least 50% of the program's costs HPP funds cannot only cover up to 50% of program costs.

The financial data outlined in Section 4 of this report highlights the importance of Heritage Program funds to the overall operation of ECNHC. Thus, HPP funds reflect less than one-third (29%) of the total funds received by the National Heritage Corridor.

Without the NHC designation, HPP funds would not have been available to support the Erie Canalway program and the absence of those funds would have diminished efforts to revitalize a number of areas along the Erie Canal which had fallen into disrepair. Furthermore, the designation as a National Heritage Corridor provided Erie Canalway with the stature in the community that it now enjoys. Such stature has enabled the ECNHC to play critical roles in a number of preservation and educational developments in various communities along the canal. These developments have also had a positive economic impact in a number of communities as has been reflected in the mini-case studies that were described in Chapter 4.



**Table 5.2: Erie Canalway National Heritage Corridor NPS Funds, Other Federal Funds, Non-Federal Match Funds, Total Funds Received by Fiscal Year**

Fiscal Year	NPS/HPP Funds Received	Other NPS Funds Received	Non-NPS Federal Funds	Non-Federal Match Funds	Total Revenue Received
2002	\$202,823	\$250,000	\$0	\$0	\$452,823
2003	\$395,002	\$249,000	\$0	\$276,500	\$920,502
2004	\$589,444	\$356,611	\$0	\$507,772	\$1,453,827
2005	\$608,788	\$271,558	\$0	\$1,028,692	\$1,909,038
2006	\$623,553	\$339,829	\$0	\$4,300,000	\$5,263,382
2007	\$893,330	\$261,048	\$0	\$1,225,000	\$2,379,378
2008	\$677,061	\$294,108	\$0	\$3,426,258	\$4,397,427
2009	\$688,567	\$251,083	\$277,591	\$914,903	\$2,132,145
2010	\$690,406	\$261,930	\$64,104	\$1,396,172	\$2,412,612
2011	\$616,805	\$385,891	\$0	\$1,582,552	\$2,585,248
2012	\$696,742	\$277,209	\$133,000	\$1,579,704	\$2,686,655
2013	\$437,339	\$240,000	\$9,508	\$1,184,055	\$1,870,902
2014	\$584,824	\$255,000	\$0	\$1,746,819	\$2,586,643
2015	\$642,508	\$272,000	\$23,255	\$1,420,313	\$2,358,076
2016	\$709,969	\$284,681	\$0	\$1,098,801	\$2,093,451
2017	\$687,042	\$263,300	\$100,100	\$2,015,159	\$3,065,601
<b>Total</b>	<b>\$9,744,203</b>	<b>\$4,513,247</b>	<b>\$607,558</b>	<b>\$23,702,701</b>	<b>\$38,567,709</b>

If one looks at the total NPS allocations to the Erie Canalway National Heritage Corridor, it is apparent that overall funding from the agency has been relatively stable since FY2006. From an investment perspective, ARCBridge believes that ECNHC has effectively managed its fundraising in line with investments, particularly since FY2004 when matching funds have continuously exceeded match requirements.

ECNHC has maintained a strong financial position for a number of years through robust relationships with its organizational partners who have provided substantial matching funds. The organization has developed methods of financial sustainability which has allowed them to accumulate unrestricted funds

(i.e. retained earnings in the non-profit organization, Erie Canalway Heritage Fund, Inc) since FY2012. Over an extended period of time, ECNHC has maintained a tight operating expense budget. The organization has a net asset position of \$365,000 as of the end of FY2017. These funds have come from non-federal sources.

While ECNHC has effectively managed its income and expenses since FY2004, Heritage Program Funds remain an important part of its overall financial picture. Heritage funds could not easily be replaced at this time. The loss of this revenue stream would have significant adverse consequences for the operation of the Erie Canalway.

It would dramatically impact staffing, programs and the organization's ability to plan for the future.

### 5.5 Sustainability Summary

The ARCBridge analysis of ECNHC sustainability suggests that the organization has a number of key elements that contribute long-term capability for sustaining its financial position:

1. The organization has a strong federal Commission and not-for-profit Board of Directors with representation of key elements of the community (such as state and local government agencies and private enterprise) as well as staff that have shown their capability for fund-raising and financial management. The Board of Directors and Commission have been heavily involved in planning activities and has shown themselves to be adept at anticipating the need for a non-profit arm to provide more flexible approaches to funding. In fact, the non-profit Heritage Fund was created by the Commission and Officers of the Commission who serve as ex-officio members of the Heritage Fund Board of Directors. In addition, the Commission, the Heritage Fund Board and professional staff have also been proactive at identifying fund-raising strategies that will serve the organization over the long-term (e.g. the development of a resources plan including donor development and a fund-raising infrastructure).

2. The organization has broadly developed a significant group of partner organizations (totaling 422) and individual partners (368), many of which have undertaken multiple projects with the Erie Canalway and have contributed greatly to the pool of matching funds. This base of long-term partner support offers the potential for numerous avenues for long-term fundraising and volunteer support.

3. The Erie Canalway has a record of fiscal management that has produced \$365,000 in non-federally sourced retained earnings since the development of a non-profit organization and a track record of meeting and exceeding its federal match requirements.

4. Since its designation as a National Heritage Corridor, Erie Canalway has made significant progress in focusing on fostering vibrant communities along the canal. The Canalway has invested more than \$5.9 M in such efforts. The mini-case studies described in Chapter 4 of this report described how three such communities have taken advantage of ECNHC programs to stimulate economic growth along the canal to the benefit of their residents.

5. Continuation of Heritage Partnership Program funding for ECNHC will be essential to the operation of the Erie Canalway. The loss of NPS funding would have a negative impact on staffing, programming and future planning. This funding could not be readily replaced in the near-term.

# Appendix 1

## Evaluation Legislation

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

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

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

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

### SECTION 1. SHORT TITLE.

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

### SEC. 3052. NATIONAL HERITAGE AREAS AND CORRIDORS.

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

(1) Extensions.--

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

NOTE: 54 USC320101 note is amended--

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

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

#### **(B) Division II of Public Law 104-333 (16**

**U.S.C. 461 note)** NOTE: 54 USC 320101 note. is amended by striking `2015` each place it appears in the following sections & inserting `2021`:

(i) Section 107 (110 Stat. 4244; 127 Stat. 420; 128 Stat. 314).

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

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

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

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

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

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

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

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

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

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

#### **(E) Section 157(i) of Public Law 106-291 (16**

**U.S.C. 461 note; 114 Stat. 967) <<NOTE: 54 USC 320101 note.>>** is amended by striking `2015` and `2021`.

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

#### **(G) Title VIII of division B of H.R. 5666**

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

<<NOTE: 54 USC 320101 note.>> is amended--  
(i) in section 804(j), by striking `the day occurring 15 years after the date of enactment of this title` and inserting `September 30, 2021`; and

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

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

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

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

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

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

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

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

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

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

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

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

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

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

[ ... ]

(c) National Heritage Area Redesignations.--

(1) Redesignation of the last green valley national heritage corridor.--

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

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

(I) in the heading, by striking `quinebaug

and Shetucket Rivers Valley National Heritage Corridor” and inserting “last green valley national heritagemcorridor”; and

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

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

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

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

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

(i) in section 102--

(I) in subsection (a)--

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

(bb) in paragraph (8), by striking “Automobile National Heritage Area” each place it appears and inserting “MotorCities National Heritage Area”; and

(II) in subsection (b)--

(aa) in the matter preceding paragraph

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

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

(ii) in section 103--

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

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

(iii) in section 104--

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

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

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

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

Approved December 19, 2014.

LEGISLATIVE HISTORY--H.R. 3979:

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

CONGRESSIONAL RECORD, Vol. 160 (2014):

Mar. 11, considered and passed House.

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

# Appendix 2

## Erie Canalway National Heritage Corridor Act Of 2000

PUBLIC LAW 106–554—DEC. 21, 2000

114 STAT. 2763

\*Public Law 106–554  
106th Congress

### An Act

Making consolidated appropriations for the fiscal year ending September 30, 2001,  
and for other purposes.

Dec. 21, 2000

[H.R. 4577]

*Be it enacted by the Senate and House of Representatives of  
the United States of America in Congress assembled,*

SECTION 1. (a) The provisions of the following bills of the  
106th Congress are hereby enacted into law:

- (1) H.R. 5656, as introduced on December 14, 2000.
- (2) H.R. 5657, as introduced on December 14, 2000.
- (3) H.R. 5658, as introduced on December 14, 2000.
- (4) H.R. 5666, as introduced on December 15, 2000, except  
that the text of H.R. 5666, as so enacted, shall not include  
section 123 (relating to the enactment of H.R. 4904).
- (5) H.R. 5660, as introduced on December 14, 2000.
- (6) H.R. 5661, as introduced on December 14, 2000.
- (7) H.R. 5662, as introduced on December 14, 2000.
- (8) H.R. 5663, as introduced on December 14, 2000.
- (9) H.R. 5667, as introduced on December 15, 2000.

(b) In publishing this Act in slip form and in the United  
States Statutes at Large pursuant to section 112 of title 1, United  
States Code, the Archivist of the United States shall include after  
the date of approval at the end appendixes setting forth the texts  
of the bills referred to in subsection (a) of this section and the  
text of any other bill enacted into law by reference by reason  
of the enactment of this Act.

SEC. 2. (a) Notwithstanding Rule 3 of the Budget Scorekeeping  
Guidelines set forth in the joint explanatory statement of the  
committee of conference accompanying Conference Report 105–217,  
legislation enacted in section 505 of the Department of Transpor-  
tation and Related Agencies Appropriations Act, 2001, section 312  
of the Legislative Branch Appropriations Act, 2001, titles X and  
XI of H.R. 5548 (106th Congress) as enacted by H.R. 4942 (106th  
Congress), division B of H.R. 5666 (106th Congress) as enacted  
by this Act, and sections 1(a)(5) through 1(a)(9) of this Act that  
would have been estimated by the Office of Management and Budget  
as changing direct spending or receipts under section 252 of the  
Balanced Budget and Emergency Deficit Control Act of 1985 were  
it included in an Act other than an appropriations Act shall be  
treated as direct spending or receipts legislation, as appropriate,  
under section 252 of the Balanced Budget and Emergency Deficit  
Control Act of 1985.

(b) In preparing the final sequestration report required by  
section 254(f)(3) of the Balanced Budget and Emergency Deficit  
Control Act of 1985 for fiscal year 2001, in addition to the informa-  
tion required by that section, the Director of the Office of Manage-  
ment and Budget shall change any balance of direct spending

Consolidated  
Appropriations  
Act, 2001.  
Incorporation by  
reference.

Publication.  
1 USC 112 note.

\* See Endnote on 114 Stat. 2764.



114 STAT. 2764

PUBLIC LAW 106-554—DEC. 21, 2000

and receipts legislation for fiscal year 2001 under section 252 of that Act to zero.

(c) This Act may be cited as the “Consolidated Appropriations Act, 2001”.

Approved December 21, 2000.

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**LEGISLATIVE HISTORY—H.R. 4577 (S. 2553):**

**HOUSE REPORTS:** Nos. 106-645 (Comm. on Appropriations) and 106-1033 (Comm. of Conference).

**SENATE REPORTS:** No. 106-293 accompanying S. 2553 (Comm. on Appropriations).

**CONGRESSIONAL RECORD**, Vol. 146 (2000):

June 8, 12-14, considered and passed House.

June 22, 23, 26-30, considered and passed Senate, amended.

Dec. 15, House and Senate agreed to conference report.

**WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS**, Vol. 36 (2000):

Dec. 21, Presidential remarks and statement.

**\*ENDNOTE:** The following appendixes were added pursuant to the provisions of section 1 of this Act (114 Stat. 2763).



## PUBLIC LAW 106-554—APPENDIX D 114 STAT. 2763A-295

section and arrangements for the maintenance of Reconciliation Place.

(3) **AUTHORIZATION OF APPROPRIATIONS.**—There are authorized to be appropriated to the Department of Housing and Urban Development \$18,258,441, to be used for the grant under this section.

**SEC. 704. SIOUX NATION SUPREME COURT AND NATIONAL NATIVE AMERICAN MEDIATION TRAINING CENTER.**

(a) **IN GENERAL.**—To ensure the development and operation of the Sioux Nation Tribal Supreme Court and the National Native American Mediation Training Center, the Attorney General of the United States shall use available funds to provide technical and financial assistance to the Sioux Nation.

(b) **AUTHORIZATION OF APPROPRIATIONS.**—To carry out this section, there are authorized to be appropriated to the Department of Justice such sums as are necessary.

**TITLE VIII—ERIE CANALWAY NATIONAL HERITAGE CORRIDOR**

**SEC. 801. SHORT TITLE; DEFINITIONS.**

(a) **SHORT TITLE.**—This title may be cited as the “Erie Canalway National Heritage Corridor Act”.

(b) **DEFINITIONS.**—For the purposes of this title, the following definitions shall apply:

(1) **ERIE CANALWAY.**—The term “Erie Canalway” means the 524 miles of navigable canal that comprise the New York State Canal System, including the Erie, Cayuga and Seneca, Oswego, and Champlain Canals and the historic alignments of these canals, including the cities of Albany and Buffalo.

(2) **CANALWAY PLAN.**—The term “Canalway Plan” means the comprehensive preservation and management plan for the Corridor required under section 806.

(3) **COMMISSION.**—The term “Commission” means the Erie Canalway National Heritage Corridor Commission established under section 804.

(4) **CORRIDOR.**—The term “Corridor” means the Erie Canalway National Heritage Corridor established under section 803.

(5) **GOVERNOR.**—The term “Governor” means the Governor of the State of New York.

(6) **SECRETARY.**—The term “Secretary” means the Secretary of the Interior.

**SEC. 802. FINDINGS AND PURPOSES.**

(a) **FINDINGS.**—Congress finds that—

(1) the year 2000 marks the 175th Anniversary of New York State’s creation and stewardship of the Erie Canalway for commerce, transportation, and recreational purposes, establishing the network which made New York the “Empire State” and the Nation’s premier commercial and financial center;

(2) the canals and adjacent areas that comprise the Erie Canalway are a nationally significant resource of historic and recreational value, which merit Federal recognition and assistance;

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(3) the Erie Canalway was instrumental in the establishment of strong political and cultural ties between New England, upstate New York, and the old Northwest and facilitated the movement of ideas and people ensuring that social reforms like the abolition of slavery and the women's rights movement spread across upstate New York to the rest of the country;

(4) the construction of the Erie Canalway was considered a supreme engineering feat, and most American canals were modeled after New York State's canal;

(5) at the time of construction, the Erie Canalway was the largest public works project ever undertaken by a State, resulting in the creation of critical transportation and commercial routes to transport passengers and goods;

(6) the Erie Canalway played a key role in turning New York City into a major port and New York State into the preeminent center for commerce, industry, and finance in North America and provided a permanent commercial link between the Port of New York and the cities of eastern Canada, a cornerstone of the peaceful relationship between the two countries;

(7) the Erie Canalway proved the depth and force of American ingenuity, solidified a national identity, and found an enduring place in American legend, song, and art;

(8) there is national interest in the preservation and interpretation of the Erie Canalway's important historical, natural, cultural, and scenic resources; and

(9) partnerships among Federal, State, and local governments and their regional entities, nonprofit organizations, and the private sector offer the most effective opportunities for the preservation and interpretation of the Erie Canalway.

(b) PURPOSES.—The purposes of this title are—

(1) to designate the Erie Canalway National Heritage Corridor;

(2) to provide for and assist in the identification, preservation, promotion, maintenance, and interpretation of the historical, natural, cultural, scenic, and recreational resources of the Erie Canalway in ways that reflect its national significance for the benefit of current and future generations;

(3) to promote and provide access to the Erie Canalway's historical, natural, cultural, scenic, and recreational resources;

(4) to provide a framework to assist the State of New York, its units of local government, and the communities within the Erie Canalway in the development of integrated cultural, historical, recreational, economic, and community development programs in order to enhance and interpret the unique and nationally significant resources of the Erie Canalway; and

(5) to authorize Federal financial and technical assistance to the Commission to serve these purposes for the benefit of the people of the State of New York and the Nation.

#### SEC. 803. THE ERIE CANALWAY NATIONAL HERITAGE CORRIDOR.

(a) ESTABLISHMENT.—To carry out the purposes of this title there is established the Erie Canalway National Heritage Corridor in the State of New York.

(b) BOUNDARIES.—The boundaries of the Corridor shall include those lands generally depicted on a map entitled "Erie Canalway National Heritage Area" numbered ERIE/80,000 and dated October

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2000. This map shall be on file and available for public inspection in the appropriate office of the National Park Service, the office of the Commission, and the office of the New York State Canal Corporation in Albany, New York.

(c) OWNERSHIP AND OPERATION OF THE NEW YORK STATE CANAL SYSTEM.—The New York State Canal System shall continue to be owned, operated, and managed by the State of New York.

**SEC. 804. THE ERIE CANALWAY NATIONAL HERITAGE CORRIDOR COMMISSION.**

(a) ESTABLISHMENT.—There is established the Erie Canalway National Heritage Corridor Commission. The purpose of the Commission shall be—

(1) to work with Federal, State, and local authorities to develop and implement the Canalway Plan; and

(2) to foster the integration of canal-related historical, cultural, recreational, scenic, economic, and community development initiatives within the Corridor.

(b) MEMBERSHIP.—The Commission shall be composed of 27 members as follows:

(1) The Secretary of the Interior, ex officio or the Secretary's designee.

(2) Seven members, appointed by the Secretary after consideration of recommendations submitted by the Governor and other appropriate officials, with knowledge and experience of the following agencies or those agencies' successors: The New York State Secretary of State, the New York State Department of Environment Conservation, the New York State Office of Parks, Recreation and Historic Preservation, the New York State Department of Agriculture and Markets, the New York State Department of Transportation, and the New York State Canal Corporation, and the Empire State Development Corporation.

(3) The remaining 19 members who reside within the Corridor and are geographically dispersed throughout the Corridor shall be from local governments and the private sector with knowledge of tourism, economic and community development, regional planning, historic preservation, cultural or natural resource management, conservation, recreation, and education or museum services. These members will be appointed by the Secretary as follows:

(A) Eleven members based on a recommendation from each member of the United States House of Representatives whose district shall encompass the Corridor. Each shall be a resident of the district from which they shall be recommended.

(B) Two members based on a recommendation from each United States Senator from New York State.

(C) Six members who shall be residents of any county constituting the Corridor. One such member shall have knowledge and experience of the Canal Recreationway Commission.

(c) APPOINTMENTS AND VACANCIES.—Members of the Commission other than ex officio members shall be appointed for terms of 3 years. Of the original appointments, six shall be for a term of 1 year, six shall be for a term of 2 years, and seven shall be for a term of 3 years. Any member of the Commission appointed

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for a definite term may serve after expiration of the term until the successor of the member is appointed. Any member appointed to fill a vacancy shall serve for the remainder of the term for which the predecessor was appointed. Any vacancy on the Commission shall be filled in the same manner in which the original appointment was made.

(d) COMPENSATION.—Members of the Commission shall receive no compensation for their service on the Commission. Members of the Commission, other than employees of the State and Canal Corporation, while away from their homes or regular places of business to perform services for the Commission, shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in Government service are allowed under section 5703 of title 5, United States Code.

(e) ELECTION OF OFFICES.—The Commission shall elect the chairperson and the vice chairperson on an annual basis. The vice chairperson shall serve as the chairperson in the absence of the chairperson.

(f) QUORUM AND VOTING.—Fourteen members of the Commission shall constitute a quorum but a lesser number may hold hearings. Any member of the Commission may vote by means of a signed proxy exercised by another member of the Commission, however, any member voting by proxy shall not be considered present for purposes of establishing a quorum. For the transaction of any business or the exercise of any power of the Commission, the Commission shall have the power to act by a majority vote of the members present at any meeting at which a quorum is in attendance.

(g) MEETINGS.—The Commission shall meet at least quarterly at the call of the chairperson or 14 of its members. Notice of Commission meetings and agendas for the meeting shall be published in local newspapers throughout the Corridor. Meetings of the Commission shall be subject to section 552b of title 5, United States Code (relating to open meetings).

(h) POWERS OF THE COMMISSION.—To the extent that Federal funds are appropriated, the Commission is authorized—

(1) to procure temporary and intermittent services and administrative facilities at rates determined to be reasonable by the Commission to carry out the responsibilities of the Commission;

(2) to request and accept the services of personnel detailed from the State of New York or any political subdivision, and to reimburse the State or political subdivision for such services;

(3) to request and accept the services of any Federal agency personnel, and to reimburse the Federal agency for such services;

(4) to appoint and fix the compensation of staff to carry out its duties;

(5) to enter into cooperative agreements with the State of New York, with any political subdivision of the State, or any person for the purposes of carrying out the duties of the Commission;

(6) to make grants to assist in the preparation and implementation of the Canalway Plan;

(7) to seek, accept, and dispose of gifts, bequests, grants, or donations of money, personal property, or services, received

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from any source. For purposes of section 170(c) of the Internal Revenue Code of 1986, any gift to the Commission shall be deemed to be a gift to the United States;

(8) to assist others in developing educational, informational, and interpretive programs and facilities, and other such activities that may promote the implementation of the Canalway Plan;

(9) to hold hearings, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission may consider appropriate; the Commission may not issue subpoenas or exercise any subpoena authority;

(10) to use the United States mails in the same manner as other departments or agencies of the United States;

(11) to request and receive from the Administrator of General Services, on a reimbursable basis, such administrative support services as the Commission may request; and

(12) to establish such advisory groups as the Commission deems necessary.

(i) ACQUISITION OF PROPERTY.—Except as provided for leasing administrative facilities under section 804(h)(1), the Commission may not acquire any real property or interest in real property.

(j) TERMINATION.—The Commission shall terminate on the day occurring 10 years after the date of enactment of this title.

**SEC. 805. DUTIES OF THE COMMISSION.**

(a) PREPARATION OF CANALWAY PLAN.—Not later than 3 years after the Commission receives Federal funding for this purpose, the Commission shall prepare and submit a comprehensive preservation and management Canalway Plan for the Corridor to the Secretary and the Governor for review and approval. In addition to the requirements outlined for the Canalway Plan in section 806, the Canalway Plan shall incorporate and integrate existing Federal, State, and local plans to the extent appropriate regarding historic preservation, conservation, education and interpretation, community development, and tourism-related economic development for the Corridor that are consistent with the purpose of this title. The Commission shall solicit public comment on the development of the Canalway Plan.

(b) IMPLEMENTATION OF CANALWAY PLAN.—After the Commission receives Federal funding for this purpose, and after review and upon approval of the Canalway Plan by the Secretary and the Governor, the Commission shall—

(1) undertake action to implement the Canalway Plan so as to assist the people of the State of New York in enhancing and interpreting the historical, cultural, educational, natural, scenic, and recreational potential of the Corridor identified in the Canalway Plan; and

(2) support public and private efforts in conservation and preservation of the Canalway's cultural and natural resources and economic revitalization consistent with the goals of the Canalway Plan.

(c) PRIORITY ACTIONS.—Priority actions which may be carried out by the Commission under section 805(b), include—

(1) assisting in the appropriate preservation treatment of the remaining elements of the original Erie Canal;



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(2) assisting State, local governments, and nonprofit organizations in designing, establishing, and maintaining visitor centers, museums, and other interpretive exhibits in the Corridor;

(3) assisting in the public awareness and appreciation for the historic, cultural, natural, scenic, and recreational resources and sites in the Corridor;

(4) assisting the State of New York, local governments, and nonprofit organizations in the preservation and restoration of any historic building, site, or district in the Corridor;

(5) encouraging, by appropriate means, enhanced economic development in the Corridor consistent with the goals of the Canalway Plan and the purposes of this title; and

(6) ensuring that clear, consistent signs identifying access points and sites of interest are put in place in the Corridor.

(d) **ANNUAL REPORTS AND AUDITS.**—For any year in which Federal funds have been received under this title, the Commission shall submit an annual report and shall make available an audit of all relevant records to the Governor and the Secretary identifying its expenses and any income, the entities to which any grants or technical assistance were made during the year for which the report was made, and contributions by other parties toward achieving Corridor purposes.

**SEC. 806. CANALWAY PLAN.**

(a) **CANALWAY PLAN REQUIREMENTS.**—The Canalway Plan shall—

(1) include a review of existing plans for the Corridor, including the Canal Recreationway Plan and Canal Revitalization Program, and incorporate them to the extent feasible to ensure consistence with local, regional, and State planning efforts;

(2) provide a thematic inventory, survey, and evaluation of historic properties that should be conserved, restored, developed, or maintained because of their natural, cultural, or historic significance within the Corridor in accordance with the regulations for the National Register of Historic Places;

(3) identify public and private-sector preservation goals and strategies for the Corridor;

(4) include a comprehensive interpretive plan that identifies, develops, supports, and enhances interpretation and education programs within the Corridor that may include—

(A) research related to the construction and history of the canals and the cultural heritage of the canal workers, their families, those that traveled along the canals, the associated farming activities, the landscape, and the communities;

(B) documentation of and methods to support the perpetuation of music, art, poetry, literature and folkways associated with the canals; and

(C) educational and interpretative programs related to the Erie Canalway developed in cooperation with State and local governments, educational institutions, and nonprofit institutions;

(5) include a strategy to further the recreational development of the Corridor that will enable users to uniquely experience the canal system;

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(6) propose programs to protect, interpret, and promote the Corridor's historical, cultural, recreational, educational, scenic, and natural resources;

(7) include an inventory of canal-related natural, cultural and historic sites and resources located in the Area;

(8) recommend Federal, State, and local strategies and policies to support economic development, especially tourism-related development and recreation, consistent with the purposes of the Corridor;

(9) develop criteria and priorities for financial preservation assistance;

(10) identify and foster strong cooperative relationships between the National Park Service, the New York State Canal Corporation, other Federal and State agencies, and nongovernmental organizations;

(11) recommend specific areas for development of interpretive, educational, and technical assistance centers associated with the Corridor; and

(12) contain a program for implementation of the Canalway Plan by all necessary parties.

(b) APPROVAL OF THE CANALWAY PLAN.—The Secretary and the Governor shall approve or disapprove the Canalway Plan not later than 90 days after receiving the Canalway Plan.

(c) CRITERIA.—The Secretary may not approve the plan unless the Secretary finds that the plan, if implemented, would adequately protect the significant historical, cultural, natural, and recreational resources of the Corridor and consistent with such protection provide adequate and appropriate outdoor recreational opportunities and economic activities within the Corridor. In determining whether or not to approve the Canalway Plan, the Secretary shall consider whether—

(1) the Commission has afforded adequate opportunity, including public hearings, for public and governmental involvement in the preparation of the Canalway Plan; and

(2) the Secretary has received adequate assurances from the Governor and appropriate State officials that the recommended implementation program identified in the plan will be initiated within a reasonable time after the date of approval of the Canalway Plan and such program will ensure effective implementation of State and local aspects of the Canalway Plan.

(d) DISAPPROVAL OF CANALWAY PLAN.—If the Secretary or the Governor do not approve the Canalway Plan, the Secretary or the Governor shall advise the Commission in writing within 90 days the reasons therefore and shall indicate any recommendations for revisions. Following completion of any necessary revisions of the Canalway Plan, the Secretary and the Governor shall have 90 days to either approve or disapprove of the revised Canalway Plan.

(e) AMENDMENTS TO CANALWAY PLAN.—The Secretary and the Governor shall review substantial amendments to the Canalway Plan. Funds appropriated pursuant to this title may not be expended to implement the changes made by such amendments until the Secretary and the Governor approve the amendments.

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**SEC. 807. DUTIES OF THE SECRETARY.**

(a) **IN GENERAL.**—The Secretary is authorized to assist the Commission in the preparation of the Canalway Plan.

(b) **TECHNICAL ASSISTANCE.**—Pursuant to an approved Canalway Plan, the Secretary is authorized to enter into cooperative agreements with, provide technical assistance to and award grants to the Commission to provide for the preservation and interpretation of the natural, cultural, historical, recreational, and scenic resources of the Corridor, if requested by the Commission.

(c) **EARLY ACTIONS.**—Prior to approval of the Canalway Plan, with the approval of the Commission, the Secretary may provide technical and planning assistance for early actions that are important to the purposes of this title and that protect and preserve resources.

(d) **CANALWAY PLAN IMPLEMENTATION.**—Upon approval of the Canalway Plan, the Secretary is authorized to implement those activities that the Canalway Plan has identified that are the responsibility of the Secretary or agent of the Secretary to undertake in the implementation of the Canalway Plan.

(e) **DETAIL.**—Each fiscal year during the existence of the Commission and upon the request of the Commission, the Secretary shall detail to the Commission, on a nonreimbursable basis, two employees of the Department of the Interior to enable the Commission to carry out the Commission's duties with regard to the preparation and approval of the Canalway Plan. Such detail shall be without interruption or loss of civil service status, benefits, or privileges.

**SEC. 808. DUTIES OF OTHER FEDERAL ENTITIES.**

Any Federal entity conducting or supporting any activity directly affecting the Corridor, and any unit of Government acting pursuant to a grant of Federal funds or a Federal permit or agreement conducting or supporting such activities may—

- (1) consult with the Secretary and the Commission with respect to such activities;
- (2) cooperate with the Secretary and the Commission in carrying out their duties under this title and coordinate such activities with the carrying out of such duties; and
- (3) conduct or support such activities in a manner consistent with the Canalway Plan unless the Federal entity, after consultation with the Secretary and the Commission, determines there is no practicable alternative.

**SEC. 809. SAVINGS PROVISIONS.**

(a) **AUTHORITY OF GOVERNMENTS.**—Nothing in this title shall be construed to modify, enlarge, or diminish any authority of the Federal, State, or local governments to regulate any use of land as provided for by law or regulation.

(b) **ZONING OR LAND.**—Nothing in this title shall be construed to grant powers of zoning or land use to the Commission.

(c) **LOCAL AUTHORITY AND PRIVATE PROPERTY.**—Nothing in this title shall be construed to affect or to authorize the Commission to interfere with—

- (1) the rights of any person with respect to private property;
- (2) any local zoning ordinance or land use plan of the State of New York or political subdivision thereof; or

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(3) any State or local canal-related development plans including but not limited to the Canal Recreationway Plan and the Canal Revitalization Program.

(d) FISH AND WILDLIFE.—The designation of the Corridor shall not be diminish the authority of the State of New York to manage fish and wildlife, including the regulation of fishing and hunting within the Corridor.

**SEC. 810. AUTHORIZATION OF APPROPRIATIONS.**

(a) IN GENERAL.—

(1) CORRIDOR.—There is authorized to be appropriated for the Corridor not more than \$1,000,000 for any fiscal year. Not more than a total of \$10,000,000 may be appropriated for the Corridor under this title.

(2) MATCHING REQUIREMENT.—Federal funding provided under this paragraph may not exceed 50 percent of the total cost of any activity carried out with such funds. The non-Federal share of such support may be in the form of cash, services, or in-kind contributions, fairly valued.

(b) OTHER FUNDING.—In addition to the sums authorized in subsection (a), there are authorized to be appropriated to the Secretary of the Interior such sums as are necessary for the Secretary for planning and technical assistance.

**TITLE IX—LAW ENFORCEMENT PAY EQUITY****SEC. 901. SHORT TITLE.**

This title may be cited as the “Law Enforcement Pay Equity Act of 2000”.

**SEC. 902. ESTABLISHMENT OF UNIFORM SALARY SCHEDULE FOR UNITED STATES SECRET SERVICE UNIFORMED DIVISION AND UNITED STATES PARK POLICE.**

(a) IN GENERAL.—Section 501(c)(1) of the District of Columbia Police and Firemen’s Salary Act of 1958 (sec. 4–416(c)(1), D.C. Code) is amended to read as follows:

“(c)(1) The annual rates of basic compensation of officers and members of the United States Secret Service Uniformed Division and the United States Park Police, serving in classes corresponding or similar to those in the salary schedule in section 101, shall be fixed in accordance with the following schedule of rates:

“Salary class and title	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7
Time between steps	52 weeks			104 weeks			
Years in service		1	2	3	5	7	9
1: Private ...	32,623	34,587	36,626	38,306	41,001	43,728	45,407
3: Detective			42,378	44,502	46,620	48,746	50,837
4: Sergeant				46,151	48,446	50,746	53,056
5: Lieutenant <sup>1</sup> .....					50,910	53,462	56,545
7: Captain <sup>1</sup>						59,802	62,799
8: Inspector/Major <sup>1</sup> ....						69,163	72,760
9: Deputy Chief <sup>1</sup> .....						79,768	85,158

# Appendix 3

## Evaluation Methodology

### Background and Purpose

In May 2008, Congress passed legislation 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 NHA evaluation process was designed to answer the following questions:

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

ARCBridge's methodology for conducting the NHA evaluations includes: our core evaluation approach; evaluation design; associated data collection methods, sources, and measures; analysis and reporting plans, and in-depth site interviews. The methodology builds upon the methodology and instruments used in previous NHA evaluations. In addition, the ARCBridge team has included case studies, profiles of key community partners, and photos to further illustrate the impact on the ground.

This document also describes the process ARCBridge will use to tailor the approach for each of the specific NHA evaluations.

### Core Evaluation Approach

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, ARCBridge will include the perspectives of NPS and NHA leadership. Working products will be developed in close coordination with NPS 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.

## Core Evaluation Design and Measures

ARCBridge has developed a core evaluation design to be tailored for each NHA evaluation. Three tools guide the development of the core evaluation design: the NHA Logic Model, the NHA Domain Matrix (Appendix D), 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
- the linkages among the activities, strategies, and outcomes

### NHA Logic Model

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.

The NHA Domain 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. 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 Question 1

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

In addressing this question, ARCBridge will collect data through interviews and documents on the nature of the proposed NHA activities; how these activities are being implemented by 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, ARCBridge will try to discern if there were mechanisms in place prior to establishment of the NHA intended to achieve these goals.



## Evaluation Question 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, ARCBridge will focus on the NHA's "major" sources and whether these sources are restricted or unrestricted funds. To identify "major" sources of investment, ARCBridge will examine the range of investment sources and characterize them by financial or time commitment thresholds.

## Evaluation Question 3

How do the heritage areas 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 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, ARCBridge 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 reduced or discontinued; specifically, which activities might have a prospect of continuing with reduced or discontinued Federal funding, which would likely end with reduced or discontinued Federal funding, and therefore, which goals and objectives might not be reached.

The evaluation will also examine if there are activities that support issues of national importance, and thus, should be considered for other Federal funding. Finally, the evaluation will address how other organizations that exist within the Heritage Area be effected by the sunset of Federal funds, and if there are mechanisms in place for these organizations to work toward the Heritage Area goals post-sunset.

## Data Collection Methods

The planned data collection methods include: topic-centered interviews; topic-centered interviews with the NHA partner network; intercept conversations with 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, ARCBridge describes each of these methods, including how ARCBridge will select the data sources, what data to will collect, and the tools we will use to collect the data. For each of the methods, ARCBridge 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:

## Foundation Documents 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 to 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: 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 ongoing capacity building, communication and collaboration among local entities
- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences
- 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

The ARCBridge team will collaborate with each of the NHA coordinating entities and NPS to gather these materials. We will also provide sample table shells to help NHA coordinating entity staff understand evaluation data needs and identify relevant documents to share with our team.

In reviewing these documents, ARCBridge will abstract information into tables that historically documents NHA activities, such as the number of visitors or number of workshops offered per year. We will also 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

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 10-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 and collect supporting documentation regarding external matching contributions and use of NHA resources according to program areas. We will use a protocol to guide the review of financial data needs with each NHA site.

## Topic-Centered Interviews with Staff of the NHA Coordinating Entity

During a follow-up 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 function. 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. However, 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 spend one day interviewing up to nine staff in each NHA.

## Topic-Centered Interviews with Members of the NHA Partner Network

Members of the NHA partner network, including NPS, 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. If applicable for the respective site, ARCBridge expects to select 15-20 partners from each NHA to interview. In determining criteria for selecting partners to interview, ARCBridge will review foundational documents and web site 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, ARCBridge 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 intercept conversations with a sample of residents in the NHA community. These conversations may take place

within the community. Conversations will help the evaluation team gain an understanding of the community's familiarity with the Heritage Area and its unique and nationally significant aspects. The intercept conversations will also provide information about the residents' awareness of and appreciation for the Heritage Area. ARCBridge will work with NHA management to develop strategies for obtaining community input.

It is important to recognize the limitations in the data that will be collected through the community input strategies. First, as ARCBridge 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 Document**

The analysis and synthesis of each NHA's data will be guided by the overall protocol and the Findings Document outline. 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.

Results of each NHA evaluation will be communicated in a Findings Document. The findings document will be guided by a modification of the outline finalized by the NHA Evaluation Working Group. The Findings Document outline has been streamlined to present key findings in an Executive Summary, combine sections according to the three evaluation questions, and address sustainability questions regarding the impact of the sunset of Federal funds on NHA activities.

ARCBridge will first share a draft of the findings document with the Executive Director of the NHA coordinating entity for a review of technical accuracy. The Executive Director will have the opportunity to share the findings document 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, NPS and ARCBridge can be held to discuss the comments and to arrive at a resolution. Once ARCBridge has incorporated the feedback, the NHA coordinating entity will have another opportunity to review the findings document before it is shared with NPS. Once the NHA's final feedback is reviewed and incorporated, ARCBridge will submit the draft findings documents to NPS for review.

### **Tailoring the Evaluation Design for NHA Evaluation Sites**

The core evaluation design will be tailored to individual NHAs under evaluation. A preliminary "Meet and Greet" visit to the 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.

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

In preparation for this visit, ARCBridge will review existing documentation for the NHA sites. We expect these preliminary Meet and Greet visits and logic modeling sessions to involve about two days of travel and meeting time .

Once the tailored logic models are finalized for each NHA evaluation site, ARCBridge will then adapt the NHA Domain Matrix and the 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.

Interview data collection for each NHA evaluation will occur during a second visit to each NHA site, and is expected to last three to five days depending on the scope of the site.

We will use memos to keep the NHA Executive Director informed of our evaluation activities both pre- and post- site visits.

ARCBridge will also work with each NHA during the second site visit, and with email and phone communications post site-visit, to collect and analyze information for the financial review. The financial data protocol will provide the NHA coordinating entity with an understanding of the data needs to address the second evaluation question guide these conversations in identifying years in which there is audit information pertinent to the evaluation and will help NHA coordinating entity staff to identify other data sources that will support the financial analysis.

## Evaluation Limitations

To the greatest extent possible, ARCBridge has tried to ensure this evaluation methodology thoroughly addresses the three research questions. However, 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 received from intercept conversations 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.



## Appendix 4

### Domain and Source Crosswalk

Evaluation Q.1: Has the Canalway achieved the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Interviews/staff and data from program sites	Reps for the Community, elected officials and on-site visits	Strategy plans, Marketing plans, Legal Documents	NHA Guides, Brochures, Web Sites, reports and statistics	Financial Data	Partner Data
<b>Nature and scope of BR-NHA activities</b>							
Description of preservation, interpretation and education activities	x	x		x	x		
Do programs cover the full range of anticipated programs?	x	x	x	x	x	x	x
<b>Implementation of activities/programs</b>							
· Role of Erie Canalway	x	x		x	x		x
· Role of admin staff	x	x		x	x		
· Role of partners	x	x		x	x		x
· Role of community	x	x		x	x		
Is there strong involvement from all anticipated parts of the community?	x	x	x		x		x
<b>Assess Impact of activities</b>							
Development that is successful in meeting objectives	x	x	x	x	x	x	
Increased awareness	x		x		x		
Heightened visibility of Erie Canalway resources and stories		x	x	x			
Economic Impact / Job creation	x	x	x		x	x	

**Table A.4.1: Q1 Domain Matrix**



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/ staff and data from program sites	Reps for the Community, elected officials and on-site visits	Strategy plans, Marketing plans, Legal Documents	NHA Guides, Brochures, Web Sites, reports and statistics	Financial Data	Partner Data
Consistency of donor support	x	x				x	x
Expansion of base of donors over time	x			x		x	x
Economic Impact / Job creation	x			x	x	x	
<b>Describe Other types of investment</b>							
Partnership contributions (e.g., time, staff, resources)	x	x		x		x	x
Community contributions (e.g., volunteerism)	x	x	x	x			x
Other In-Kind donations	x	x				x	x
<b>Assess Impact of other investment sources</b>							
Educational impacts	x	x		x			
Marketing and promotional	x	x	x	x		x	
Staff enhancement and retention	x	x		x		x	
Land/facilities acquisition	x	x		x		x	
Economic Impact / Job creation	x		x			x	

Table A.4.2: Q1 Domain Matrix

Evaluation Q.3 How does the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews/ staff and data from program sites	Reps for the Community, elected officials and on-site visits	Strategy plans, Marketing plans, Legal Documents	NHA Guides, Brochures, Web Sites, reports and statistics	Financial Data	Partner Data
Growth and development of partner networks	x	x		x			x
Transparent and effective communication channels with governance, staff, volunteers, partners, etc.	x	x		x	x		
Established and consistent communication mechanisms with partners, members and local resident	x	x	x	x	x		x
Erie Canalway has leadership role in partnering	x	x					x
Describe Nature of partner network	x	x	.	x			x
List of partners	x					x	x
Purpose of each partnership	x	x					x
Partners' involvement with Erie Canalway	x	x					x
Resource commitment from partners	x	x				x	x
Assess Partner network's to sustainability	x	x				x	x
Broad base of partners representing diverse interests and expertise in the Erie Canalway	x	x					x
Partner collaboration and combination of investments to accomplish Erie Canalway objectives	x	x				x	x

Table A.4.3: Q3 Domain Matrix

# Appendix 5

## Community Intercept Survey

Hello!

I am working on an evaluation project for the Erie Canalway National Heritage Corridor, part of the National Park Service. We are speaking with a few visitors in the ECNHC area to develop an understanding of what consumers know about the ECNHC. Do you have a couple of minutes to talk with me? Thank you.

1. Are you from the local area or are you from somewhere else? Where are you from?

2. How did you find out about this program? Advertising, hotel, on the local news or the newspaper? Word of mouth? The Internet? ECNHC signage?

3. Did you learn about this program when you arrived in town or before that?

4. Is this your first visit or have you been here before?

5. What have you learned from this site?

- Historical info
- Cultural or artistic information
- About nature

6. Had you previously known about the Erie Canalway National Heritage Corridor? If so, what did you know?

7. Have you visited other NHAs?

8. Did you look at:

- Brochures,
- Signage
- The National Heritage website
- Themes of the NHA
- Role of the NHA in the community?

9. What did you learn from these materials?

10. How likely are you to tell others that you know about this location? What would you tell them?

11. Would you encourage people you know to come here? Why?