

Freedom's Way National Heritage Area Management Plan

Freedom's Way Heritage Association, Inc.

Massachusetts and New Hampshire

June 2015



Photos, front cover: Background—the view of Mount Wachusett on the southwestern edge of the Freedom’s Way National Heritage Area from Prospect Hill and Fruitlands National Register Historic District in Harvard, MA, at roughly the center of the heritage area. Detail, from left—Amherst, NH, town common; the Old North Bridge, center of the Concord, MA, portion of the fight in the Battles of Lexington and Concord on April 19, 1775, today in the Minute Man National Historical Park operated by the National Park Service and a key Freedom’s Way partner; gazebo in Ashby, MA; and a costumed interpreter with visitors at the town common in Lexington, MA, known as Battle Green and a National Historic Landmark. All photos are by Patrice Todisco, Interim Executive Director of the Freedom’s Way Heritage Association.

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Prepared by

HERITAGE *strategies*

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AND WITH THANKS TO THE MANY CONTRIBUTORS TO THIS PLAN, INCLUDING (BUT NOT LIMITED TO):

Jim Moran, American Antiquarian Society; Dianne Serriey, Andover, MA; Roland Chaput, Arlington, MA; Doug Briggs, Ashburnham, MA; Terri Courtemarche, Ayer, MA; Celeste Philbrick Barr, Beaver

Brook Nature Center; Brian Donahue, Brandeis University; Buddy Dougherty, Brookline, NH; Terrance Ingano, Clinton Historical Society; Margaret R. Burke, Leah Giles, Jennifer Gratz, and Emer McCourt, Concord Museum; Margaret Frederickson, Lara Kritzer, and Sarah Marchant, Concord, MA; Peter Lowitt, Devens Enterprise Commission; Eugene Finney, Fitchburg Art Museum; Irene E. Hernandez, City of Fitchburg, MA; Josiah Richards, Fitchburg, MA; Ruth Rhonemus, Fort Devens Museum; John Balco, Friends of Oxbow National Wildlife Refuge; Melissa Kershaw, Wyona Lynch-McWhite, and Mike Volmar, Fruitlands Museum; George Hamilton, Goffstown, NH; John Ott, Groton Historical Society and Fruitlands Museum; Ron Ostberg, Fruitlands Museum; Doug Cleveland and Dick Lates, Hollis, NH; Michael Sczerzen, Lancaster Historical Society; Carolyn Mueller, Littleton Historical Society; Kerry Spiedel, Town of Lunenburg, MA; Dillon Bustin, Madison Park Development Corporation; Barbara DeVore, Bob Laroche, Joe McGuire, and Wentworth, Mason, NH; E. Heidi Ricci and Kristen Scopinich, Massachusetts Audubon Society; Christy Foote-Smith, Drumlin Farm Wildlife Sanctuary, Massachusetts Audubon Society; Jayne Gordon, Massachusetts Historical Society; John Anderson and Heather Champigny, Medford Historical Society; Bill Parker, Milford, NH; Richard Canale, Minuteman Scenic Byway Committee; Elizabeth Ainsley Campbell, Al Futterman, Marion Stoddard, and Lucy Wallace, Nashua River Watershed Association; Maggie Stier, New Hampshire Preservation Alliance; Ellen Greenberg, The Nonprofit Center at La Salle University's School of Business; Electa Kane Tritsch, Oakfield Research; Matt Waitkins, Peterbrook, NH; Michelle Barker, Preservation Massachusetts; Meredith Marcinkewicz, Shirley Historical Society; Lee Swanson, Sudbury Historical Society; Neela De Zoysa, Ruth Griesel, Ursula Lyons, and Laura McPath, Sudbury, MA; Cindy Brockway, Jason Hill, and Sandy Lower, The Trustees of Reservations; Stacey Beuttell, Walk Boston; Robert Levite, West Brookfield, MA; Gordon McColough, Westford, MA; Darlene Wigton, Woburn Historical Commission; and James Chiarelli.

THE FREEDOM'S WAY HERITAGE ASSOCIATION ALSO WISHES TO THANK THOSE WHO ATTENDED PUBLIC WORKSHOPS DURING THE DEVELOPMENT OF THIS PLAN. THEIR THOUGHTFUL PARTICIPATION PROVIDED GREAT ENCOURAGEMENT.

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Photos

We are grateful for all contributed photos, which are acknowledged individually throughout the plan. All photos not otherwise attributed were taken by Peter Benton.

This Management Plan is financed in part with a federal grant from the National Park Service, U.S. Department of the Interior. The contents and opinions expressed in the report do not necessarily reflect the views and policies of the granting agency.

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CHAPTER 1



EXECUTIVE SUMMARY

Encompassing forty-five communities in North Central Massachusetts and Southern New Hampshire, Freedom's Way National Heritage Area (FWNHA) was established by Congress in 2009 to foster a close working relationship between local and regional partners, governmental agencies, and the private sector to preserve the special historic identity of the region.

In accordance with its mandate, Freedom's Way Heritage Association (FWHA), the heritage area's coordinating entity, has prepared this management plan to guide the initiatives and activities of the heritage area over the next five to ten years.

The local coordinating entity and its role is central to the concept of the heritage area, envisioned as a partnership of local, regional, state, and national organizations working in tandem to implement a shared agenda for the region. As the coordinating entity, Freedom's Way Heritage Association is responsible for achieving that outcome and is at the center of the heritage area's multi-faceted activities.

The management plan outlines how FWHA, working closely with its partners throughout the heritage area, plans to fulfill the vision and mission conceived and expressed in its enabling legislation's statement of purpose to manage preserve, protect and interpret the heritage areas cultural, historic, and natural resources for the educational and inspirational benefit of future generations. While informing decisions and actions, the plan is designed to allow for adaptation and adjustment as conditions change and new opportunities arise.

Chapter 1 introduces the heritage area's concept and approach and serves as an executive summary. It provides background on the heritage area's

This chapter covers:

- ⇒ The founding of the National Heritage Area and Freedom's Way Heritage Association
- ⇒ Relationship to the National Park Service's *Call to Action*
- ⇒ Mission, vision, goals, and interpretive themes
- ⇒ Management plan contents, by chapter



Home of Ralph Waldo Emerson in Concord, MA, now a house museum operated by the Concord Museum.

establishment, mission, vision, goals, objectives and key interpretive themes. Ensuing chapters outline strategies for how those objectives will be realized through stewardship, planning and resource development, education, communication, collaboration, heritage tourism and interpretation.

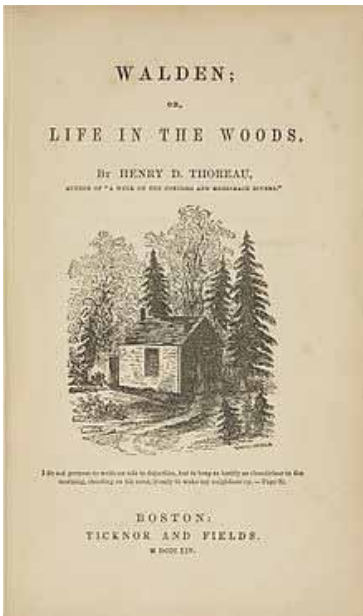
The sixth and final chapter is a business plan for the Heritage Area to provide a sustainable roadmap for the actions recommended in the plan.

1.1 CONTEXT

Roughly triangular in shape, Freedom’s Way National Heritage Area is a large landscape encompassing 994 square miles (636,160 acres) in area and extending almost 55 miles from metropolitan Boston to its northwest boundary. While its central core is predominately rural in character, the heritage area includes urban and suburban communities with a pattern of land use that becomes predominately less dense as one travels from east to west.

Reflective of its scale, Freedom’s Way National Heritage Area is home to a richly textured mosaic of historic, natural and cultural features and sites that reveal the region’s story and its role in the shaping an American identity. Its history can be read through the land and the imprints of human habitation and influence on the region. Throughout much of the heritage area, natural and cultural areas are intimately blended; forests, topography and rivers combine with settlement patterns to create a rich landscape of historic city and town centers, scenic roadways, agricultural ensembles and conservation properties.

Shaped by rivers and their associated valleys and wetlands, Freedom’s Way is a landscape of subtle beauty that has inspired consecutive generations of writers, philosophers, visionaries and experimenters. Within its boundaries is Walden Pond, where Henry David Thoreau lived from 1845 to 1847, considered the birthplace of the American conservation movement. Building upon that legacy, the region includes nearly twenty-five percent permanently protected conservation land (easements, public



Photo, previous page: Visitors to Walden Pond State Park in Concord, MA, enjoy a presentation beside a replica of Henry David Thoreau’s cabin, where he lived from 1845 to 1847. His 1854 book Walden (pictured above) gave rise to the American conservation movement.

(Image above, courtesy Wikipedia)



The 10.4-mile Minuteman Bikeway was named to the Rails-to-Trails Conservancy's National Rail-Trail Hall of Fame in 2008. According to the conservancy, "An estimated 2 million people use it each year, making the Minuteman one of the busiest rail-trails in the country."

and conservation trust ownership) including three national wildlife refuges and twenty-one state parks, forests and other public state-level public recreation areas.

A distinctive and influential force that has shaped the landscape of Freedom's Way over the past four centuries is its cultural perspective, introduced by early settlers, transformed by generations of descendants, and absorbed and influenced by waves of immigrant populations. Steeped in concepts of individual freedom and responsibility, community cooperation, direct democracy, idealism, and social betterment these perspectives have informed national and international movements in governance, education, abolitionism, social justice, conservation and the arts playing an ongoing role in the evolution of an American identity.

Central organizing elements, both physically and socially within the heritage area, are its forty-five communities which, while independent entities, share the story of the region. Each individual community and place within Freedom's Way provides a fresh perspective on its history and while the events at Concord and Lexington on April 19, 1775, serve as a touchstone for the region, so too do the less well known stories of the surrounding communities and their responses before and after the American Revolution began.

Today, the increasingly rapid growth of metropolitan Boston out into the suburban and rural landscape presents an ongoing challenge to those committed to preserving community character and sense of place within the heritage area. Increasingly, natural, historic, and cultural resources are being lost and community landscape character imperiled.

The great need is to reverse this trend and build a level of community awareness, recognition, and capacity that encourages and accommodates growth while acknowledging the unique character of individual communities. To achieve this goal, engaging and educating a new generation of stewards is essential.

From early historic villages, to agricultural landscapes of the nineteenth century, to industrial towns, to today's regenerated forests and expanding

Stewardship Achievements

Freedom's Way National Heritage Area's 45 cities and towns include:

- 24.72 percent permanently protected conservation lands;
- 23 local land trusts;
- 3 National Wildlife Refuges (Assabet, Great Meadows, Oxbow);
- 1 National Historical Park (Minute Man);
- 21 state parks, state forests, and other state-level public recreation areas;
- 13 regional trails, about 121 miles;
- 17 National Historic Landmarks;
- 337 listings in the National Register of Historic Places;
- 61 historic districts (as listed in the National Register);
- 39 local governments with historical or heritage commissions;
- 21 locally designated historic districts;
- 6 Certified Local Governments;
- 16,225 surveyed historic sites and areas; and
- 155 farms serving the general public, plus 28 farmers' markets.

(See page 100 for details.)

Freedom's Way National Heritage Area Management Plan

National Heritage Area Boundary

Data Sources: Esri, USGS, NADINA Regional Planning Commission, Grant GIS Clearing House, MassGIS

- Project Study Area
- County Boundaries
- Town Boundaries
- Assabet River National Wildlife Refuge
- Great Meadows National Wildlife Refuge
- Minute Man National Park
- Oxbow National Wildlife Refuge
- State Parks and Forests
- Interstates
- Roadways
- Major Rivers

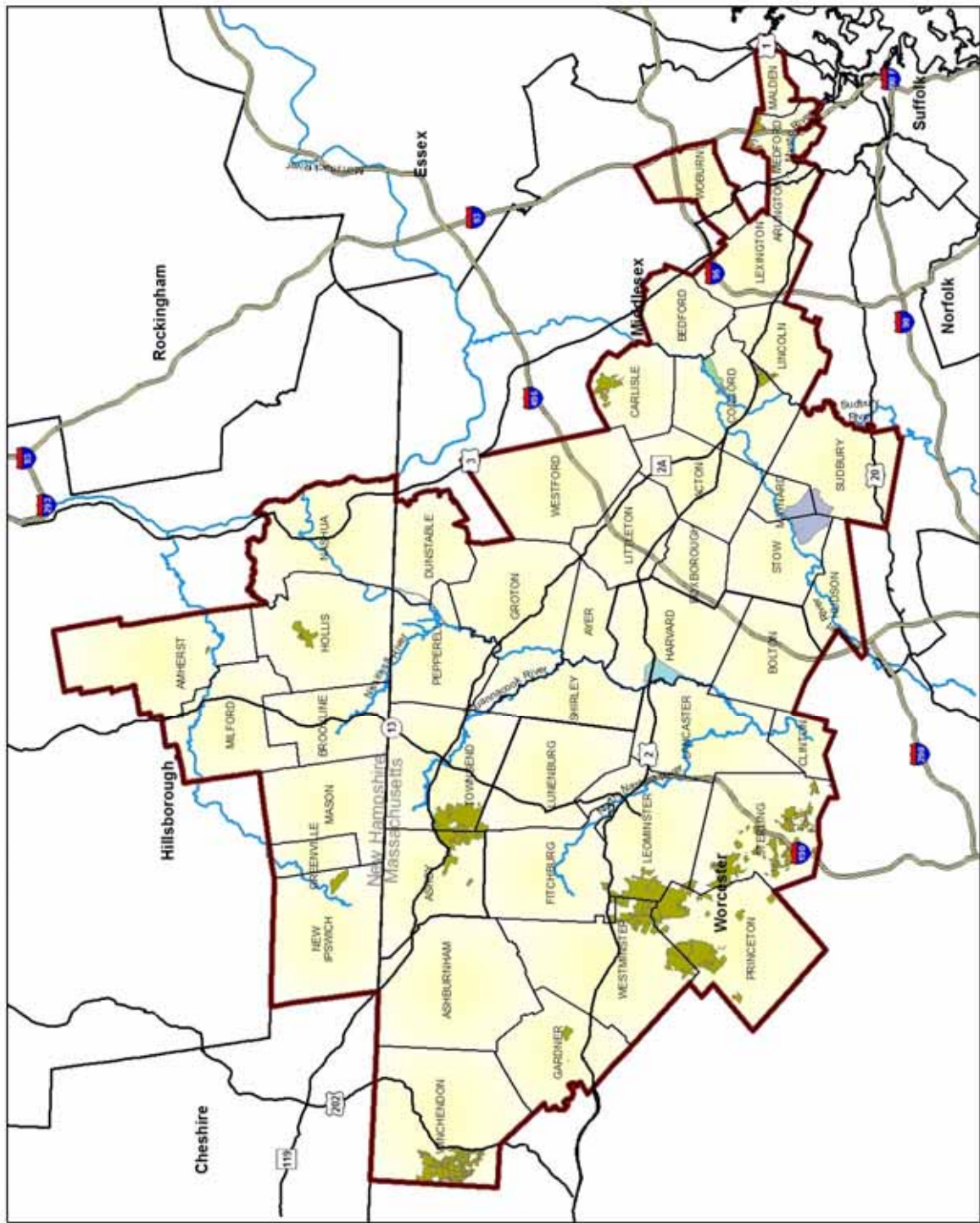
Map prepared for the Freedom's Way Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

Scale: 0 2.5 5 10 Miles

Washington College Geographic Information Systems

HERITAGE.strategies



Freedom's Way National Heritage Area includes seventeen National Historic Landmark architectural treasures, including the two pictured on these pages.

The First Church of Christ, Unitarian (1816), facing the Common in Lancaster, MA, is regarded as one of the best works by noted architect Charles Bulfinch.

Opposite is the Converse Memorial Building (1885) in Malden, MA, designed by renowned architect H. H. Richardson, whose works defined an architectural era. The last of Richardson's library designs, it is generally considered to be among his finest.

(Photo of the Converse Memorial Building by Daderot via Wikimedia Commons.)



suburbs, the landscape of Freedom's Way provides a framework through which to reveal its stories.

1.2 BACKGROUND

1.2.1 National Heritage Areas

National Heritage Areas are places that tell a rich and distinctly American story. Usually managed by a partnership of organizations and local governments with a single coordinating body, they pool resources (cultural, natural, and financial) to promote and conserve the region for the benefit of both present and future residents and visitors.

As of 2015, Congress had designated forty-nine heritage areas, each governed by separate authorizing legislation unique to its resources and desired goals. Recognition signifies a region's significance to American history and culture and supports interpretation to show how a region's geography, people, and ways of life have shaped both the immediate vicinity and the nation. The heritage area concept offers a collaborative approach to conservation that does not compromise traditional local use of the landscape and local control. Designation comes with limited financial and technical assistance through the National Park Service.

Although there are many kinds of regional planning efforts across the country, only heritage areas seek to engage residents, governments, and organizations in telling their stories and working in partnership to protect special resources and reach out to the American public. They are grounded in a region's pride in its history and traditions, and in residents' involvement in retaining and interpreting the landscape for all. They advance economic development through an appreciation that a region's unique assets are fundamental to success – asset-based “heritage development” – and by fostering cultural heritage tourism as one aspect of a region's economy.



The first National Heritage Area was designated in 1984. Today residents and visitors alike are increasingly enthusiastic in discovering the high quality of the experiences they offer. They appeal to all ages and interests. Some have opportunities for walking, hiking, biking, and paddling. Some have festivals to attend and museums to visit. Many provide volunteer opportunities, group tours, and multiple-day excursions and can also be visited in combination with more than eighty units of the National Park Service.

1.2.2 Founding of Freedom's Way

The impetus for Freedom's Way National Heritage Area originated in the mid-1990s by local citizens who, concerned about the increasing loss of land and historic sites to unplanned development, sought to develop a collaborative vision for preserving the character of the region. Reaching out to adjacent towns, proponents sought to promote and celebrate regional identity and preserve sense of place.

The Freedom's Way Heritage Association was founded in 1994 and incorporated as a 501(c)(3) nonprofit organization. The Association began an intensive effort to identify issues of mutual interest to surrounding communities. Convinced the only way to make a positive impact was through a regional approach, Association members sought ways to develop strategies and mechanisms to work together.

With the help of state legislators, the Association obtained a grant through the Massachusetts Department of Environmental Management (now the Department of Conservation and Recreation) to prepare a feasibility study exploring the potential for implementing a heritage area concept within the region. The feasibility study process took advantage of community interest and contacts developed in the writing of a regional guidebook, *A Guide to Nashaway, North Central Massachusetts* (Darby et al. 1994).

The Heritage Area's Enabling Legislation

Freedom's Way National Heritage Area was established by Congress through passage of Public Law 111-11, The Omnibus Public Land Management Act of 2009. Section 8006 of the law is the heritage area's enabling legislation and is included as Appendix A of this Management Plan.

The enabling legislation establishes Freedom's Way National Heritage Area and outlines the purposes, structure, and requirements for its implementation. Understanding of the enabling legislation and adherence to its authorizations and requirements are critical to the heritage area's implementation and operation.

The enabling legislation set boundaries for the heritage area which are depicted on its official map dated July 2007 and identified the Freedom's Way Heritage Association, Inc. as its local coordinating entity.



Transcription:

*HERE
 On the 19 of April
 1775
 was made
 the first forcible resistance
 to British aggression
 On the opposite Bank
 stood the American Militia
 Here stood the Invading Army
 and on this spot
 the first of the Enemy fell
 in the War of that Revolution
 which gave
 Independence
 to these United States
 In gratitude to God
 and
 In the love of Freedom
 this Monument
 was created
 AD 1836*

The Freedom’s Way Heritage Area Feasibility Study (ICON 1997) prepared for the Freedom’s Way Heritage Association and Massachusetts Department of Environmental Management (now the Department of Conservation and Recreation) inventoried natural and cultural resources, activated public discussion, identified potential interpretive themes and routes, and examined alternatives for organization and presentation of a Freedom’s Way Heritage Area. The heritage area was geographically defined as communities in north-central Massachusetts along the U.S. Route 2 corridor. During the planning process, New Hampshire border towns, with close historical association with the heritage area themes, were added.

Congressional support for designation of a Freedom’s Way National Heritage Area was developed, and the Feasibility Study was reviewed by the National Park Service in 2000. An addendum (2001) addressed newly revised National Heritage Area criteria and was summarized in a 2003 update (Freedom’s Way Heritage Association 2003).

Federal legislation proposing the Freedom’s Way National Heritage Area was introduced in Congress in 2001 but, along with other proposed National Heritage Areas, was not brought to fruition until its passage by Congress and signature by President Obama in 2009.

State legislators in Massachusetts worked toward passage of legislation recognizing the heritage area (2006) and legislators in New Hampshire followed (2007).

Before federal designation, Freedom’s Way Heritage Association developed and implemented programs to engage communities, partners, and the public including town tours, lectures, publications, events, and the promotion of events and initiatives of organizations and communities within the region. Partners included historical societies, agricultural interests and regional and local governments.

Among its initiatives was participation in the Heritage Landscapes Program developed by the Massachusetts Department of Conservation



Minute Man National Historical Park is one of the high points of a visit to Freedom's Way National Heritage Area. Opposite photos: American sculptor Daniel Chester French first earned acclaim for The Minute Man, commissioned by the Town of Concord, MA, and unveiled April 19, 1875, on the centenary of the Battles of Lexington and Concord. Today it is a centerpiece in Concord's portion of the Minute Man National Historical Park, which also includes portions of the towns of Lincoln and Lexington. French's statue faces a granite obelisk erected in 1836 as a memorial on the opposite side of the Old North Bridge, visible in the distance (detail, opposite page). Pictured at left, one of two park visitor centers, this one on the east end of the park in the Town of Lexington.

and Recreation (DCR) in which twenty-two Massachusetts communities within the heritage area identified 1,658 local heritage and 165 priority landscapes in accordance with criteria developed through DCR's process.

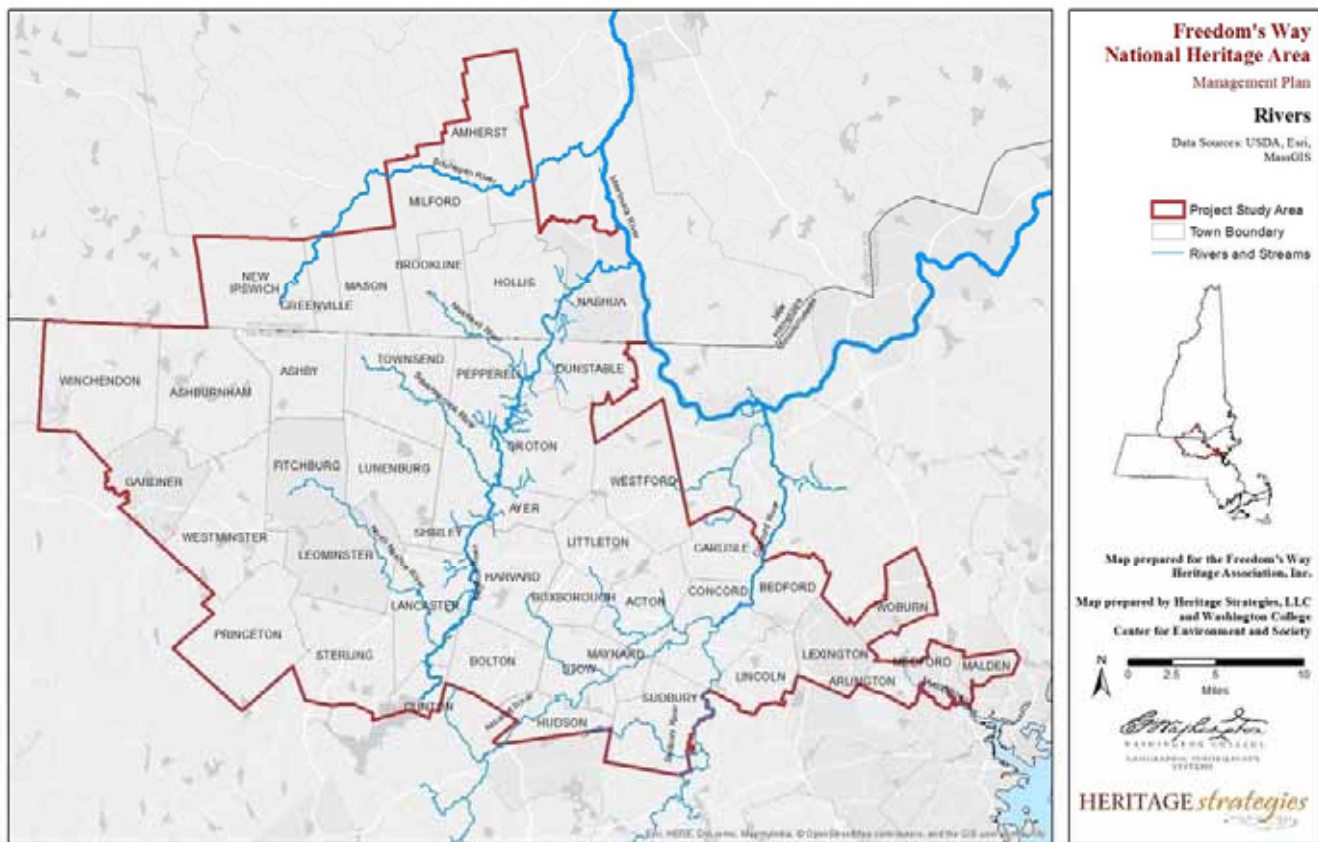
An enhanced website featuring heritage area themes and communities was brought online by the Association in 2007.

With national designation, Freedom's Way Heritage Association continued to formalize and enhance programming and promote events and initiatives of participating organizations and communities. Key Freedom's Way programs have included: Paths of the Patriots; Strollin' and Rollin'; Farms, Fields and Forests: Stories from the Land; In Thoreau's Footsteps; The Story of Nahum; Connecting Communities Along Our Trails; Hidden Treasures Weekend; and technical assistance workshops and author presentations.

1.3 FREEDOM'S WAY AND THE NATIONAL PARK SERVICE CALL TO ACTION

Throughout the preparation of the management plan Freedom's Way has aligned its goals to reflect the guiding principles of the National Park Service (NPS) initiative "Call to Action: Preparing for a Second Century of Stewardship and Engagement." Launched on August 25, 2011, the 95th birthday of the NPS, the Call to Action seeks to integrate the work of individual national parks with programs that support community based conservation and historic preservation in support of a renewed commitment to the stewardship of the nation's stories and treasured places for the enjoyment of future generations.

The Call to Action includes four overarching themes that are tied to the actions outlined in the management plan. Through communication and collaboration Freedom's Way will **connect people to parks** with a special emphasis on broadening the region's audience and engaging youth and diverse communities with leading-edge technologies and social media;



Through interpretation and education Freedom's Way will **advance the NPS education mission** by engaging residents and visitors in the region's stories and providing multiple opportunities to inspire life-long learning that is experiential, based in scholarship, innovative, fully accessible and provides an opportunity to "find yourself" in the place; By enhancing the quality of life within the heritage area through community planning and resource conservation Freedom's Way will **preserve America's special places** by promoting landscape conservation that supports healthy ecosystems and cultural resources to preserve community character and sense of place and enhance connections, at every level, throughout the region; By coordinating the work of the heritage area through a sustainable business and implementation plan Freedom's Way will **enhance professional and organizational excellence** to build a flexible, adaptable organization that encourages innovation, collaboration and entrepreneurship, diversity and leadership.

1.3.1 Conceptual Foundation and Approach

Freedom's Way National Heritage Area is a partnership endeavor that recognizes the special identity of the region and works to preserve and enhance the natural and cultural resources that define its sense of place.

As a partnership endeavor, the heritage area's programs and initiatives will be defined and executed by a broad range of entities within the region with the Freedom's Way Heritage Association as the coordinating entity. The Association is committed to working with its partners to identify unmet needs and addressing them in accordance with the heritage area's purpose and mission.



The Concord River is a designated National Wild and Scenic River along with stretches of the Sudbury and Assabet Rivers, which join at Egg Rock in Concord, MA, to form the Concord River. In December of 2014, Congress passed the Nashua River Wild and Scenic River Study Act, a precursor to federal designation of what may become the heritage area's second wild and scenic river. Affected sections of the Nashua River are in Massachusetts, including two of its tributaries serving the northwestern parts of Freedom's Way, the Squannacook and the Nissitissit.

(Photo by Patrice Todisco.)

Freedom's Way Heritage Association will be a catalyst for communication and collaboration among partners – incubating creative partnerships and entrepreneurial endeavors. The Freedom's Way partnership will promote a place-based identity for the heritage area supporting community interests and the preservation of natural, historic, and cultural resources.

The heritage area has a special relationship with the National Park Service and Minute Man National Historical Park based on the organizational structure defined in the heritage area's enabling legislation and upon shared interests in historical significance, story, and the mission of identifying and preserving natural and historic resources for the benefit of future generations.

Consistent with the themes identified for interpretation within this plan and in the traditions of social, intellectual and cultural innovation and democratic principles outlined in its content, Freedom's Way is responsible to the people of the region and the nation to thoughtfully advance its vision. To this end it will be guided by the following mission, vision and goals that have been endorsed by the Board and stakeholders and are based on the work and interests of the heritage area over the past decade. Together they provide a foundation for the purpose, concept and approach behind Freedom's way in accordance with the heritage area's enabling legislation.

1.3.2 Mission, Vision and Goals

The plan's mission, vision, goals, and guiding principles along with similar content in each individual chapter will shape the activities initiated through the heritage area and serve as a benchmark for evaluation.

The mission, vision, and goals shown in nearby sidebars provide a foundation for the purpose, concept, and approach behind Freedom's Way in accordance with the heritage area's enabling legislation.

1.4 THE PLAN

Individual chapters provide insight into how key objectives will be realized by the Association and its partners on behalf of the heritage area.

Mission

We connect the people, places and communities of the Heritage Area through preservation, conservation and educational initiatives to protect and promote our shared resources and encourage residents and visitors to explore our landscape, history and culture.

Vision

The Heritage Area is a place where people are inspired by the historical and intellectual traditions that underpin the concepts of freedom, democracy, conservation and social justice. Building upon this legacy, we collaborate to create strong communities and support a regional

Goals

Four overall goals have been developed for the management plan, representing aspects of the heritage area's principal fields of endeavor. The recommendations of each chapter address these goals and further the heritage area's mission and vision.

Goal 1. *To foster a culture of stewardship to preserve the natural, historic and cultural resources of the heritage area as a legacy for future generations.*

Goal 2. *To engage and collaborate with organizations, interests and individuals to create a shared regional vision as a living link across landscapes, history and time.*

Goal 3. *To promote sustainable communities throughout the heritage area that reinforce its character and sense of place.*

Goal 4. *To inspire generations of lifelong learners through innovative educational and interpretive initiatives that connect stories – past and present – to residents and national and international visitors.*



Interpretive Themes

Themes provide an interpretive framework through which to share the region's stories, connecting communities in a common narrative. Freedom's Way interpretive framework, outlined in detail in Chapter 2, is outlined in three interpretive themes that have been refined throughout the planning process.

Theme One: A Mosaic of Subtle Beauty

An intricate network of rivers, wetlands, lakes, kettle ponds, meadows, forest, drumlins, eskers and monadnocks combined with climate to determine how land was used, inspiring conservation of natural and scenic resources and providing economic and recreational opportunities.

Theme Two: Inventing the New England Community

Early settlers established regionally interdependent inland communities distinct from Boston with democratic governments, new institutions, town centers, transportation networks, industries and agricultural practices that defined the region's identity and sense of place as characteristic of New England.

Theme Three: Revolutionary Ideas: Visionaries and Experimenters

Since before the founding of the nation, people within Freedom's Way Heritage Area have been at the forefront of social, intellectual and cultural innovation; inspired by religious and philosophical convictions, democratic principles, a drive for improvement and rapid industrialization they created new ideas about relationships to society and the natural world.

Providing both a rationale and framework for action, the chapters include strategies on how key objectives will be realized through interpretation and education, communication and collaboration, community planning and resource development, stewardship, heritage tourism and the creation of a sustainable organization tasked with implementing actions recommended in the plan.



Fruitlands Museum in Harvard, MA, includes the former home of transcendentalist Amos Bronson Alcott, father to writer Louisa May Alcott, restored to its 1840s appearance. The museum is a cluster of small historic buildings on the former site of the unsuccessful utopian community Fruitlands. Other buildings were constructed in 1910 when Clara Endicott Sears made the site into a museum; it was added to the National Register of Historic Places in 1997 as the Fruitlands Museum Historic District. Sears's contribution to the early historic preservation movement is acknowledged by the inclusion of Fruitlands in the National Park Service's "Women Who Made History" National Register Travel Itinerary. Opposite is the view from Fruitlands looking west to Mount Wachusett.

(Photos by Patrice Todisco.)

Chapter 2: Sharing the Heritage Area's Stories: Interpretation and Education

Viewing interpretation and education as interconnected activities that provide a comprehensive framework for lifelong learning, the plan for Freedom's Way provides opportunities for individuals to connect to the region's stories through its interpretive and education framework.

The plan aligns with goals articulated in the 21st Century National Park Service Interpreter Skills Vision Paper to facilitate meaningful, memorable experiences for diverse audiences that encourage personal connections to the heritage area and its natural and cultural resources. Once established, a shared culture of stewardship will emerge that is relevant, engaging and collaborative. By embracing a pursuit of lifelong learning, the heritage area will nurture global citizens.

The interpretive and educational framework integrates and supports existing interpretation and education sites and programs; connects them to each other and to the landscape; and broadens their presentation into a coordinated regional endeavor that can be experienced heritage area-wide.

As a means to engage residents and visitors of all ages, the plan does not intend to prescribe a methodology that fits all but instead imagines a process that allows for multiple perspectives, illuminating and illuminated by differing points of view. Its goal, to develop lifelong connections between the public and the heritage area advance the mission of the National Park Service's Call to Action.

History, culture, the environment, civics, and the world of ideas are topics included in the plan, well suited to Freedom's Way and its principal themes. Initiatives include:

- Creating an interpretive presence throughout the heritage area;
- Implementing a heritage area-wide interpretive presentation that provides orientation and context and promotes existing interpretive



Stevens Memorial Library, Ashburnham, MA. Public libraries are a long tradition in Freedom's Way National Heritage Area, and a major potential asset in engaging people in Freedom's Way initiatives. Ashburnham has had a library since 1793. In 1985, the library was moved to larger space here in an old school, a fine example of the late-nineteenth-century Queen Anne style. The earlier library, below, in the late-nineteenth-century Romanesque style, now houses a historic piano collection.



attractions through a range of initiatives including; shared media, thematic tours, developing routes and linkages among partners and recreational interpretive experiences;

- Supporting placed-based programming and life-long learning opportunities; and
- Working with students and teachers through creative educational initiatives that promote engagement with the region's natural and cultural resources.

Chapter 3: Engaging Participants in Freedom's Way: Communication & Collaboration

As a partnership endeavor, the Freedom's Way Heritage Association will serve as facilitator, host, and guide for the heritage area-wide presentation and activities, responsible for connecting programs and projects within the heritage area in support of its mission and goals. In the broadest sense, the Association serves as the curator for the Freedom's Way experience – helping to shape all aspects of that experience, through encouraging partners' involvement, stimulating research, assembling unique elements, and offering its own perspective. To that end the Association has identified the following goals:

- To serve as a catalyst for communication and collaboration;
- To be a positive force for creative partnerships and entrepreneurial endeavors; and
- To promote a place- based identity for the heritage area.

Key to the above is the ability to create a regional presence through "curating" the Freedom's Way experience. To achieve this outcome the



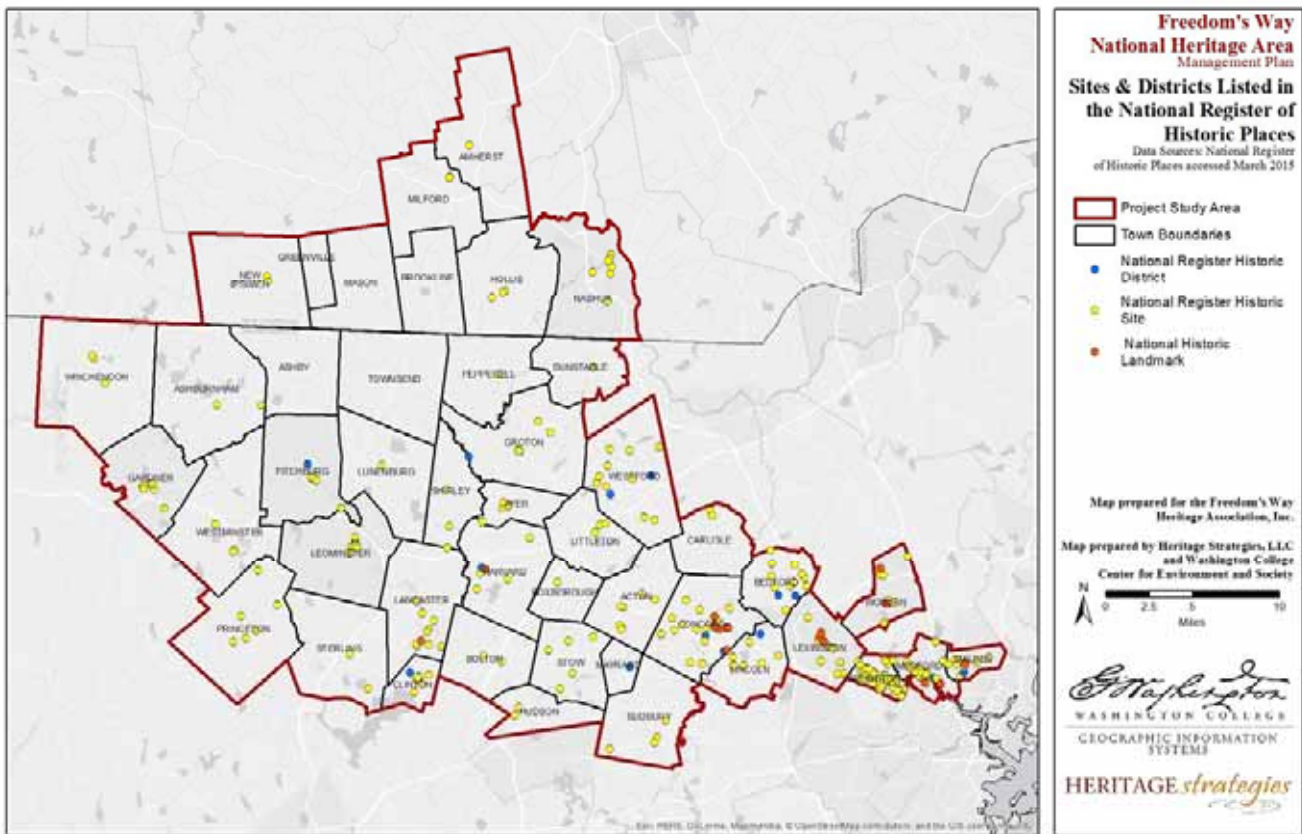
Association will work closely with its partners to research, record and share both tangible and intangible collections of stories, artifacts and places within the heritage area in a meaningful way by:

- Assessing and updating the heritage area brand and graphic identity;
- Using the Freedom's Way website and other social media to engage residents, provide information, promote partners, and convey the heritage area's message;
- Developing an online curatorial initiative to gather, organize, share, promote, link to, and enrich information developed by partners and others;
- Communicating the heritage area vision and tracking progress toward achieving it;
- Building relationships with the wide variety of partners with interest in the heritage area at the federal, state and local level; and
- Coordinating the participation and work of partners, including criteria, guidelines, and standards related to programs to assist partners.

The story of the Shaker Village in Harvard, MA, is told in two National Park Service Travel Itineraries, Shaker Villages and Places Where Women Made History. The Harvard Settlement was the second Shaker community in the United States and the first in Massachusetts. Pictured is the Shaker South Family complex; extant buildings are privately owned and the surrounding land is under a conservation easement.

Chapter 4: Stewards of the Heritage Area: Enhancing Quality of Life through Community Planning and Resource Conservation

Using a cultural landscape approach and methodology to enhance the quality of life by supporting and assisting local planning agencies, governments, and nonprofit partners, the Freedom's Way Heritage Association will implement a shared vision that promotes a place-based identity, a primary goal of the Association. Within the region there are



strong, active programs for planning and the stewardship of natural and cultural resources. Freedom's will connect and integrate those efforts to reach ever higher-levels of achievement.

The Association will align its programs in support of its partners and actively participate in the development and implementation of regional visions and plans as a foundation for enhancing community character to promote place-based identity and sustainability, protect special resources, strengthen local economies and enhance local quality of life. Initiatives will focus on land conservation, historic preservation and regional agriculture and include:

- Using heritage area communications and interpretive and educational programming to raise awareness about landscapes, historic sites and build support for stewardship initiatives, aligning programming with the actions and initiatives of partners;
- Facilitating a network that engages and integrates local preservation, conservation and planning entities; provides educational information and workshops; and encourages them to share experiences and expertise;
- Providing support and technical assistance for stewardship in heritage area towns through a small grants program; and
- Encouraging a cultural landscape approach to historic preservation and resource preservation planning at the town level.



Chapter 5: Attracting Visitors to Freedom's Way: Cultural Heritage Tourism

As the Freedom's Way National Heritage Area works to establish and promote its identity and brand and to expand audiences for its interpretive and educational programs, it will engage in communications and activities to support heritage tourism across the region. Over time, cultural heritage tourism can have meaningful economic impacts throughout the heritage area.

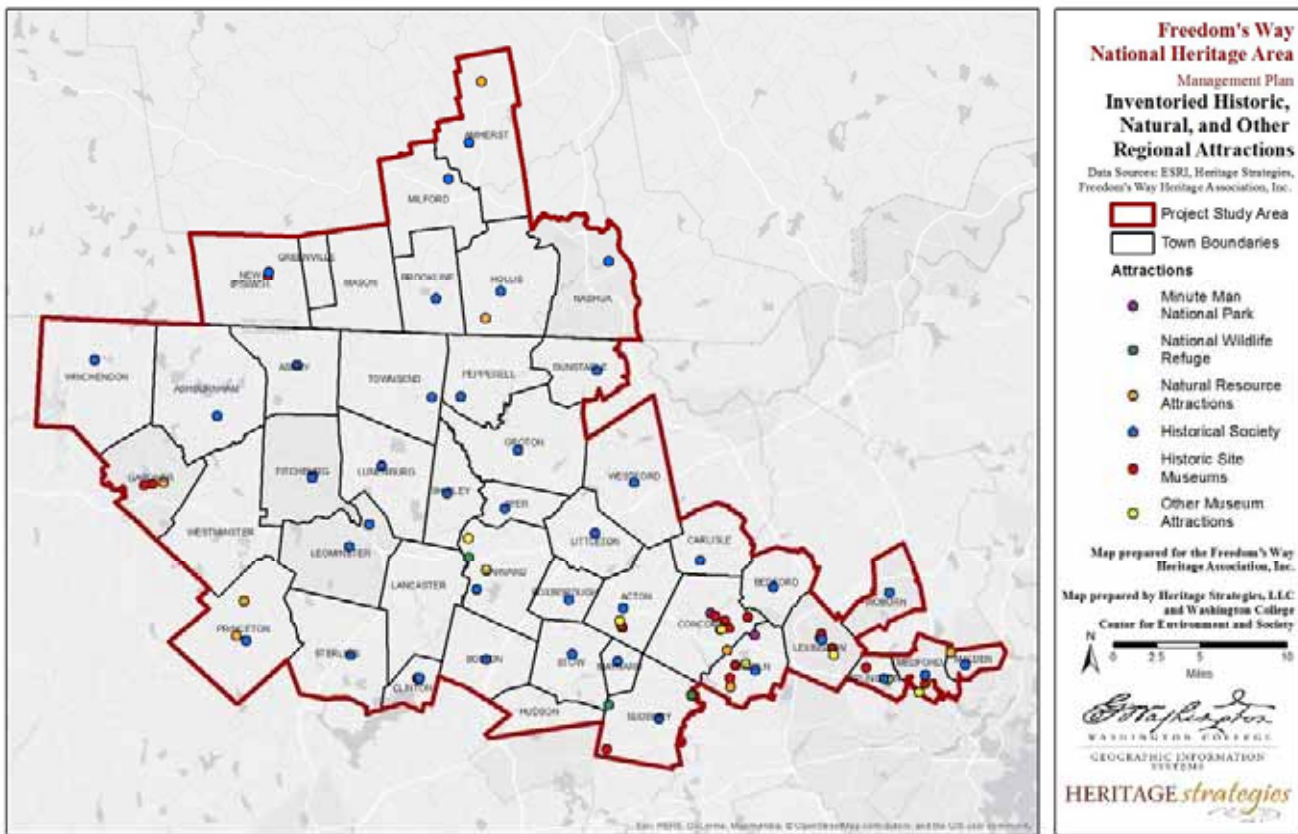
Cultural heritage tourism initiatives include:

- Facilitating the development of new and enhanced interpretive and visitor experiences throughout the heritage area;
- Developing a collaborative structure to support cultural heritage tourism;
- Marketing and promoting heritage area related programs and events to visitors;
- Assisting partners in measuring the size of their audiences and understanding their needs;
- Conducting visitor research to measure the heritage area's effects on the region's cultural heritage tourism; and
- Marketing and promoting the heritage area as a destination in its own right.

Lexington Green is the historic town common of Lexington, MA, today a public park and National Historic Landmark. Here, the opening shots of the American Revolutionary War were fired on April 19, 1775, starting the Battles of Lexington and Concord. The monument at left is one of the nation's earliest, erected in 1799.

(Photos by Patrice Todisco.)





Chapter 6: A Business and Implementation Plan for Freedom's Way Heritage Association

Chapter 6, Management and Implementation, serves as a business plan for the heritage area and describes the heritage area's organization and function describing the actions that the Freedom's Way Heritage Association will take to support the heritage area and to grow as the heritage area itself evolves.

The heritage area's business plan outlines:

- Measures for effective long-term governance by the Association's Board of Directors;
- The role of staff in managing the details of the organization's affairs and day to day work;
- Partnering with local, regional, and state organizations and structuring regional networks;
- Establishment of vigorous relationships with supporters and a fundraising program to build financial stability and the funding and other resources needed to implement the plan;
- Mechanisms for setting priorities, implementation, and maintaining strategic focus; and
- Ways to evaluate progress in implementing the plan.

A Word about Terminology

In this management plan the terms *Freedom's Way National Heritage Area*, *Freedom's Way*, and *heritage area* refer to Freedom's Way National Heritage Area as a whole, including all of its participating partners. When referring specifically to the Freedom's Way Heritage Association, the terms *Freedom's Way Heritage Association* or *Association* are used.



Benton MacKaye, Pioneer Regionalist

American forester, planner, and conservationist Benton MacKaye is closely associated with Shirley Center, MA, roughly at the center of the National Heritage Area. He is perhaps best known as originator of the idea for the Appalachian Trail.

While attending high school in Cambridge, MA, he began charting the landscape around Shirley Center, documenting vegetation, landforms, rivers, and roads in numbered notebooks, later documented in one of his books, *Expedition Nine: A Return to a Region*. Renowned planner and writer Lewis Mumford, a close friend of MacKaye and his future biographer, wrote that “This direct, first-hand education through the senses and feelings, with its deliberate observation of nature in every guise – including the human animal – has nourished MacKaye all his life.”

A 1905 graduate of Harvard University, MacKaye was the first student to graduate from Harvard’s newly established forestry school near Petersham, MA. His important contributions during the early years of national forestry

included groundbreaking research on the impacts of forest cover on runoff and stream flow in New Hampshire’s White Mountains. MacKaye’s scientific evidence helped in the creation of the White Mountain National Forest.

MacKaye helped to pioneer the idea of land preservation for recreation and conservation purposes, was a strong advocate of balancing human needs and those of nature, and wrote the first argument against urban sprawl. His call for the construction of the Appalachian Trail was published in the October 1921 issue of *Journal of the American Institute of Architects*.

(Photo from http://en.wikipedia.org/wiki/Benton_MacKaye, which also provided the basis for this text.)

1.5 GUIDING PRINCIPLES

The following principles will guide the strategies, initiatives, and actions of partners within Freedom’s Way National Heritage Area.

Quality – Freedom’s Way will strive toward the highest levels of quality possible in its programs, products, and initiatives. It will be a model National Heritage Area worthy of the duties and responsibilities entrusted to it by Congress and the nation.

Ethical Standards – Freedom’s Way will maintain the highest ethical standards in its activities and decision-making. Openness and transparency will be constant themes.

Balanced Perspective – Heritage area partners will maintain a balanced perspective on every issue, respecting differing points of view, maintaining an atmosphere of civil discourse, and providing room for disagreement.

Inclusion – The heritage area will seek to include all peoples and all perspectives within its programming, its initiatives, and its deliberations. Everyone should be made to feel welcome.

Battle Road Walk, Woburn, MA. This half-mile stretch of the Battle Road is Woburn's 2015 "Hidden Treasure" (a Freedom's Way program – see Chapter 2). It remains essentially as 200-plus militia men saw it in the early hours of the morning of the Battle at Lexington.

Under the command of Captain Loammi Baldwin, they assembled at what is now Woburn Common and marched toward Lexington on this road. They were joined along the way by Woburn farmer Sylvanus Wood, who lived nearby. They arrived in Lexington two hours too late to be engaged in that battle. They did proceed, however, to Concord to fight that day. Prior to their march, Asahel Porter, who was not a militiaman, was on his way to market using the same road toward Arlington where he was detained by the British forces and was shot in the back while fleeing. Another one of the casualties of that day, Daniel Thompson, died in battle.

(Photo by Darlene Wigton, Woburn Historical Commission.)



Interests of Partners – Freedom's Way will respect the interests and needs of partners, seek to accommodate them, and incorporate them in its programming.

Local Governance – Freedom's Way will respect the interests and decisions of local communities as expressed through citizen input, town meetings, and local leaders. The heritage area will seek to accommodate local interests and needs whenever possible.

Practical Results – Freedom's Way will strive for practical results in its work – real differences in real places, in the communities and landscapes of the heritage area.

Environmental Sustainability – In its work with communities, the natural landscape, and natural resources, the heritage area will focus on creating a healthy and sustainable environment through an ecological perspective.

Best Practices – Freedom's Way will seek and encourage best practices in all of its endeavors, relying upon the best advice and most reliable perspectives customized to the needs and interests of the region.

Vision – The heritage area will take the long view, focusing on the long term, piecing its initiatives and accomplishments together as a mosaic in accordance with a vision for the future of Freedom's Way communities.

Financial Responsibility – Freedom's Way will conduct its affairs responsibly, making best use of the resources entrusted to it, working in the best interest of the heritage area with respect for the public good and interests of funders.

CHAPTER 2



SHARING THE HERITAGE AREA'S STORIES ■ INTERPRETATION AND EDUCATION

The story of Freedom's Way National Heritage Area is intimately tied to the character of the land as well as those who shaped and were shaped by it. Here landform and climate combined to create an environment propitious to settlement, with a network of natural features, including river systems and forests, sustaining successive generations of inhabitants.

Like veins on a leaf, the paths of those who settled the region are connected, providing both tangible and intangible reminders of the past. Their stories can be found on village commons, along scenic roadways lined with stone walls, in diaries and artifacts, in a cabin by a pond, along a battle road or hidden deep within a secret glen by the bank of a meandering river. Known or yet to be revealed, they provide a narrative that links the past to the future.

A goal of this interpretive plan for Freedom's Way is to ensure that those who live, work in, or visit the heritage area have an opportunity to explore, understand and discover places within the stories that are found here. Some, like those associated with Concord's North Bridge or Thoreau's Walden Pond are well known not only nationally but throughout the world. Others, like the story of Mary Haywood Fairbanks Whitcomb of Bolton, who was famous for her practice in herbal medicines, are more local "hidden" treasures, known only to locals.

This chapter outlines how heritage area partners can work together to share the stories of their communities, sites and artifacts in a cohesive and engaging manner. It does not intend to prescribe a methodology that fits all but instead imagines a process that allows for multiple perspectives, illuminating and illuminated by differing points of view.

After nourishment, shelter
and companionship, stories
are the things we need
most in the world.

—Philip Pullman

If history were taught in
the form of stories it would
never be forgotten.

—Rudyard Kipling



Photo, previous page: Site along Battle Road (mile marker, above) of Paul Revere's capture, now in Minute Man National Historical Park. His ride was immortalized in the Longfellow poem of 1860. The interpretive panel reads:

"At this stretch of the Battle Road, the famous 'Midnight Ride of Paul Revere' came to an end.

"While passing through Lexington at around midnight, Revere and William Dawes met Dr. Samuel Prescott of Concord, who was riding home after courting Lydia Mulliken. Prescott agreed to help spread the alarm that 'the Regulars were out.'

"The three men ran into a patrol of ten mounted British officers posted here to prevent word of the British march from reaching Concord. Revere was captured. Dawes escaped back towards Lexington. Prescott jumped his horse over a stone wall and eluded his pursuers. It was Prescott who carried the alarm to Concord and beyond.

"Revere was questioned, held for a while and then released, but the British officers confiscated his horse. Revere walked back to Lexington in time to hear the gunfire at dawn on the town Common."

(Photo by Patrice Todisco; transcription courtesy Waymarking.com.)

2.1 INTERPRETATION AND EDUCATION APPROACH

Interpretation and education are public programming and communication activities through which an appreciation of the natural and cultural history of the region is shared either in formal or informal settings. Interpretation and education within Freedom's Way will engage residents and visitors with the local landscapes, raise awareness, and inspire them to support preservation and conservation initiatives.

Freedom's Way Heritage Association views interpretation and education as two interconnected activities that, combined, provide a comprehensive framework for life-long learning. Memorable experiences awaken curiosity which fuels an interest in discovery. Whether in a classroom or on a trail, interpretation and education within the heritage area will provide opportunities for individuals to connect with and find themselves within the heritage area's stories and places, building upon its *genus loci* to empower stewardship and engage new audiences.

The Freedom's Way National Heritage Area will align its interpretive and educational initiatives with the three goals outlined in the Vision Paper, 21st Century National Park Service Interpreter Skills, prepared by the National Park Service Advisory Board Education Committee, National Education Council and George Washington University in 2014:

- To facilitate meaningful, memorable experiences with diverse audiences so they can create their own connections (on-site and virtually) with park (in this case heritage area) resources.
- To encourage shared stewardship through relevance, engagement and broad collaboration.
- To support global citizens to build a just society through engagement with natural and cultural heritage, by embracing the pursuit of life-long learning.

As forms of public programming and communication through which an appreciation of the character of the communities and landscapes within the heritage area can be strengthened and enhanced, interpretation and education within Freedom's way will engage residents with their local histories, raise awareness, and encourage them to support preservation and conservation initiatives.

Freedom's Way includes many partners interested in history, landscape, storytelling, and interpretation. They range from experienced, nationally recognized organizations with dedicated resources for interpretation and outreach to small, volunteer organizations with limited capacity. All have the potential to contribute to the visitor experience across the heritage area.

Freedom's Way Heritage Association will coordinate interpretative programs between various partners and encourage the development of interpretive experiences to engage new audiences throughout the heritage area to strengthen regional identity. Together, with its partners, the Association will create and implement a coordinated heritage area-wide presentation to enhance the quality of life within individual communities and establish a compelling regional narrative.



2.1.1 Planning Process and Existing Programs

The interpretive planning process for the heritage area has been conducted simultaneously with the management planning process, informed by a strategic planning committee, a series of stakeholder meetings and an on-line survey.

While the planning processes were underway Freedom's Way Heritage Association continued to implement and expand its existing interpretive program to inform the refinement of its thematic presentation. This work, including the development of a region-wide community based exploration of "hidden treasures" has revealed both strengths and weaknesses in earlier approaches.

The organization has been highly successful in its citizen-led history initiatives with its Paths of the Patriots program serving as a vehicle for local engagement that can serve as a model for expanded community outreach. Connecting Communities Along Our Trails, inaugurated in 2014 in partnership with the Montachusett Regional Trails Committee, has provided a successful model for a community driven program that combines cultural and natural resources.

We have also learned, however, that, while programmatically the heritage area has and continues to partner with community organizations from throughout the region, we must expand those partnerships to include more youth and ethnically diverse constituencies.

A more thorough overview of current programs can be found in sections below.

Mary Rowlandson capture site, Lancaster, MA, where a different kind of capture entered American annals, in the seventeenth century. The tale survives thanks to powerful story-telling. A nearby marker reads, "In the field nearby was situated the garrison house of the Rev. Joseph Rowlandson, first ordained minister of Lancaster. During his absence on February 10, 1675, this garrison house was attacked and destroyed by the Indians. The inhabitants were massacred or carried into captivity. Later most of them were redeemed. The minister's wife immortalized her experiences in 'A Narrative of the Captivity and Restoration [sic] of Mrs. Mary Rowlandson,' first published at Cambridge, Massachusetts in 1682."

(Photo by Patrice Todisco.)



2.1.2 Existing Interpretation in Freedom's Way

In general current interpretation within Freedom's Way is practiced on two tiers – one aimed primarily at attracting and servicing visitors to the region and the other designed primarily for local audiences.

Five interpretive topics (as demonstrated by current tourism promotion) are identified within the region:

- Concord and Lexington– events that influenced the Revolutionary War;
- Concord authors;
- Conservation and natural resources;
- Small art and local museums; and
- Specialty farms.

A preliminary list of interpretive attractions that are publicly accessible and offer public programming is included in Appendix D1. While much of the heritage tourism activity is centered within the Concord and Lexington vicinity most towns, have active historical societies with interpretive exhibits and offer interpretive and educational programming.

The Revolutionary War

Interpretation of the events associated with Concord and Lexington on April 19, 1775, is well developed. Minute Man National Historical Park is a principal attraction. Other attractions including Lexington Green and historic house museums such as the Hancock-Clarke House, Buckman Tavern, Munroe Tavern, The Old Manse, and Concord Museum also attract wide audiences.



Minute Man National Historical Park preserves approximately 1,000 acres of land associated with the events at Concord and Lexington as well as The Wayside, home to authors.

The park features two visitor centers, historic sites, witness houses, and Battle Road Trail, which extends the length of the roughly five-mile-long park and includes four miles along the preserved Battle Road.

While the grounds of Minute Man National Park are open from sunrise to sunset throughout the year, interpretive programs are offered seasonally, from April 1 through November 30. The Minute Man Visitor Center on North Great Road closes for the winter and the North Bridge Visitor Center closes for January and February.

A recently established Battle Road Scenic Byway Committee is working to coordinate the interpretive experience along the byway corridor in Concord, Lexington, Lincoln, and Arlington.

Authors

Key sites associated with Concord's renowned authors intertwine with those of the Revolutionary War. Attractions include five house museums (four in Concord and one at Fruitlands Museum in Harvard) where various authors lived, as well as Walden Pond, made famous by Henry Thoreau.

Walden Pond and Sleepy Hollow Cemetery, where a number of key authors are buried are pilgrimage sites for many national and international visitors.

A guided trolley tour in Lexington and bike tours and step-on guides in Concord add to the region's interpretive offerings.

Above, Orchard House (circa 1690-1720), Concord, MA, historic home of the extraordinary Alcott family, where Louisa May Alcott wrote and set Little Women.

Opposite page, Buckman Tavern (ca. 1690) in Lexington, MA, is one of many sites associated with the Battles of Lexington and Concord. This is where the town's militia first gathered to await word that the British had left Boston in force to seize and destroy military supplies in Concord. Restored in the 1920s by the Lexington Historical Society and operated as a museum, it was named a National Historic Landmark in 1961. Major restoration was completed in 2014 with support from Community Preservation Act funds.

(Photos on opposite page by Patrice Todisco.)



*Barn and walking path (below)
at Massachusetts Audubon's
Drumlin Farm, Lincoln, MA.*

(Photo above by Patrice Todisco.)

Conservation and Natural Resources

Interpretive programming related to conservation and natural resources is undertaken at a number of venues throughout the heritage area. Drumlin Farm, Fruitlands Museum, Walden Woods Project, Nashua River Watershed Association and Beaver Brook Nature Center are a few of the many private nonprofit venues with interpretive programming. A number of federal and state sites offer a range of programming as well as recreational opportunities.

Three National Wildlife Refuges, 7,697 acres in size and part of the Eastern Massachusetts National Wildlife Refuge complex, are located within portions of twelve Massachusetts towns within the heritage area (see map, page 107). Attractions for birders, walkers, and wildlife enthusiasts, they also feature seasonal visitor centers at the Assabet River and Oxbow facilities.

The Massachusetts Department of Conservation and Recreation manages the 3,000-acre Mount Wachusett State Reservation and the 335-acre Walden Pond State Reservation surrounded by the 2,680-acre Walden Woods. Open seasonally, each includes a visitor center with interpretive information. A new visitor center under construction at Walden Pond will provide enhanced interpretation, connecting to sites of significance to Thoreau enthusiasts.

The region is home to an extensive system of hiking, biking, and walking trails (see Appendix I), each with varying degrees of existing interpretation. Regionally recognized trails include the two-state Nashua River Rail Trail, a twelve-mile rail trail linking Ayer to Nashua; the 200-mile Bay Circuit Trail extending through thirty-four towns in eastern Massachusetts; the ten-mile Minuteman Bikeway linking Bedford to





Cambridge through Arlington; and the Bruce Freeman Trail, just over six miles including Weston but ultimately to link Sudbury, Concord, Acton and Carlisle to Lowell along the twenty-five mile route of the Old New Haven Railroad Framingham & Lowell line.

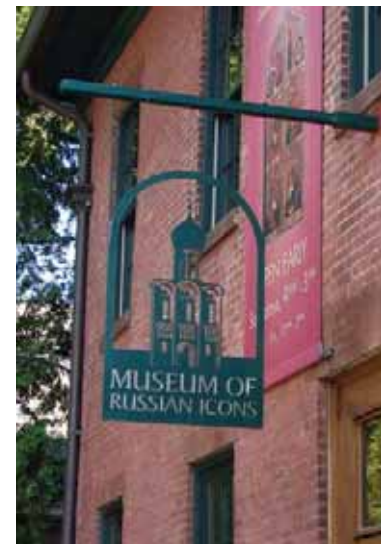
Specialty Farms and Agriculture

The central and western portions of Freedom's Way promote publicly accessible farm venues as principal attractions along with outdoor recreational experiences.

Freedom's Way has a number of specialty farms that feature farm stands and pick-your-own opportunities (see Appendix D2). A particular concentration is located along the southern stretch of the heritage area from Lincoln to Sterling. The Massachusetts Department of Agricultural Resources assists by promoting farms, farm markets, and agricultural production throughout the state. Regional farms are a significant visitor attraction throughout the year, particularly in the fall. Some interpretation and educational experiences are included at these venues, but they could be greatly increased and enhanced.

Small Art and Local Museums

The region includes a number of high-quality museums and galleries (see Appendix D1). These include the DeCordova Museum (Lincoln), Tufts University Gallery (Medford), Cyrus E. Dallin Art Museum (Arlington), Museum of Russian Icons (Clinton), Fruitlands (Harvard), Scottish Rite Masonic Museum & Library (Lexington), Concord Museum (Concord), and Fitchburg Art Museum (Fitchburg).



Museum of Russian Icons, Clinton, MA.



Other Sites

Freedom's Way includes many publicly accessible sites, such as historic villages, parks, conservation lands, trails, and waterways. Some of these places have self-guided interpretation, but many do not. Interpretation of public places, especially historic villages and trails, offers an opportunity to greatly expand story-telling within the region.

A preliminary summary of the existing context for interpretation and education is included in Appendix C.

The heritage area's mission, discussed in Chapter 1, pledges to connect people, places and communities of the heritage area through preservation, conservation and educational initiatives to protect and promote shared resources and encourage residents and visitors to explore its landscape, history and culture.

The heritage area's vision emphasizes the inspiration of the region's historical and intellectual traditions supporting concepts of freedom, democracy, conservation and social justice to create strong communities and a regional identity.

Interpretation is key to fulfilling this objective.

2.1.3 Interpretive Themes

This plan builds upon the four interpretive themes established in the 1997 feasibility study prepared for the Association and the Massachusetts Department of Environmental Management (now the MA Department of Conservation and Recreation) by ICON Architecture, Inc. Informed by the conceptual framework developed by the National Park Service through its interpretive theme primer, the themes have been updated and revised to "provide a broad, conceptual framework" for the heritage area's interpretation and "to accommodate and respond to a range of stories, perspectives, ongoing scholarship, evolving needs, attitudes of contemporary society, and changing political situations." (NPS Interpretive Theme Primer, updated 06/01/2014)

The revised themes provide a fresh approach to interpreting the heritage area's natural and cultural history, building upon previous concepts and recommendations. The physical resources of the region defined how the land was settled while the social history includes the growth of democratic institutions, Native and African-American influences, the immigration experience and the impact of urbanization. The cultural and intellectual history explores the significant literary, philosophical and religious figures and movements nurtured within the heritage area.

Theme One: A Mosaic of Subtle Beauty

An intricate network of rivers, wetlands, lakes, kettle ponds, meadows, forests, drumlins, eskers, and monadnocks combined with climate to determine how land was used, inspiring conservation of natural and scenic resources and providing economic and recreational opportunities.

Theme one is about how the land and its physical and geographical attributes determined how the region was settled and developed throughout time. While the land has changed with the imprint of



Fellsmere Pond at the center of a twenty-five-acre park is an integral part of the Malden municipal park system. Once a reservoir of the Boston Rubber Shoe Company, it is linked to the Boston metropolitan park system by Fellsway East. Within the park is an extensive system of stone and concrete footpaths, also used as bicycle paths. Although the city of Malden claims ownership, jurisdiction falls to the Metropolitan District Commission.

The original design of the park is an example of the landscape architecture of Frederick Law Olmsted, Sr., who practiced at the end of the nineteenth century. Most of the architectural features of the park are more recent, however. They include a 1935 Works Progress Administration project, a 1956 fountain in the pond (pictured), and several new bridges, drains, lighting fixtures, benches, and retaining walls (photo, opposite page) added in a restoration completed in 1981.

(Photos by Patrice Todisco.)

settlement, it is the region's natural features, including the landforms and rivers, that most clearly define how and where it was settled and how and why it has both inspired and been preserved by consecutive generations.

Concepts and ideas for Theme One include, but are not limited to:

- An explanation and illustration of how landforms define the character of the region and created an environment propitious for human settlement.
- An illustration of how patterns of development were based upon natural features and landforms.
- A description of how the region is shaped by rivers, river valleys and wetlands that support a range of microclimates and environmental



Visitors to Mount Wachusett enjoy the view on a clear day.

(Photo by Patrice Todisco.)

conditions unique to this place supporting a range of plant and animal ecosystems preserved in the region's national wildlife areas and conservation land.

- An exploration of Native American attitudes and beliefs about the land and its spiritual and social value as contrasted with those practiced by European settlers.
- A depiction of how differing attitudes towards land ownership led to disagreements between Native Americans and European settlers resulting in, among other outcomes, King Phillip's War.
- A description of how natural resources shaped how people used the land for habitation, cultivation, manufactures and industries.
- A description of how natural resources (bricks, clay, wood, slate) developed into industries.
- An overview of how agricultural uses impacted soil quality leading to farm abandonment and the growth of second stage forests.
- A history of how attitudes towards the physical land changed and continue to change over time.
- A description of how Native American routes followed the landscape and waterways within the region serving as a precursor to its current transportation network.
- An exploration of the impact of the land on successive generations who were inspired to conserve and preserve its resources, from Shirley's Benton MacKaye (co-founder of the Wilderness Society, founder of the Appalachian Trail and creator of the term "urban sprawl") to Marion Stoddart, founder of the Nashua River Watershed Association.
- A depiction of attitudes towards the value of natural resources and their importance to a regional system of natural and cultural resources as evidenced in the preservation of the Middlesex Fells by Charles Eliot and Sylvester Baxter, an area favored for timber, granite quarrying, ice industry, and its water power, preserved as the "people's forest."

Theme Two: Inventing the New England Community

Early settlers established regionally interdependent inland communities distinct from Boston with democratic governments, institutions, town centers, transportation networks, industries and agricultural practices reinforcing the region's identity and sense of place.

The interplay of nature and settlement within the heritage area led to the creation of something entirely new, a landscape that was shaped by settlement patterns that become characteristically "New England" in form. Venerated by subsequent generations of writers, historians and scholars the New England landscape, of which Freedom's Way provides a remarkably intact example, was defined by concepts of the common good, man's triumph over and eventual reliance upon nature and the manner through which land was managed to support communal enterprise.

Concepts and ideas for Theme Two include, but are not limited to:

- Describe the town center’s role as the fundamental organizing unit of the community in terms of land use, governance, and social organization and show how this remains a hallmark of the region today.
- Trace how the “New England” Town was something new – an important reinvention of the English village plan and reflective of new institutions.
- Show how English settlers’ ideals of communal interdependence, covenanted church and town belonging is reflected in the land and structures: commons, meeting houses, graveyards, stone-walled pounds, etc.
- Explain how key institutions – governmental buildings, meeting houses, inns and taverns and commercial buildings – were sited alongside early settlers’ houses in patterns that remain typical of the New England landscape.
- Describe how early settlers incorporated some Native American farming methods and crops while replicating the English farming practices of their village of origin.
- Reveal how today’s agricultural landscape evolved from multi-crop and early town husbandry of the 1600 and 1700s and market agriculture of the mid-1800s.
- Detail how small agricultural farming communities developed connections to each other and other parts of the country through husbandry techniques.
- Describe how cottage industries begun by self-reliant, independent entrepreneurs expanded to larger scale industrial production leading to the growth of such interior towns as Gardner, Fitchburg, Nashua, and Clinton that had the natural resources necessary to support such endeavors.
- Describe how stone walls mark strong notions about private property ownership in tension with the communal ideal, and how they delineate the mixed use agriculture (tillage, pasture, meadow, woodlot, orchard) of the region’s pre-industrial farmers.



The Graniteville Historic District in Westford, MA, illustrates one idea for Theme Two, how cottage industries begun by self-reliant, independent entrepreneurs expanded to larger scale industrial production leading to the growth of interior towns that had the natural resources necessary to support such endeavors. Rivers are a critical topic in both Themes One and Two.

(Photos by Patrice Todisco.)

Theme Three: Revolutionary Ideas: Visionaries and Experimenters

Since before the founding of the nation, people within Freedom’s Way Heritage Area have been at the forefront of social, intellectual and cultural innovation; inspired by religious and philosophical convictions, democratic principles, a drive for self-improvement and rapid industrialization they created new ideas about relationships to both society and the natural world.

Theme three is about ideas, social, intellectual and cultural, that emanated within the region that shaped new ways of thinking about the rights of



Built in 1770 for patriot minister William Emerson, The Old Manse, a National Historic Landmark, illustrates Theme Three. It became the center of Concord's political, literary, and social revolutions over the course of the next century. In the mid-nineteenth century, such leading Transcendentalists as Bronson Alcott, Henry David Thoreau, and Margaret Fuller discussed the issues of the day here, with the Hawthorne and Ripley families.

A handsome Georgian clapboard building, The Old Manse sits near the banks of the Concord River among rolling fields edged by centuries-old stone walls and graced by an orchard. From upstairs, the North Bridge is visible, where the famous battle of April 19, 1775, took place.

Ralph Waldo Emerson and Nathaniel Hawthorne both called the Manse home for a time – and each found inspiration here. Emerson would draft his famous essay “Nature” from an upstairs room, and Hawthorne would write a tribute to the homestead called Mosses from an Old Manse. Hawthorne and his wife, Sophia, started their married life here, and poems they wrote to each other are etched on the Manse's window panes. The heirloom vegetable garden, which has been recreated today, was originally planted by Henry David Thoreau in honor of the Hawthornes' wedding.

(Photo by Patrice Todisco; text courtesy Trustees of Reservations.)



individuals as well as the individual's role within society and their relationship to the natural world. Because history does not stop at the arbitrary demarcation line drawn by the heritage area's border and people were remarkably mobile and connected throughout the region many of these ideas, including those connected to the American Revolutionary War, are linked to a larger geographic area. It is the pattern of settlement and the routes that these early revolutionary ideas and actions traveled within the heritage area that reinforced the eventual outcome and location of the events of April 1775.

An independent spirit fostered social and political reforms and attracted a community of creative individuals within the heritage area who reinforced and built upon the ideas underpinning the American Revolution, broadening them to apply to all regardless of race, gender or religious belief. Inspired by the genius of the place, it is within the region that the Transcendental movement found a home and flourished, providing a conceptual framework for the conservation of the natural world and the rights of humans to live freely within it that continues to resonate throughout the world.

Concepts and ideas for Theme Three include, but are not limited to:

- A discussion of how the belief in local self governance shaped the communities within the heritage area and how threats from Great Britain to that concept shaped events leading up to, and following, the American Revolution.
- A depiction of how Puritan tenants translated to American ideals (self-governance, community responsibility, education, belief in moral excellence and a focus on hard work and thrift).
- A description of the routes that Minutemen took from surrounding communities to travel to Concord and Lexington to fight in the Revolutionary War, linking them to settlement patterns and stories intertwined with individual political beliefs.
- A description of how the desire to remember events and individuals connected to the American Revolution inspired memorialization and



The Old South Burying Ground (1739) in Bolton, MA, includes the graves of many who fought in the Revolutionary War.

romanticism leading to the preservation and interpretation of historic sites throughout the heritage areas as well as the establishment of Minute Man National Historical Park in Concord, Lexington and Lincoln.

- An exploration of the spiritual beliefs of the Transcendentalists, including the concept of self-reliance, and its impact on social and literary beliefs, regionally and nationally.
- A description of how Ralph Waldo Emerson’s essay, Nature, influenced the birth of the Transcendental movement.
- An overview of the life and work of Henry David Thoreau including impacts on literature, culture and the concept of social justice, both regionally and internationally.
- An exploration of how ideas, promoted by the Transcendentalists, influenced the development of educational and religious institutions in the heritage area and beyond.
- A presentation of the stories of early historic religious settlements within the region, including the Shaker Villages established in Harvard and Shirley in the first half of the nineteenth century and the Millerites in Groton in the 1840’s, linking them to broader concepts of religious experimentation within the heritage area.
- An exploration of the successes and failures of Transcendentalist living experiments, including at Fruitlands in Harvard and Walden Pond in Concord and Lincoln
- A discussion of the role that women played during the Revolutionary War including their ability to adapt to not using British goods.
- A narrative of the story of the women, including Margaret Fuller and Lucy Stone who advocated for and pursued an “enlightened democracy” and “civic equality” on behalf of women and African Americans.
- An exploration of the stories of slavery (people, activism, legislation) in New England and the region contrasting the history of such families, such as the Royalls of Medford who owned slaves,





The Wayside in Concord, MA, which began life as a Colonial “saltbox” home in 1717, is now cared for by the National Park Service as part of the Minute Man National Historical Park. The young Louisa May Alcott and her family lived here in the nineteenth century, beginning the remodeling process that led to today’s eclectic structure; the Allcotts welcomed escapees as part of the Underground Railroad. Nathaniel Hawthorne and his family also lived here, as did Margaret Sidney, author of The Five Little Peppers and other children’s literature. Sidney’s daughter successfully campaigned to have the house named a National Historic Landmark in 1963.

to the history of indentured and freed slaves who were active in the anti-slavery movement.

- An exploration of the “Village Enlightenment” of the early nineteenth century, with its outpouring of reform and improvement societies that ordered and beautified village landscapes, attacked perceived vice and injustice, and promoted learning and self-improvement.

An interpretive matrix is provided at the conclusion of the chapter detailing themes, concepts, and ideas and a preliminary overview of potential stories.

2.1.4 Desired Outcomes for Interpretation and Education

This plan intends that within five years the heritage area will support a multi-dimensional interpretive program that engages residents and visitors alike. In collaboration with its many partners, it will discover, curate, and share the region’s stories. It will engage new audiences in the pursuit of life-long learning experiences that elevate and empower stewardship and an appreciation of the region’s natural, cultural, and historic resources. To achieve this outcome the heritage area’s interpretive themes will amplify the organization’s mission and goals to:

- Inspire generations of life-long learners through innovative educational and interpretive initiatives that connect stories – past and present – to residents and national and international visitors
- Foster pride and a culture of stewardship to preserve the natural, historic and cultural resources of the heritage area as a legacy for future generations.



Visitors to the Shaker Village historic district in Harvard, MA, will find an interpretive sign offering both history and wayfinding to aid walkers to the Holy Hill Conservation Area, an archeological site.

- Engage and collaborate with organizations, interests and individuals to shape a shared regional vision as a living link across landscapes, history and time.
- Promote sustainable communities throughout the heritage area that reinforce and foster awareness of its character, memories, traditions and sense of place.

The heritage area will achieve this vision by:

- Providing opportunities for partners to work collaboratively with a spirit of entrepreneurialism;
- Engaging new audiences;
- Curating resources; and
- Developing and maintaining communication tools that are vibrant, interactive, and relevant to a diverse audience.

2.1.5 Potential Audiences for Interpretation

Different audiences have different needs, capabilities, and expectations. In planning the heritage area's interpretive presentation, it is important to be aware of the variety of audiences to be engaged, to account for differences in needs and expectations as programs are developed.

Guiding principles for interpretation (outlined further below) encourage planning for different types of experiences appropriate to different audiences – young, old, active, passive, seeking the experience, or merely passing through. While the heritage area is committed to further study regarding audience outreach in general the following audiences are among those known already to be important to the heritage area's presentation.

Residents

Engaging residents leads to increased awareness and appreciation of the region's nature, history, and significance. Residents form the core of Freedom's Way citizen-led history and science initiatives and provide

Revolutionary War enthusiasts find much to enjoy in the Minute Man National Historical Park.

(Photo by Patrice Todisco.)



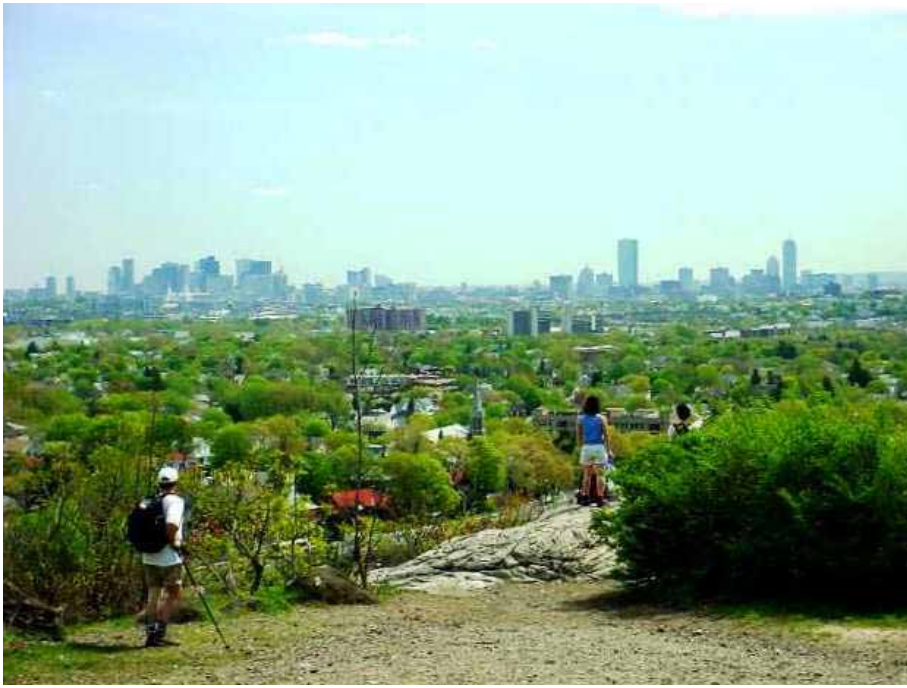
meaningful links to local collections and stories. A great deal of the interpretation implemented as part of Freedom's Way will be undertaken by local partners interpreting their own communities, sites, and landscapes, promoted as opportunities for residents to explore attractions they have not yet visited.

Residents are a challenging audience to develop. They have not necessarily learned that this is a region that expresses important truths as a whole about the places in which they live. They may know a little history about their town, and they are likely aware of such basic stories as Paul Revere's ride and Thoreau's experiment at Walden Pond. They may have favorite trails, farms or parks to visit. They are less likely, however, to understand they live in a region rich in historical significance that is local, national and international in scope with value to a broad range of interpretation and engagement.

A goal of the plan is to develop opportunities for residents within the heritage area, regardless of geography, age, income or ethnicity to find their place within the stories and themes, providing a framework for interpretive experiences relevant to each.

Youth

A primary goal of the heritage area is to engage young people using 21st century technologies as a forum for communication and outreach to build



View of the Boston skyline from Pine Hill, Medford, MA, in the 2,575-acre Middlesex Fells Reservation. The reservation was one of the earliest properties acquired to protect scenic and natural lands in metropolitan Boston. Within the reservation is the 203-acre Virginia Wood, the first gift made to the world's first land trust, The Trustees of Reservations, founded in 1891. Below, hikers in the Middlesex Fells enjoy the Skyline Trail, also in Medford.

(Photos by Jack Boudreau, courtesy the Boston Chapter of the Appalachian Mountain Club.)

appreciation and future support for historic and natural resources. School programming, recreational opportunities, experiential and interdisciplinary learning, living history, and the use of technology will be key to engaging young audiences, including underserved populations whose histories are now emerging.

Heritage Visitors

Tourists who have the leisure to make planned visits to nationally and internationally significant historic and scenic places are an audience to be cultivated within Freedom's Way. Sites in Concord and Lexington attract both national and international visitors to the region while seasonal events such as fall foliage tours attract local visitors to the region. Chapter 5 addresses cultural heritage tourism in detail.

Revolutionary War Enthusiasts

Revolutionary War enthusiasts are one of the heritage area's natural audiences drawn to Minute Man National Historical Park, the Concord Museum, Lexington, and other Revolutionary War interpretive sites within the region. With a desire to experience authentic places, Revolutionary War enthusiasts are natural audiences for and expanded interpretive experience beyond Concord and Lexington to other historic villages and their rich and engaging Revolutionary War stories.

Conservationists

As home of the Transcendentalists and a national center for conservation activity, the heritage area attracts conservationists who wish to see the places Emerson, Thoreau, and others made famous and to experience the region's conserved landscapes, especially Walden Pond. Highlighting the many ways in which conservation has been a part of the region's story is central to the heritage area's thematic presentation.

Concord is an international destination because it is a site for theories of civil disobedience and non-violent social protest both during the





Literary pilgrims to Freedom's Way often find their way to Sleepy Hollow Cemetery in Concord, MA, where leading literary lights of the nineteenth century are buried. (Second from top is Emerson, third is Thoreau.)
 (Photos by Patrice Todisco.)

Revolutionary War and through the practices and writings of the Transcendentalists.

Literary Pilgrims

The region contains the homes of noted authors and many of these are preserved and interpreted as house museums. In addition people want to experience the landscapes that inspired literature and wish to link those stories to historical and geographical context.

As an example a literary tour of Concord includes The Orchard House, home of Louisa May Alcott from 1858 to 1877 where she wrote *Little Women*, The Ralph Waldo Emerson House, The Wayside, The Old Manse, Walden Pond, Sleepy Hollow Cemetery, The Concord Bookshop and The Concord Free Library.

Recreational Users

Closely associated with the conservation audience are the many types of recreational users throughout Freedom's Way. Hikers, bikers, runners, paddlers – recreational users are natural constituents who have a close association with and experience of the landscape. Interpretation can help enhance their experience and build support for landscape initiatives.

2.2 INTERPRETIVE FRAMEWORK

The interpretive plan for Freedom's Way uses the heritage area's themes to embrace and support existing interpretation and interpretive sites while presenting them as a coordinated regional endeavor that can be experienced heritage area-wide.

Projects and initiatives stemming from this interpretive plan will build a unifying area wide identity, creating a sense of place that is recognizable to people of all ages and backgrounds, affording them an opportunity to be engaged in and be engaged by the heritage area's stories.

2.2.1 Heritage Area-wide Orientation and Context

Freedom's Way Heritage Association has a responsibility to organize and present the overall interpretive context for the heritage area, orienting residents and visitors and connecting them with opportunities for exploration. The Association provides a framework through which the existing interpretive approaches and services of partners may be shared and coordinated and new interpretive experiences developed.

Regardless of the medium through which they are offered, interpretive initiatives ought to provoke and motivate both residents and visitors, enabling these audiences to relate to stories and seek connections. Furthermore, these initiatives should build a unifying identity for the entire region and link its many places to the heritage area's unique and continuing history.

The heritage area's communication strategy, discussed in Chapter 3, Communications and Collaboration, includes an overview of the interconnected platforms through which Freedom's Way will provide interpretive experiences through social media. These include use of social media and a continually evolving web platform that provides orientation



and context to the region as well as an opportunity for interpretive experiences to be shared by partner organizations to participate.

However important, the website is not a substitute for user experiences and must thus be considered within a wider range of interpretive tools. These may include publications, exhibits, and kiosks within communities and at partnering sites, plus the creative development and use of mobile software applications (“apps”) and other digital technology that makes it easy for audiences to explore physically the landscapes, communities, and sites of the heritage area.

The heritage area will explore how it will integrate physical collateral such as a large format, fold-out map of the landscape that can be used for both interpretation and orientation with other more nimble, communication products that can link to on-line technologies that are easily updated. It must identify the audiences to which interpretive collateral is intended and the format most suitable to their needs.

Recreational opportunities provide an opportunity for a family of supporting publications and media with information and interpretive content. Maps and interpretive publications for specific resources within the heritage area, including historic villages, industrial communities and scenic roadways may be developed in association with interpretive and revitalization initiatives.

ACTION: Provide heritage area orientation information and context for the heritage area using a variety of media, introducing heritage area themes, linking to partners and the landscape, and encouraging residents and visitors to explore the region.

Timeframe and Responsibility: Ongoing action of the Freedom’s Way Heritage Association.

Longfellow’s Wayside Inn (not to be confused with The Wayside, pictured page 34) is the centerpiece of the Wayside Inn Historic District in Sudbury, MA. It is the oldest operating inn along one of the nation’s oldest commissioned roads, the Boston Post Road. Longfellow made it the gathering place for the characters in his 1863 book Tales of a Wayside Inn. Because of the poet’s immense popularity, readers, poets, and artists would seek out the colonial landmark for decades to come.

Henry Ford purchased it for the establishment of a living history museum in 1923, an interest that predates the development of Ford’s Greenfield Village; John D. Rockefeller consulted Ford on restoration at Colonial Williamsburg, VA.

Until 1960, the inn was operated by the Henry Ford Museum; today, a nonprofit board continues the tradition of this widely beloved site. The district was designated a Local Historic District in 1967, a Massachusetts Historic Landmark in 1970, and a National Register District in 1973. The Inn will celebrate its 300th birthday in 2016.

(Photo during record-breaking snowfall in the winter of 2015 by Patrice Todisco; text courtesy the Board of Trustees of Longfellow’s Wayside Inn.)

2.2.2 Wayfinding and Signage

Among the requirements of the Freedom's Way enabling legislation is pursuing the role of ensuring that signs identifying public access and sites of interest are posted throughout the heritage area. Freedom's Way fulfills this role by assisting and supporting partners in implementing wayfinding and site identification signage as identified by need and by the expressed interest of partners.

To develop an effective signage and way finding program, Freedom's Way must first update its graphic identity as detailed in Chapter 3. Once this has occurred a long-term strategy for wayfinding can be developed for the heritage area that includes interpretive and directional signage with a goal of creating a legible environment that reinforces the recognition of individual places as well as the larger area. The signs will work as part of a larger, more comprehensive wayfinding program that provides orientation and assists in navigation using both signs and other means of guiding visitors – maps, digital information, etc.

The heritage area will support the installation of wayfinding signage along specified tourism and recreational routes supporting and integrating ongoing multi-community programs and initiatives such as the Battle Road Scenic Byway in Concord, Lexington, Lincoln, and Arlington, the Johnny Appleseed Trail spanning Route 2, and the twelve-mile Nashua River Rail Trail between Ayer, MA and Nashua, NH.

Freedom's Way will work with partners and communities to identify new driving, bicycling and walking routes that would benefit from wayfinding signage exploring both low-impact and green approaches.

ACTION: Work with partners to identify the need for wayfinding and site identification signage with a goal of developing a comprehensive planning strategy for the development and implementation of such a program. Incorporate wayfinding and site identification signage into grant and other implementation programs for partners supported by the heritage area.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association.

2.2.3 Supporting Existing Interpretive Attractions

As a partnership endeavor, Freedom's Way supports the missions and programming of existing interpretive attractions within the heritage area and will work with its partners to determine their place within the heritage area's thematic framework.

The Freedom's Way Heritage Association will consult with existing attractions, as well as new endeavors, to determine how the heritage area can support individual needs and activities, integrating programs and projects within the heritage area's thematic presentation to develop partnerships through which support may be provided in accordance with the availability of resources. The heritage area will use programmatic agreements as a means of developing roles and mutual support between sites and the heritage area as a whole.



Public access facility on the Nashua River Rail Trail in Ayer, MA; this major regional trail stretches to Nashua, NH. Freedom's Way will assist and support partners in implementing wayfinding and site identification signage, especially along specified tourism and recreational routes integrating ongoing multi-community programs and initiatives.

(Photo credit: "Nashua River Rail Trail, Ayer MA" by John Phelan. Licensed under Creative Commons.)

In addition to promoting existing attractions, Freedom's Way will help coordinate attractions through such means as identification and promotion of tours, itineraries, and thematic linkages. The heritage area and attractions will explore possibilities for joint programming and other initiatives.

In addition to promoting and working with individual sites, Freedom's Way will support emerging byway initiatives including the Battle Road Scenic Byway that links a number of interpretive sites addressing key heritage area themes within Concord, Lexington, Lincoln and Arlington and the emerging Nashua River Wild and Scenic River that links eight Freedom's Way communities.

ACTION: Support the missions and programming of existing interpretive attractions. Collaborate with attractions in identifying needs, seeking resources, and organizing support. Feature attractions within the heritage area-wide presentation. Use programmatic agreements where appropriate to identify roles and commitments and mutual support.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and existing interpretive attractions.

Regional Attractions

Regional attractions play an important role as places where residents and visitors may be introduced to the heritage area-wide presentation and in particular deserve attention in the first phase of implementing the plan as they often already provide visitor services that can support the heritage area's thematic presentation and serve as centers from which stories can be connected to surrounding communities, landscapes and sites.

As outlined earlier in this chapter and further discussed in Chapter 3, Communications and Collaboration, Freedom's Way Heritage Association is responsible for orienting residents and visitors and connecting them

The Assabet River National Wildlife Refuge in Sudbury, MA (right) and Fruitlands (photos on opposite page) are regional attractions in the Freedom's Way National Heritage Area. Fruitlands includes local American Indian heritage in its interpretive exhibits.



with opportunities for exploration. In partnership with the Association, regional attractions are places where orientation and context for heritage area themes and stories may be provided and where information on opportunities to explore may be obtained. As the focus for free exploration of the heritage area, local communities, sites, and partners share their own stories within this context.

There are many existing interpretive attractions within the heritage area. The following are examples of some of the regional attractions within the heritage area. Other attractions, listed in Appendix D1, are features within the Freedom's Way heritage area-wide interpretive presentation.

- **Minute Man National Historical Park** is the principal attraction within Freedom's Way, interpreting the Revolutionary War events at Concord and Lexington, which are a touchstone for the heritage area. An outstanding site for interpretation as well as recreation, Minute Man has a special relationship with Freedom's Way as the local representative of the National Park Service, which manages the National Heritage Area program. In addition to providing program support where appropriate, Freedom's Way can work with the National Park Service to help increase resources devoted to Minute Man, which have been dramatically reduced in recent years.
- **The Walden Pond State Reservation** in Concord is part of the Massachusetts Forests and Parks System. A National Historic Landmark, Walden Pond was home to Henry David Thoreau from 1845 to 1847 and his experience there inspired the 1854 book *Walden*. Walden Pond is considered the birthplace of the American conservation movement.
- **Great Meadows, Assabet River, and Oxbow National Wildlife Refuges** combine to include 7,697 acres within the heritage area comprised of forest, wetlands, vernal pools, ponds, and rivers. Popular as sites for wildlife viewing, nature study, and birding, they are part of the Eastern Massachusetts Wildlife Refuge.



- **Mount Wachusett State Reservation** located in Princeton, contains 3,000 acres of alpine meadows, ponds, streams, fields, and forests including the largest known area of old growth forest east of the Connecticut River in Massachusetts. The mountain is part of an extensive greenway area, including Leominster State Forest, Massachusetts Audubon's Wachusett Meadow Wildlife Sanctuary, and Minns Wildlife Sanctuary, and offers seventeen miles of hiking and walking trails.
- Located overlooking the Nashua River within a magnificent landscape, **Fruitlands Museum** interprets a range of significant themes and resources for the heritage area including stories of American Indians, natural resources, utopian society, agriculture, American art, and the Shakers.

ACTION: Focus on encouraging regional attractions to develop themselves as places where residents and visitors may be introduced to the heritage area-wide presentation through orientation; the introduction of themes, stories, and interpretive context; and information on opportunities to explore.

Timeframe and Responsibility: Short and mid-term action of the Freedom's Way Heritage Association and regional attractions.



Handsome wayfinding markers bring to life the words of Thoreau on Brister's Hill, part of Walden Woods, a 2,680 acre ecological unit located in the Massachusetts towns of Concord and Lincoln. An important source of fuel wood in the nineteenth century, it was studied and beloved by Thoreau throughout his life. The poor soil of Walden Woods was unsuitable for farming and kept it one of the few local areas not clear cut by the 1850s. Today, approximately 77 percent of Walden Woods is protected by nonprofits such as the Walden Woods Project, and through state, town, and private ownership, although development threats persist.

(Text courtesy the Walden Woods Project.)



- **Middlesex Fells Reservation** was established in 1894, the beginning of the great statewide park system in Massachusetts. Its 2,575 acres are among the earliest properties acquired to protect scenic and natural lands in metropolitan Boston. Within the reservation is the 203-acre Virginia Wood, the first gift made to the world's first land trust, The Trustees of Reservations (originally known as The Trustees of Public Reservations).
- **Drumlin Farm** in Massachusetts and **Beaver Brook Nature Center** in New Hampshire are two of the heritage area's key agricultural and natural resource interpretive attractions. Freedom's Way can promote each site and encourage their use as natural resource hubs, connecting to a wide range of federal, state, and local natural resource landscapes.

2.2.4 Partnership Media and Exhibit Program

Freedom's Way will work to strengthen interpretation throughout the heritage area by encouraging local partners to implement interpretive presentations within their communities that create new interpretive products and experiences. These will expand opportunities for heritage tourism within the region and raise awareness about the value of community landscapes, sites, and resources as part of the heritage area wide interpretive program.

To facilitate a coordinated, heritage area-wide presentation, Freedom's Way will establish a family of exhibit carriers and graphic formats for partners use. The family of exhibit carriers and formats will feature the heritage area's graphic identity and reinforce the National Park Service standards for simplicity, economy and compatibility.

The presentation can be used as part of an interpretive program through which local partners may develop and install interpretive exhibits on their sites that build upon the Freedom's Way identity and themes and utilize the heritage area graphic/brand system. Participating sites will be included in heritage area-wide orientation and interpretive materials and promotion.





ACTION: Develop a family of graphic formats and associated interpretive framework using the Freedom’s Way graphic identity and brand for use by partners in a heritage area-wide interpretive presentation.

Timeframe and Responsibility: Short-term action of the Freedom’s Way Heritage Association.

ACTION: Develop supporting formats in a variety of media using the Freedom’s Way identity, including maps, brochures, guides, apps, and other forms of technology, to support local interpretation.

Timeframe and Responsibility: Short-term action of the Freedom’s Way Heritage Association.

ACTION: Create a program and process through which partners can develop and install interpretive exhibits or other forms of interpretive media at their sites using heritage area formats and be promoted as part of the Freedom’s Way presentation. Operate the program as an ongoing initiative managed by Association staff to be implemented over time, adding interpretive experiences in accordance with the interest and initiative of partners and the availability of resources.

Timeframe and Responsibility: Mid-term action of the Freedom’s Way Heritage Association and regional and local interpretive partners.

Diorama exhibits such as this one of the Battle of Lexington on view at the Lexington Visitor Center are considered an art form in and of themselves. The building at upper right is the Buckman Tavern (see page 24).

Historical Societies

Historical societies have long played an important role in commemorating local history across the Freedom's Way National Heritage Area.

(Pictured: Historical society headquarters in Winchendon, MA, right; and Groton, MA, opposite page.)

Virtually every city and town in Freedom's Way enjoys the efforts of historical societies working to preserve documents, objects, and stories. A number house impressive collections in historic buildings.

Local historical societies are critical to developing a complete region-wide interpretive presentation; many have participated in Freedom's Way programs, with many more joining during the Hidden Treasures Weekend program developed during the management planning process.

Both states also have highly respected statewide historical societies, the Massachusetts Historical Society (established 1791 and the nation's oldest) and the New Hampshire Historical Society (1823). Following is a list of local historical societies found in the Freedom's Way National Heritage Area.

Massachusetts

Acton Historical Society
Arlington Historical Society
Ashburnham Historical Society
Ashby Historical Society

(Continued on page 47)



The heritage area's primary themes will be used to organize and provide context for local presentations, with the local stories of communities and partnering sites illustrating aspects of the relevant themes. Over time, a rich variety of local historic, natural, and cultural sites will be interpreted, largely through local initiative, and become an important part of the Freedom's Way interpretive presentation.

In addition to exhibits, the heritage area will support local interpretation with apps, maps, publications, and electronic media formats that could be used to either enhance or be a substitute for on-site exhibits particularly for sites where on-site exhibits are not desired.

The Freedom's Way interpretive formats will be available for use by a wide range of partners and will establish criteria that allows for the integration with partner formats.

2.2.5 Town, Village, and Community Presentation

Towns are the principal organizing structure for governance and social organization within Freedom's Way, and are also central to the region's historical development and landscape. Many of the heritage area's themes can be conveyed through the lens of town history and town places.

Freedom's Way will encourage partners within towns to organize town-wide interpretive presentations as part of the heritage area-wide initiative. Local partnering organizations will be encouraged to lead development and implementation of the local presentation in accordance with Association guidelines and with support from Association staff and the Association's Interpretation, Education, and Curatorship Committee.

The Association will assist partners in the development and implementation of interpretive planning that might include the following (suggested guidelines for preparation of community interpretive plans are included in Appendix E):

- The historical development and significance of their community;
- How it relates to heritage area themes;



- Heritage area and local themes they wish to convey;
- Local subjects and stories that best convey their history and illustrate their themes;
- Places within the community where interpretation can be offered;
- How proposed interpretive sites might be physically linked; and
- The most appropriate media for identified sites and for the overall presentation.

The Association will assist town-based partners in development and implementation of their vision. It is anticipated that local community presentations will use the Freedom's Way exhibit program. Matching grants and technical assistance may be offered to support development and implementation depending upon the availability of resources. Town, village, and community presentations will be featured in heritage area-wide orientation and promotional materials. Suggestions for thematic linkages in the following section may provide ways to set priorities in reaching out to communities and considering proposals for community assistance.

ACTION: Establish a program to assist towns, villages, and other community centers in planning and implementing community-wide interpretive presentations driven by the interest and initiative of partners and the availability of resources.

Timeframe and Responsibility: Mid-term and long-term action of the Freedom's Way Heritage Association and interested community partners.

(Continued from page 46)

Ayer Historical Society
 Bedford Historical Society
 Bolton Historical Society
 Boxborough Historical Society
 Carlisle Historical Society
 Clinton Historical Society
 Dunstable Historical Society
 Fitchburg Historical Society
 Groton Historical Society
 Harvard Historical Society
 Lancaster Historical Society
 Leominster Historical Society
 Lexington Historical Society
 Lincoln Historical Society
 Littleton Historical Society
 Lunenburg Historical Society
 Malden Historical Society
 Maynard Historical Society
 Medford Historical Society
 Pepperell Historical Society
 Princeton Historical Society
 Shirley Historical Society
 Sterling Historical Society
 Stow Historical Society
 Sudbury Historical Society
 Townsend Historical Society
 Westford Museum and Historical Society
 Westminster Historical Society
 Winchendon Historical Society
 Woburn Historical Society

New Hampshire

Amherst Historical Society
 Brookline Historical Society
 Hollis Historical Society
 Mason Historical Society
 Milford Historical Society
 Nashua Historical Society
 New Ipswich Historical Society



2.2.6 Thematic Tours, Routes, and Linkages

As a component of the heritage area-wide presentation, Freedom's Way will work with interested partners to organize and implement thematic interpretive presentations of significance to the heritage area, local communities and sites that will include tours that link communities and sites. These may be thematic or featured scenic routes.

Cooperative thematic presentations will coordinate and link sites that interpret similar topics, subjects, or themes. Examples might include:

- **Paths of the Patriots** – Specifically related to the events of April 1775, build upon the Paths of the Patriots program to feature interpretive presentations connecting historic villages and publicly accessible sites along historic routes traveled by local militia to Concord, Lexington, and the Battle Road Corridor. Identify driving routes, install exhibits at publicly accessible sites, prepare supporting materials, and coordinate with Minute Man National Historical Park and attractions along the Battle Road Scenic Byway.

A Paths of the Patriots thematic presentation has the potential to be a primary interpretive initiative involving many partners, spreading the April 19th story across the entire heritage area. Local partners will tell their own stories about the lead up to, response to, and consequences of the events of April 19th. The events of Concord and Lexington, engaging many Freedom's Way themes, could be a defining initiative.

- **Historic Villages** – Interpret the historic seventeenth and eighteenth century village centers of Freedom's Way in a coordinated presentation and format. Link the villages across the landscape with recommended driving routes. Ask local partners to take the lead in preparing community interpretive plans for their villages, highlighting seventeenth and eighteenth century history and landscape development. Identify common themes and topics and demonstrate how and why villages are similar or different. Coordinate with a Patriot's Path if appropriate.



Congregational Church, Mason, NH.

(Photos this page by Patrice Todisco.)



The seven historic seventeenth and eighteenth century village centers of Freedom's Way's New Hampshire communities, plus the City of Nashua, are well placed to cooperate in creating a day's itinerary of historic villages and scenic New Hampshire countryside. (Pictured, Amherst and Mason, opposite page; and Milford (left) and Hollis, below.)

- **Industrial Development** – Develop a thematic interpretive initiative focused upon the heritage area's mill towns/cities and their development in the nineteenth and twentieth centuries. Ask interested local partners to research their industrial stories and reveal the decisions and innovations of inventors, owners and workers. Explore the interrelationship of market economies, farms, factories, and technologies and celebrate the changing immigrant stories and traditions that endure. Use the initiative to support local economic revitalization, featuring mill towns and cities as regional service centers with restaurants, shops, and visitor services.
- **Harvest Home** – Work with local farms, agricultural sites, regional conference and visitor bureaus, and the Massachusetts Department of Agricultural Resources to develop a themed presentation for agricultural attractions and community-owned farms within Freedom's Way. Interpret the history and traditions of agriculture in Freedom's Way over time as well as agriculture today identifying scenic driving routes and linkages. Include local farm stands, markets and restaurants that feature local foods.
- **In Thoreau's Footsteps** – Continue and further develop ongoing programming and events associated with Thoreau and the sites and communities he visited. Support local partners in developing and implementing expanded region-wide interpretation. Connect new and existing Thoreau interpretive sites through trail development, driving routes, brochures, collaborative events and online information. Adapt or expand the initiative to include all of the Transcendentalists and literary figures within the region.
- **Shaker/Religious Heritage** – Several important sites and attractions within Freedom's Way relate to the story of the Shakers, including the privately owned sites within the historic Shaker community in Harvard and the historic Shaker house at Fruitlands Museum. Create a themed tour of Shaker sites telling their stories about their beliefs in gender equality, determinism and liberty as well as their contributions to music,



Monument Square Market and Hollis Social Library in Hollis, NH.

The Patriot, by Bruce Papitto, 2000 – the plaque on this bronze sculpture, commissioned by the Bedford, MA, Cultural Council, states that it “celebrates our heritage through art. The Patriot carries the Bedford Flag, the oldest existing flag in our nation. The flag was created in the early 1700s, about seventy-five years before the American Revolution.”



business arts and architecture. Use Fruitlands as an interpretive hub to link participant sites by roles and experiences in accordance with its interests and capabilities. Develop supporting publications and online information establishing context and outlining the presentation.

- **Freedom’s Way Birding Trail** – Oxbow National Wildlife Area and Bolton Flats are premier Central Massachusetts birding locations during periods of springtime high water, identified as Watchable Wildlife sites of national significance. Using them as starting points, unify and connect birding sites throughout the heritage area, creating a cohesive trail network in support of the region’s identity as a premier destination for nature tourism.

ACTION: Work with interested partners in developing themed interpretive presentations linking sites interpreting common subjects, topics, and themes. Identify self-guiding tours and driving routes that can serve as linkages between communities and sites.

Timeframe and Responsibility: Short-term and long-term action of the Freedom’s Way Heritage Association and interested partners.

2.2.7 Recreational Interpretive Experiences

Conservation lands, trails, back roads, and rivers within Freedom’s Way provide opportunities for a rich array of recreational experiences including hiking, biking, paddling, bird watching and skiing. Recreational experiences are an ideal mechanism to engage residents and visitors with the landscape and rich natural resources of the heritage area. Adding interpretation can enhance their experience and raise their awareness in support of conservation and cultural landscape preservation.

Freedom’s Way contains a comprehensive, interconnected trail network. Many are widely promoted, actively used by residents, and considered important community assets. In addition to regional trails, formal and informal hiking trails have been created on publicly accessible conservation lands in many communities.

The Montachusett Regional Trails Coalition has worked with local communities and partners, including Freedom's Way, to identify, map, and promote trails within its region. This coalition of citizen activists has developed a program of trail walks integrating interpretation with recreation that has been wildly successful during the past year.

The Nashua and Concord Rivers have been the focus for water trail paddling experiences for many years and back roads within Freedom's Way are popular routes for cyclists beyond the use as components of designated regional trails. Private sector biking and paddling businesses, clubs, and nonprofit organizations are active within the heritage area to help organize, service, and promote recreational experiences.

Freedom's Way will engage with regional and local partners to develop a recreational infrastructure – such as trailheads with interpretive information or a guide to a regional birding trail combining information about many existing sites – and provide opportunities to merge natural and cultural landscape interpretation with recreational experiences. These can be organized and coordinated as themed interpretive opportunities utilizing the Freedom's Way exhibit and touring programs as described above.

Freedom's Way will especially focus on working with cycling clubs, businesses, and community partners to identify and interpret biking routes that link communities and sites and create destinations and experiences for cyclists. Routes and trail networks can be identified on a Freedom's Way recreational and interpretive map as well as online and through apps.

The heritage area will also collaborate with paddling businesses and nonprofit conservation organizations to create comprehensive coordinated interpretation of river trails to enhance exploration of the Nashua, Sudbury, Assabet, and Concord Rivers.

ACTION: Work with interested partners to develop and interpret recreational experiences throughout the heritage area. Feature hiking trails, bicycling routes, and river paddling that engage residents with the landscape. Use on-site, online, and published interpretive media to tell the story of each landscape traversed and relate landscapes to heritage area themes and context. Prioritize initiatives based upon the interest and commitment of partners and the availability of resources.

Timeframe and Responsibility: Mid-term and long-term action of the Freedom's Way Heritage Association and interested partners.

2.2.8 Public Art

Public art is an important medium through which community sites may be enhanced and interpretation may be offered. Historically, monuments, sculpture, plaques, historical objects, and natural objects such as rocks have been a traditional means of commemorating places and events. Increasingly communities are creating art on commons, sidewalks, on farms, in parks and along trails to transform landscapes and invite people to enjoy what is nearby. Fitchburg, MA and Nashua NH add art to city

The historical society of Westminster, MA, plans to more than double its available square footage with a move to this 1912 former high school.

Programs and Events Offered by Freedom's Way

Recent and current programming includes:

Paths of the Patriots – an intensive research initiative led by prominent historians and supported by volunteer partners in participating towns that researches and records the untold stories of ordinary citizens in the years preceding and following the Revolutionary War;

Strollin' and Rollin' – citizen-led tours of towns and groups of towns within the heritage area highlighting significant cultural and historical landscapes;

Hidden Treasures Weekend – an intergenerational series of free public programs developed by community partners highlighting unknown stories about people, places and artifacts with their community;



streets, bridges, and parks. Artists come together annually in Acton, MA, and Brookline, NH, to create art and share the process with the public.

Freedom's Way should encourage the use of public art as an interpretive medium in communities and at sites. Public art should be incorporated into community preservation plans whenever possible. Local artists should be engaged to create works for their communities. Local arts and cultural organizations should be included in collaborative efforts to interpret local communities and sites.

ACTION: Include public art in interpretive presentations in communities throughout Freedom's Way. Encourage local partners preparing interpretive presentations within the heritage area program to involve local arts and cultural organizations and artists to participate in their initiatives.

Timeframe and Responsibility: Mid-term and long-term action of the Freedom's Way Heritage Association and interested partners.

2.3 EDUCATION

New England has been long known for its dedication to and support for scholarship and education. Communally funded schools were integral to the region's early communities, in support of the Puritan beliefs that every individual should be able to read and understand the Bible; only an educated populace was considered capable of self governance.

Over time, educational beliefs within the heritage area evolved to include attitudes and ideas linking education to social issues and through Transcendentalist ideology the right to choose what one wants to study as one sees fit. Lyceums provided (and continue to provide) opportunities for continued self-improvement as well as a forum for debate.

As the home of the Transcendentalists, the heritage area is where the seeds for the environmental movement and non-violent change were sown,



Mount Wachusett Community College, main campus in Gardner, MA.

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influencing social movements and thinkers from Gandhi and Martin Luther King Jr. to such contemporary visionary leaders as Aung Sang Suu Kyi and the Dalai Lama. With such heritage the region is well suited to provide life-long learning opportunities through which global citizens can be nurtured and inspired to build a just society through engagement with the region’s natural and cultural resources.

Developing creative ways to connect with youth within the heritage area, particularly those in under-served communities, is a priority and will be achieved through multiple strategies, including but not limited to school curricula. History, culture, the environment, civics, and the world of ideas are educational subjects well suited to Freedom’s Way and its principal themes.

The educational program within Freedom’s Way will coordinate with the programs currently offered by regional and local partners, seeking to strengthen, expand, and add to their offerings. It will look to connect with the rich history of education in the region as a creative endeavor reaching out to alternative as well as traditional forums for intellectual exchange, acknowledging the multiplicity of programs offered for life-long learning at libraries, community centers and through the home school network.

Educational programs organized directly by Freedom’s Way Heritage Association staff, often in association with partners, will be considered including research that promotes and expands new ways of communicating ideas and resources to a wide audience. .

2.3.1 Educational Approach: Lifelong Learning

The heritage area will work to realize the goals of the U.S. Department of State’s Declaration of Learning’s 21st century mission “to bring the collective resources of both government and non-government agencies together to create tools for students, educators and learners of all ages that will better equip the next generation of leaders.” To do so it will develop innovative programs and initiatives with cross-generational appeal.

In Thoreau’s Footsteps – living history encounters and public programs highlighting the impact of Henry David Thoreau on the communities within both the heritage area and international community in preparation for the centennial of his birth in 2017;

Farms, Fields and Forests: Stories From the Land – designed to record and preserve the region’s agricultural heritage and vanishing farms;

The Story of Nahum – dramatic readings and multi-media performances tracing and sharing the story of an African American family and the community in which they lived;

Connecting Communities Along Our Trails – a series of monthly community-led walks introducing the region’s rich legacy of conservation properties to new audiences, in partnership with the Montachusett Regional Trails Coalition; and

Technical assistance workshops, author presentations, and other events and programs with a variety of local and regional partners.

Guiding Principles – Interpretation and Education

The following principles will guide interpretation and education within the heritage area:

Significance and

Meaning: Examine each story for its significance, for a key message to be conveyed. Communicate this significance or message to audiences in ways that connect to individual life experiences.

Shared Human

Experience: Provide interpretive experiences that allow audiences to make connections with their personal stories and experiences expressing universal concepts such as love, loss, uncertainty, and success.

Authenticity of Place: Use Freedom's Way's natural and cultural landscape as the vehicle through which stories are told, relating stories to real places and tangible features to evoke a sense of place. Use the region's physical features – landforms, vegetation, rivers, roads, buildings, and other resources – to reveal the stories.

Experiential Learning: Emphasize communication that is multi-dimensional and interactive, tied to real things and authentic places.

Depth of Information: Create interpretive content that is succinct and well written, emphasizing key

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Like many of its partners, the heritage area embraces the concept of life-long learning, engaging people of every age and every interest whenever possible. However, the heritage area places a particular emphasis upon reaching young people. The high quality on-site and in-school programs currently offered by the region's leading attractions provide an outstanding opportunity through which additional young people and their parents may be engaged.

In prioritizing its support, Freedom's Way emphasizes place-based experiential learning, using local sites within communities as educational venues and laboratories for learning – getting residents and young people out into the landscape, learning about the places in which they live, and connecting real places with classroom lessons.

The Association will explore a number of creative ways in which to do this looking at various methodologies for engaging individuals in learning about and sharing information about the heritage area.

Freedom's Way brings a cultural perspective to learning. It can demonstrate the balance and competing influences of natural and man-made forces, shaping ways to think about the landscape today and providing opportunities for people to think about and appreciate cultural landscapes.

2.3.2 Heritage Area Programs and Events Offered by Freedom's Way

Freedom's Way Heritage Association has been organizing educational programs and events for a number of years, even before the designation of Freedom's Way National Heritage Area. Successful programs have been further developed and expanded during the management planning process. (See sidebar starting on page 52.)

Programs have been developed in collaboration with regional partners, including the Massachusetts Historical Society and American Antiquarian Society (Paths of the Patriots), Nashua River Watershed Association (Farms, Fields and Forests: Stories from the Land), and Montachusett Regional Trails Coalition (Connecting Communities Along Our Trails). Local partners have been collaborators in the Association's programming, whether in hosting a venue (In Thoreau's Footsteps) or serving as citizen historians and facilitators (Hidden Treasures Weekend and Paths of the Patriots).

Freedom's Way will continue to offer, develop, and expand lectures, workshops, author's discussions, tours, and other educational programming at locations throughout the heritage area in collaboration with local and regional partners.

ACTION: Continue to develop and present a variety of Freedom's Way educational programs and workshops for diverse audiences in collaboration with local and regional partners.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association with local and regional partners.



The “learning garden” at Mass Audubon’s Drumlin Farm in Lincoln, MA. Drumlin Farm offers both on-site and off-site programming for many school groups.

(Photo by Patrice Todisco.)

2.3.3 Heritage Area Programs Offered by Partners

There is a wide range of organizations within Freedom’s Way that offer educational programming for the general public. These include town historical societies, town recreation committees, cultural arts organizations, land trusts, trail groups, local historic sites, local farms, local libraries, private museums, lyceums, and other local clubs and societies. Many of these organizations partner with Freedom’s Way and offer or host educational programs related to the heritage area’s themes including lectures, talks, workshops, and trail walks.

Regional organizations that offer programming include conservation entities, state parks, National Wildlife Refuges, regional historical attractions, river associations, nature groups, and others.

Larger interpretive attractions and other organizations, including conservation groups and Minute Man National Historical Park, offer programs oriented to schools and school students. These include on-site programming where students travel to the historic or natural resource venue to meet with professional interpreters and educators. They also include in-school programming where educators from the sites go to the schools to provide place-based teaching.

Freedom’s Way will continue to encourage and support the general programming of local and regional partners within the scope and framework of the National Heritage Area. Partners’ programs will be

ACTION: Create a program and process through which partners can identify relationships between their programs and heritage area themes and engage with the heritage area to promote their programs and events.

Timeframe and Responsibility: Ongoing action of local and regional partners with support from the Freedom’s Way Heritage Association and regional visitor bureaus.

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messages, context, and connections. Develop information and guidance for exploring subjects in greater detail to encourage those who are interested in independent exploration.

Accuracy: Develop research methodologies that are accurate using primary source material if possible. Clearly differentiate between those that are legends, lore, or derive from oral tradition.

Quality: Develop interpretive experiences that meet the highest standards of quality in terms of design, orientation to resource, storytelling, physical installation, accessibility, and visitor experience. Create guidelines, review processes, and technical

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Re-enactors in Minute Man National Historical Park recreate Paul Revere's ride through Lincoln, MA, and a Revolutionary War encampment of Minutemen in Townsend, MA.

(Photos courtesy National Park Service, left; and Townsend Historical Society, right.)



included in and promoted through heritage area communications, calendars, social media, and other forms of outreach.

Association staff and regional visitor bureaus will work closely together in gathering, publicizing, and promoting information on partners' educational programs and events. The heritage area will serve as a clearing house and

central source through which those interested in programs and events related to the heritage area themes and mission may hear about and obtain information on programming throughout the region.

Guiding Principles – Interpretation and Education

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assistance to maintain quality standards.

Context and Connections:

Relate stories to heritage area themes while linking stories and sites from individual communities to each other.

Variety of Experiences:

Develop interpretive approaches that engage the interests and capabilities of different age groups and orientations. Offer varied levels of activity, timeframes, and levels of required concentration providing interpretive experiences that are accessible to all.

Points of View: Present stories from multiple

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2.3.4 Living History Engagement

Although one of the most difficult media to do well, living history is a particularly effective way to engage audiences and provide meaningful educational experiences. Regional historical attractions within the heritage area, including Minute Man National Historical Park, have ongoing relationships with living history interpreters and groups and provide venues in which to present.

Freedom's Way partners should consider how best to develop and enhance living history programs that engage residents, students, and visitors with personalities associated with the heritage area's history through multiple mediums that include but go beyond on-site experiences. They should

ACTION: Collaborate with regional attractions in engaging living history interpreters and providing creative mechanisms through which to share their stories including through the participation in local and regional programming and events and off-site on-line opportunities.

Timeframe and Responsibility: Ongoing action of regional partners and the Freedom's Way Heritage Association.



consider portraying a range of historic personages providing differing points of view that offer themed programming through a wide range of venues.

2.3.5 Local Programs and Events

Freedom's Way Heritage Association staff and regional partners will continue to encourage, support, and provide assistance to local partners for programs and events where possible. Developing regional programmatic initiatives that connect communities within the heritage area, such as Hidden Treasures Weekend, is key to building a shared identity for the region. These will be a priority of the Association and will be integrated into its technical and funding initiatives including advice and support for organizational development, operations, management and promotion. Assistance might be offered in a variety of ways, including:

- Facilitating collaboration between partners;
- Offering interesting venues for partner's programs;
- Organizing the participation of lecturers, interpreters, or educators;
- Providing or coordinating technical assistance;
- Advising on best practices;

ACTION: Organize a program through which local organizations can be engaged and supported and local educational programming can be encouraged, expanded, and enhanced in accordance with available resources.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and regional partners.

(Continued from page 56)

perspectives in their thematic and historical context. Encourage audiences to test their assumptions while drawing conclusions from each story.

Opportunities for Exploration: Present themes and stories in ways that encourage audiences to explore communities throughout the heritage area by drawing interpretive connections, developing tempting leads, and providing information and resources that stimulate interest.

Opportunities to Engagement and Support: Share the heritage area's mission, vision and goals and offer opportunities for audiences to engage in activities and initiatives at both the local and regional levels.

The many programs at the Beaver Brook Nature Center, a regional interpretive attraction in Hollis, NH, include opportunities for schoolchildren.

(Photo courtesy Beaver Brook Association, Inc.)



- Providing small grants;
- Identifying sources of funding and program support;
- Supporting local organizations in applications for support;

Freedom's Way staff and regional partners will consult with local partners on ways through which local organizations can be supported and local programming can be encouraged, expanded, and enhanced.

2.4 WORKING WITH YOUTH

2.4.1 School Systems

School districts in Massachusetts and New Hampshire are organized by town and are an example of the importance of towns and local governance within the heritage area. Some towns with smaller populations partner with adjacent towns to create a single district, sometimes entirely and sometimes just for the upper grades. Schools have strong local affiliation with their communities.

At the state level, the Massachusetts Department of Elementary and Secondary Education and New Hampshire Department of Education provide guidance and support to local school districts. They also develop and implement state educational standards as required under state law. Both states have adopted curriculum frameworks and clear goals for student learning that guide educators in what students should know and be able to demonstrate at particular grade levels by providing clear goals for student learning. Both states also participate in the national, state-led Common Core State Standards Initiative, the purpose of which is to establish a single set of clear educational expectations for English language arts/literacy and mathematics that states can share and



Boy Scout Troop 264 of Mason, NH, in 2010 celebrated official completion of a nature trail in the Florence Roberts Forest, a protected area named for a long-time member of the town's conservation committee. Eagle Scout Service Projects included laying out and cutting the trail (Chris Elliott), building two benches on the trail as well as four others around the town (Robert Guiry), and Life Scout Dan McGuire's kiosk (pictured at left). McGuire also added interpretive signage along the trail. The highly active troop has also cleaned Mason Brook (photo below) and built trail bridges.

voluntarily adopt. A similar program is underway for science, known as the Next Generation Science Standards (NGSS), published in April of 2013.

The two content areas associated with state curriculum frameworks most pertinent to Freedom's Way are history/social studies and science (including natural history and the environment). Both Massachusetts and New Hampshire have adopted curriculum frameworks for these two content areas dated to 2006, and adaptations that align to the common core standards have recently been made. Massachusetts expects to move the science standards forward to a public adoption process during the 2015 -2016 school year. New Hampshire approved "Nationally Aligned K-12 Science Competency Statements" in May of 2014 that were based in part on the NGSS.

Educational and interpretive sites within Freedom's Way that serve school students have developed their programming to directly support state curriculum frameworks directly to make sure that their programs are as useful to teachers as possible. Some provide additional instructional materials that teachers can use to coordinate classroom instruction with field activities. Programs can be customized to meet the particular needs of school districts, schools, and teachers. These programs are important in making the sites as relevant as possible to the needs of students, teachers, and the educational community.

2.4.2 School Programming by Partners

Educational programming for schools is a means through which Freedom's Way reaches out to engage young people. High-quality educational programs are offered to schools by several of the heritage area's leading regional partners. Freedom's Way embraces and supports this programming and works to strengthen, enhance and expand it, reaching more students, more parents, and more communities.



(Photo upper left courtesy The Mason NH Gazette: cutting the ribbon is Bob LaRochelle, Chairman of Mason's Conservation Committee; with, from left to right, State Senator Peggy Gilmour (with grandson), Dan McGuire, Liz Fletcher, Bob Dillberger, Barbara Devore, Cub Scout Mike McGuire, and Robert Guiry.). Photo of scouts cleaning up Mason Brook in 2006 is by Joe McGuire.)



“Menotomy Indian Hunter” (1911) by Cyrus E. Dallin, Robbins Park, Arlington, MA.

(Photo by Daderot in Wikipedia, license CC BY-SA 3.0 via Wikimedia Commons.)

School programming is directly related to Freedom’s Way interpretive themes and helps convey the heritage area’s principal message about identity, landscape, and sense of place. Practically all of the partners’ school programming is place-based and experiential, using real places and hands-on activities to teach curriculum content. Existing programs have been designed to relate to state curriculum frameworks and may be adapted and customized to the particular needs of teachers, schools, and school districts.

Supporting, expanding, and enhancing educational programming for schools is a priority for Freedom’s Way.

2.4.3 On-Site Programming for School Groups

School groups are frequent and important visitors to attractions within Freedom’s Way. Professional educators and interpreters at these attractions provide high-quality programming that engages students with their sites. Programs feature place-based and experiential learning. Attractions support their on-site educational programming with lesson plans and follow-up activities that teachers can use in the classroom. Programming can be adapted to the particular needs and interests of each student group.

Historical attractions, such as Minute Man National Historical Park, Fruitlands Museum, and the Concord Museum, and natural resource attractions and organizations, such as Drumlin Farm, Beaver Brook Nature Center, and the Nashua River Watershed Association, offer high quality place-based educational programming to engage students within Freedom’s Way.

Programming tends to be limited by the school calendar to portions of the fall and spring months, at which times sites can be overwhelmed with requests. Many school districts find it difficult to afford program, support, and transportation costs in these times of tight budgets, particularly less affluent school districts whose students would benefit from the experience most. Attractions find that students of all income groups and locations within the heritage area benefit from on-site programming; they are alarmed at the degree to which even affluent suburban students do not interact with their landscapes.

Freedom’s Way supports on-site educational programming for school students offered by the heritage area’s regional attractions. The heritage area should convene a working group of organizations and attractions providing on-site programming to review and assess the range of existing programming, its geographical reach to school districts within the heritage area, how programming might be coordinated, gaps in programming, and ways in which programming can be expanded and enhanced. Individual attractions should outline ways in which their own programming might best be supported. Heritage area support might take the form of:

- Coordinated outreach to teachers, schools, and school districts;
- Assistance and support in better adapting potential on-site educational programming to the needs and interests of teachers, schools, and school districts;



- Small grants to school districts to fund transportation costs related to field trips;
- Staff support by developing a corps of qualified paid or volunteer educators who could be made available to attractions to assist with programming for school groups;
- Technical assistance to attractions and organizations for on-site educational programming;
- Assistance and support in planning, resource development, and implementation of site enhancements to provide adequate facilities for on-site educational programming;
- Program grants to individual organizations and attractions for enhancement and expansion of on-site educational programming; and
- A coordinated development and fund raising initiative focused on on-site educational programming.

ACTION: Develop a coordinated approach to supporting, expanding, and enhancing on-site educational programming for school students at historical and natural resource sites and attractions.

Timeframe and Responsibility: Mid-term action of regional partners and the Freedom's Way Heritage Association.

The Cyrus E. Dallin Art Museum in Arlington, MA, is housed in the historic Jefferson Cutter House (ca. 1830) beside a preserved section of the old rail line that made Arlington a desirable place for wealthy residents as early as 1870. (Ten miles of the railroad's original alignment are now the Minuteman Bikeway – see page 3.)

Regarded as one of the most important sculptors in American art, Dallin was born in 1861 in Springville, UT. His sculpting and artistic talent was recognized at an early age, and he was sent to Boston at 19 to study. Among his most beloved works are his monuments of American Indians, which changed the face of public art in America. The Cutter House also serves as a visitor center and as offices for the Chamber of Commerce.

Art museums offer many interpretive and educational opportunities in the Freedom's Way National Heritage Area. The deCordova Museum in Lincoln, MA, offers "Touch Tours" of its Sculpture Park from April through November. These tactile tours, led by specially trained guides, are designed for groups with low or no vision and other multisensory learners. The museum also has a special "early learners" program for preschool and kindergarten groups.



2.4.4 In-School Programming in Freedom's Way

In addition to on-site programming, in-school programming is an important way through which students may be engaged within Freedom's Way. In-school programming differs from on-site programming at attractions and should not be confused with 'traveling trunk' programs where attractions come to schools to tell their own site-related stories. While on-site programming tends to feature existing stories and interpretation at an attraction, in-school programming is directly related to school curriculum and lesson plans and brings educators specializing in certain topics into classrooms to help teachers teach those topics.

Within Freedom's Way, in-school programming is presently offered primarily for science and natural resource related topics, not for cultural and history related topics. Within the Nashua River watershed, the Nashua River Watershed Association offers a Scientist-in-Residence program. Within the Sudbury, Assabet, and Concord River (SuAsCo) watershed, Drumlin Farm offers a similar River School program.

Common to both programs, qualified educators join teachers in the classroom to teach specialized subjects directly related to curriculum and class lesson plans. Lessons are science based, experiential, and hands-on. In addition to classroom work, students are taken out into the local landscape for field work and place-based learning. Local community sites are used, helping students relate to landscapes they are familiar with and experience textbook lessons in real places through hands-on activities. Some outdoor, place-based learning can be conducted right on the school grounds. Students are encouraged to experience locally and think regionally, using the watershed as a way to connect landscapes, communities, and ecosystems.

In-school programming provides the opportunity to connect young people with the landscape in ways that are real and meaningful. Lessons are real, have school and community support, and are noticed by parents. The



The Fitchburg Art Museum has been the Massachusetts community's regional treasure since 1925. According to Wikipedia, "In 2012, FAM began its rotating contemporary New England artist exhibition program, thus connecting the strength of its historical collections with contemporary art practices. Each rotating, contemporary exhibition is accompanied by an interactive educational exhibit in the Learning Lounge, where visitors young and old can learn about what they are seeing in the galleries and better understand their own reactions to the exhibits." The museum is also working on becoming New England's first fully bilingual English/Spanish museum.

complications of day-long field trips are avoided. Learning is more closely related to curriculum needs.

Through the emphasis on place-based learning, in-school programming directly addresses the heritage area mission and goals. Its support, enhancement, and expansion to school districts throughout the heritage area, should be a consideration for Freedom's Way considered as a larger component of creative programmatic initiatives designed for school partners.

The heritage area should convene a working group of regional partners, educators, and school district representatives to outline recommendations for development of a long-term, ongoing heritage area-wide in-school program. Support might be offered in a variety of ways, including:

- Coordinated outreach to teachers, schools, and school districts;
- Direct yearly program grants to regional partners conducting in-school programming;
- Matching grants to school districts as an incentive to participate in in-school programming;
- Grants to financially disadvantaged schools, such as those in urban and rural communities, to assist them in participating;

ACTION: Develop a coordinated approach to assessing, supporting, expanding, and enhancing in-school educational programming that includes place-based and experiential learning in local communities.

Timeframe and Responsibility: Mid-term and long-term action of regional partners and the Freedom's Way Heritage Association.

Historic New England's Codman Estate in Lincoln, MA, displays layers of history created by five generations of the Codman family. In the 1790s, John Codman carried out extensive improvements to the original Georgian house and surrounding grounds. Sixty years later, his grandson updated the house in keeping with Victorian taste and filled the house with the finest New York furnishings. The grounds feature a hidden turn-of-the-century Italian garden (pictured) with perennial beds, statuary, and a reflecting pool filled with water lilies.

(Caption courtesy Historic New England; photo by Patrice Todisco.)



- Encouraging existing in-school lessons on place-based science, natural resource, and ecological topics to include cultural aspects, impacts, and perspectives, including local civic action;
- Connecting existing programs and schools with local community and regional partners who can enhance science, natural resource, and ecological content with cultural and historical content; and
- Expanding the range of subjects and areas of learning available for in-school and local place-based programming to include history, civics, culture, and other curriculum-related subjects involving heritage area themes.

2.4.5 Teacher Network, Training and Engagement

Several regional organizations and attractions within Freedom's Way involved in educational programming also feature teacher training workshops and professional development. As with school programming in general, workshops are closely aligned with state curriculum frameworks and focus on the subject areas history/social studies and science, which includes natural history and the environment.

Freedom's Way should collaborate with partners in supporting, coordinating, enhancing, and expanding existing teacher training programs. Workshops may be conducted on weekends, over school breaks, and during the summer and may be authorized to issue continuing education credits. Participants should be publicly recognized within their school districts and communities. Workshops should always be interesting, practical, and fun.

Building on these programs, Freedom's Way has a unique opportunity to cultivate a community of teachers, or teacher network, in which participating teachers collaborate with and learn from one another while participating in a variety of programs and activities connecting to the themes and mission of the heritage area. Working with regional

attractions, the heritage area could develop a database of teachers interested in such interaction; communicate with them on a regular basis; and offer them opportunities for interaction, engagement, and support.

In the short term, Freedom’s Way might share materials from current programs such as Paths of the Patriots and In Thoreau’s Footsteps with teachers and discuss creative ways in which materials might be used. The heritage area could expand its educational partnership with Minute Man National Historical Park in recruiting teachers to attend ongoing teacher training workshops and conferences.

The heritage area might consider expanding the summer institute currently offered in partnership with Minute Man National Historical Park to provide professional development around Freedom’s Way’s themes and subjects. It might also expand its partnership with the Massachusetts Historical Society and the American Antiquarian Society. An online discussion forum could be created in relation to the institute for year round interaction of teachers. An online repository of information, guidelines, lesson plans, and support materials related to themes might be created for teachers as noted in the discussion of curriculum above.

ACTION: Support existing teacher training and development programs offered by regional partners. Coordinate, enhance, and expand the programming to create a heritage area-wide teacher network and professional development initiative.

Timeframe and Responsibility: Mid-term and long-term action of regional partners and the Freedom’s Way Heritage Association.

2.4.6 Curriculum Frameworks

School districts in Massachusetts and New Hampshire adhere to the requirements of state curriculum frameworks that have been adopted to guide and provide standards for learning in grades K through 12. Both states have also voluntarily adapted their curriculum frameworks in accordance with the nationally recognized Common Core Standards. Educational programming offered by Freedom’s Way partners has been designed to support teachers, schools, and school districts in addressing state curriculum.

History, culture, the environment, civics, and the world of ideas are educational subjects well suited to Freedom’s Way and its principal themes. The two content areas associated with state curriculum frameworks related to these subjects are history/social studies and science (which includes natural history and the environment). Programming, instruction, lesson plans, support materials, and related activities developed by partners for school programming must meet the grade level guidelines outlined for these subjects.

ACTION: Consider state curriculum frameworks in developing educational programming for students.

Timeframe and Responsibility: Ongoing action of regional partners and the Freedom’s Way Heritage Association.

Legislative Mandate

The heritage area’s enabling legislation and its mission, vision, and goals, inform the approach to interpretation and education and the important role they play in the heritage area’s initiatives.

The heritage area’s legislation (Public Law 111-11, Section 8006 – see Appendix A) specifically cites interpretation in several sections including (1) the role of the coordinating entity, (2) the requirements of the management plan, (3) criteria for approval of the management plan, and (4) the duties and authorities of the Secretary of the Interior.

In its opening paragraphs on purposes, the legislation cites preserving special historic identity and interpreting resources for the educational and inspirational benefit of future generations (a.2 & a.3). It also notes the general purpose of increasing public awareness of and appreciation for the heritage area’s natural, historic, and cultural resources (d.1.B.iv). These purposes can be accomplished in large part through interpretive and educational programming.

With respect to the duties of the coordinating entity, Freedom’s Way Heritage Association, Inc., the legislation specifically cites establishing and maintaining interpretive exhibits and programs (d.1.B.ii) and ensuring that signs identifying points of public access and sites of interest are posted throughout the heritage area (d.1.B.vi).

The legislation states that the management plan should include an interpretive plan

(Continued on page 66)

Regional partners and the Freedom's Way Heritage Association should consult and collaborate together in coordinating how their various programs address state curriculum frameworks and the Common Core Standards. Historical partners should work with natural resource partners in preparing coordinated guidelines and lesson plans that relate cultural and natural themes and topics.

The heritage area should develop guidelines and an approach to state Curriculum Standards used by local partners with their local school districts. Heritage area partners should use the guidelines routinely as a tool in the development of new programming for residents, students, and young people throughout the heritage area.

Legislative Mandate

(Continued from page 65)

for the heritage area (e.2.E) and that the interpretive plan should coordinate the plans of partners (e.2.C). It requires that the management plan include a description of actions and commitments that partners plan to take to interpret the natural, historic, scenic, and cultural resources (e.2.E). Chapter 2 is the interpretive plan for Freedom's Way, and the plans and programs of partners are central to its approach.

The heritage area's mission, also discussed in Chapter 1, pledges to connect people, places and communities of the heritage area through preservation, conservation and educational initiatives to protect and promote shared resources and encourage residents and visitors to explore its landscape, history and culture. The heritage area's vision emphasizes the inspiration of the region's historical and intellectual traditions supporting concepts of freedom, democracy, conservation and social justice to create strong communities and a regional identity. It is only through collaboration that the heritage area's mission and vision will be realized. To that end, interpretation and education are key.

2.4.7 Student Internships

Community colleges are important regional institutions that connect closely to residents and local communities. Three community colleges serve the communities of Freedom's Way. Mount Wachusett Community College has campuses in Gardner, Leominster, and Devens serving the central and western portions of the heritage area; Middlesex Community College has campuses in Bedford and Lowell serving eastern communities; and Nashua Community College has its campus in Nashua serving communities in New Hampshire.

Freedom's Way has collaborated with Mount Wachusett in educational initiatives previously. One way that collaboration between the colleges and the heritage area could be strengthened is through an internship program in which specific college programs place students to work with organizations within the heritage area in accordance with their area of study.

Regional interpretive attractions where student interns might work closely with professional interpreters and educators would be of particular interest. Opportunities might be available for guided research and natural resource field work with several leading nonprofit organizations. Administrative work and special projects for attractions or nonprofit organizations might be of interest as well, including students studying business and nonprofit management.

Freedom's Way should consult with regional partners and community college programs and administrators to determine the best way through which an internship program might be organized and implemented to the benefit of students and partnering organizations.

ACTION: Develop a student internship program through the regional community colleges that engages students in work with regional interpretive attractions and nonprofit organizations.

Timeframe and Responsibility: Mid-term and long-term action of regional community colleges in association with regional partners and the Freedom's Way Heritage.

2.5 ENCOURAGING RESEARCH

The history of Freedom's Way communities has been well researched over many years by both professional and avocational historians. Local



Large and well-appointed historical societies and museums are found in many communities across Freedom's Way, including the Concord Museum in Concord, MA. This fine small historical museum mounts frequent temporary exhibitions along with its large permanent exhibitions. It is considered a regional attraction, part of the experience of visiting Concord and Lexington.

(Photo by Patrice Todisco.)

historical societies have been the centers of much of the research undertaken at the local level and are repositories of detailed historical information about communities that is available in no other place. Historical societies are found in most towns within the heritage area and function at a fairly high level of activity and dedication. They are important in undertaking ongoing research at the local level.

Historical societies have been key partners in a number of Freedom's Way programs over the years focused on research in relationship to heritage area themes. Perhaps most significant has been Paths of the Patriots in which local historians have researched stories relating their communities to the events of April 19, 1775, in Concord and Lexington. Freedom's Way has also conducted an oral history program that has engaged local historians.

Historical societies are important local partners for interpretation and educational programming as well. Local research provides the information necessary to support the community interpretation encouraged by the heritage area-wide interpretive presentation discussed in this chapter.

To date, most of the historical societies engaged with Freedom's Way have been from communities in the center/eastern portions of the heritage area along the Route 2 corridor in Lexington to Harvard vicinity. Southern,

ACTION: Continue to undertake historical research within Freedom's Way communities that documents stories associated with heritage area themes and relates them to real places at the local level. Further develop heritage area programs to encourage and support research at the local level.

Timeframe and Responsibility: Ongoing action of local historical societies and historians in association with regional partners and the Freedom's Way Heritage Association.



The Clinton (MA) Historical Society's handsome home for well over a century, a 1904 Beaux Arts building known as the Holder Memorial, offers a surprising and beautiful two-story interior hall (below). In 2014, the society celebrated its 120th anniversary.

(Photos courtesy the Clinton Historical Society.)



western, northwestern, and eastern urban communities have been less engaged. Freedom's Way has the opportunity to be a resource and partner to historical societies and historians from throughout the heritage area.

Freedom's Way should continue to encourage and support historical research undertaken by historical societies and local historians in communities. The heritage area should continue, further develop, and expand programs such as Paths of the Patriots that bring to life the people, events, and stories relating heritage area themes to real places in local communities.

The heritage are should continue to collaborate with other regional partners such as the American Antiquarian Society, Massachusetts Society of the Cincinnati and Massachusetts Historical Society in encouraging, supporting, and providing forums for local research.

2.5.1 Regional Research

New England and the Boston metropolitan area in particular are centers for education and academic activity. Colleges and universities within the region undertake research across a variety of disciplines that informs our understanding of New England history and landscape and helps shape a vision for future action. In addition to general historical research, programs such as the Harvard Forest, Brandeis University Environmental Studies Program, and University of New Hampshire's Sustainability Institute are undertaking research and programming directly related to the heritage area's goals and interests.

Partners within Freedom's Way should stay in touch with research and programming being undertaken regionally that informs the mission and interests of the heritage area and local communities. Where appropriate, resulting recommendations and thinking should be incorporated into Freedom's Way programs and initiatives. Partners should collaborate in publicizing, promoting, and implementing their recommendations within the heritage area as appropriate.

ACTION: Monitor and stay in touch with the research undertaken by organizations and educational institutions at the regional and state levels related to history, landscape, and community development within Freedom's Way.

Timeframe and Responsibility: Ongoing action of regional partners and the Freedom's Way Heritage Association.

Freedom's Way National Heritage Area

A Mosaic of Subtle Beauty

An intricate network of rivers, wetlands, lakes, kettle ponds, meadows, forest, drumlins, eskers and monadnocks combined with climate to determine how land was used, inspiring conservation of natural and scenic resources and providing economic and recreational opportunities.

Concepts*	Topics and Stories*
Theme #1	
<ul style="list-style-type: none"> • Explain and illustrate how land forms define the character of the region and created an environment propitious for human settlement. • Illustrate how patterns of development were based upon natural features and landforms. • Describe how the region is shaped by rivers, river valleys and wetlands supporting a range of microclimates and environmental conditions unique to this place supporting a range of plant and animal ecosystems preserved in the region's national wildlife areas and conservation land. • Explore Native American attitudes and beliefs about the land and its spiritual and social value as contrasted with those practiced by European settlers. • Depict how differing attitudes towards land ownership led to disagreements between Native Americans and European settlers resulting in, among other outcomes, King Phillip's War. • Describe how natural resources shaped how people used the land for habitation, cultivation, manufactures, and industries. • Reveal how agricultural uses impacted soil quality, leading to farm abandonment and the eventual reforestation of the region. • Provide an overview of how attitudes towards the physical landscape changed, and continue to change, over time. • Describe how Native American routes followed the landscape and waterways within the region serving as a precursor to the existing transportation network. • Explore the impact of the land on successive generations who were inspired to conserve and preserve its resources, from Shirley's Benton MacKaye (co-founder of the Wilderness Society, founder of the Appalachian Trail and creator of the term "urban sprawl") to Marion Stoddart (founder of the Nashua River Watershed Association). • Depict how attitudes towards the value of natural resources and their importance to a regional system of interconnected natural and cultural resources impacted the preservation of specific sites. 	<ul style="list-style-type: none"> • Walden to Wachusett • Connecting Communities Along Our Trails • Land Forms • Glaciers • Monadnocks • Kames • Drumlins • Eskers (Boxborough) Kettle Holes • Bogs • Floating bogs • Old Growth Forest • Tophet's Chasm • Quarries • Settlement patterns • River systems • Great Ponds • Great Meadows • Major watersheds • Native American Trails • Bay State Trail • Mid-State Trail • Wapack Trail • Redemption Rock • Native American Ceremonial Sites • King Philip's war • Metacom • John Hanson Mitchell • Marion Stoddart • Benton MacKaye • USFW Sites

Concepts*	Topics and Stories*
Theme #1	
<ul style="list-style-type: none"> • Describe how the region’s proximity to urban populations offers scientific, scenic, historic, and educational value providing opportunities for ongoing interpretation. • Describe the players, the stakes, the context, the politics, economics, and “winners and losers” in early conflicts between nature, development, and compatible use. Describe and evaluate how the issues, stakes, and people involved changed over time. • Trace the history of Mount Wachusett from its role as an important Native American site to development as a recreational facility. • A depiction of attitudes towards the value of natural resources and their importance to a regional system of natural and cultural resources as evidenced in the preservation of the Middlesex Fells by Charles Eliot and Sylvester Baxter, an area favored for timber, granite quarrying, ice industry, and its water power, preserved as the “people’s forest.” 	<ul style="list-style-type: none"> • Nahum • Native American land management techniques • Annual migrations • Fish Weirs • Clay deposits • Forestry • Town Land Trusts • Herbal/plant medicinal use • Use of water • power/mills • Ponds and the ice industry • Mt Wachusett • Nashoba Praying Village (Littleton) • Middlesex Fells

Inventing The New England Community

Early settlers established regionally interdependent inland communities distinct from Boston with democratic governments, new institutions, town centers, transportation networks, industries and agricultural practices that defined the region's identity and sense of place as characteristic of New England.

Concepts	Topics and Stories
Theme #2	
<ul style="list-style-type: none"> • Describe the town center's role as the fundamental organizing unit of the community in terms of land use, governance, and social organization and show how this remains a hallmark of the region today. • Trace how the "New England" Town was something new - an important reinvention of the English village plan and reflective of new institutions. • Explain how key institutions- governmental buildings, meeting houses, inns and taverns and commercial buildings were sited alongside early homesteads in patterns which remain typical of the New England landscape. • Describe how early settlers incorporated some Native American farming methods and crops while replicating the English farming practices of their villages of origin. • Reveal how today's agricultural landscape evolved from early multi-crop and husbandry of the 1600 and 1700s and market agriculture of the mid-1800s. • Detail how small agricultural farming communities developed connections to each other and other parts of the country through the necessity of husbandry techniques. • Describe how cottage industries begun by self-reliant, independent entrepreneurs expanded to larger scale industrial production leading to the growth of interior towns such as Gardner, Fitchburg, Nashua and Clinton which had the natural resources necessary to support such endeavors. • Show how English settlers' ideals of communal interdependence, covenanted church, and town belonging is reflected in the land and structures: commons, meetinghouses, graveyards, stone-walled pounds, etc. • Described how stone walls mark strong notions private property ownership in tension with the communal ideal, and how they delineate the mixed used agriculture (tillage, pasture, meadow, woodlot, orchard) of the region's pre-industrial farmers. • Reveal how "kinship ties" and economic networks within the heritage area impacted development and economic growth. 	<ul style="list-style-type: none"> • Farms, Fields and Forests: Stories From the Land • Historic Land Use Patterns • Town Government Structure • Burying Grounds • Meeting Houses • Town Commons • Training Fields • Trails to Turnpikes • Taverns and Road Houses • Historic Town Centers • Methods of enclosure • Schoolhouses • Railroad and Depots • Middlesex Canal • Henry Bigelow • Amory Maynard • Fredrick Tudor • Milk Runs • Cattle Drive • Chair City • Quarries • Economic Development Patterns • Ethnic Settlements • Westminster Crackers

Concepts	Topics and Stories
Theme #2	
<ul style="list-style-type: none"> • Detail how the landscape scale of the region impacted the scale of agricultural production within a national context. • Explain how nucleated settlement patterns were dispersed as a result of transportation infrastructure. • Trace immigration settlement patterns linking them to agriculture, industrialization and cultural ties; reveal how they impact social and cultural activities today. • Detail how the region’s proximity to, yet distance from, the coast impacted its development. • Tell the story of how the abuse of the region’s natural resources fostered a climate of environmental activism leading to their restoration. • Reveal how Fort Devens, a military facility, allowed for the preservation of protected land that became the core of the National Wildlife Area and a larger regional open space and protected area. 	<ul style="list-style-type: none"> • John Chapman • Buttrick Pattern Company • Fort Devens • Marquis Mills • Converse Rubber Company

Revolutionary Ideas: Visionaries and Experimenters

Since before the founding of the nation, people within Freedom's Way Heritage Area have been at the forefront of social, intellectual and cultural innovation; inspired by religious and philosophical convictions, democratic principles, a drive for improvement and rapid industrialization they created new ideas about relationships to society and the natural world.

Concepts	Topics and Stories
Theme #3	
<ul style="list-style-type: none"> • Discuss how the belief in local self governance shaped the communities within the heritage area and how threats from Great Britain to that concept shaped events leading up to, and following, the American Revolution. • Depict how Puritan tenants translated to American ideals (self-governance, community responsibility, education, belief in moral excellence and a focus on hard work and thrift). • Describe the routes that minutemen took from surrounding communities to travel to Concord and Lexington to fight in the Revolutionary War, linking them to settlement patterns and stories intertwined with individual political beliefs. • Describe how the desire to remember events and individuals connected to the American Revolution inspired memorialization and romanticism leading to the preservation and interpretation of historic sites throughout the heritage areas as well as the establishment of Minute Man National Historical Park in Lexington and Concord. • Explore the spiritual beliefs of the Transcendentalists, including the concept of self-reliance, and its impact on social and literary beliefs, regionally and nationally. • Describe how Ralph Waldo Emerson's essay, Nature, influenced the birth of the Transcendental movement. • An overview of the life and work of Henry David Thoreau including its impact on literature, culture and the concept of environmental conservation and social justice, both regionally and internationally. • Explore of how ideas, promoted by the Transcendentalists, influenced the development of educational and religious institutions in the heritage area and beyond. • Present the stories of early historic religious settlements within the region, including the Shaker Villages established in Harvard and Shirley in the first half of the 19th century and the Millerites in Groton in the 1840's, linking them to broader concepts of religious experimentation within the heritage area. 	<ul style="list-style-type: none"> • Patriot's Paths • In Thoreau's Footsteps • Hazard Family • The Alcotts • Margaret Fuller • Abigail Abbot • Ralph Waldo Emerson • Nathaniel Hawthorne • The Shakers • The Millerites • Voluntary Societies • Henry David Thoreau • Temperance Reform • Anti Slavery Reform • Private Lyceums • Public Lecture Circuits • Social Libraries & Reading Societies • Competing Church Sects • Millerism • Rise of "refinement" • Production of new "refined" goods • Francis Drake • Luther Burbank • Horace Cleveland • Hutchinson Family Singers • Abbot Spaulding • Harriet Wilson • Nathaniel Thayer • Louise Doyle

Concepts	Topics and Stories
Theme #3	
<ul style="list-style-type: none"> • Explore the successes and failures of Transcendentalist living experiments, including at Fruitlands in Harvard and Walden Pond in Concord and Lincoln. • Discuss the role that women played during the revolutionary war including their ability to adapt to not using British goods. • A narrative of the story of the women, including Margaret Fuller and Lucy Stone who advocated for and pursued an “enlightened democracy” and “civic equality” on behalf of women and African Americans. • Explore the stories of slavery (people, activism, legislation) in New England and the region contrasting the history of families, such as the Royalls of Medford who owned slaves, to those indentured and freed slaves who were active in the anti-slavery movement. • Reveal the story of the dual legacy of freedom and slavery within the heritage area. • Explore the “Village Enlightenment” of the early 19th c, with its outpouring of reform and improvement societies that ordered and beautified village landscapes, attacked perceived vice and injustice, and promoted learning and self-improvement. • Trace how voluntary societies became associations; detail their role and contribution to civic life. • Relay the story of religious culture including “challenges” to the integration of diverse beliefs and perspectives. • Track the story of political discontent linking causes to outcomes. 	<ul style="list-style-type: none"> • Committees of Correspondence • Shay’s Rebellion

*The concepts, topics and stories listed here are a representative, partial list. They represent *some* examples that represent *types* of stories that *could* illustrate the themes. This is not all-inclusive (in fact it could never be) nor is this intended to exclude any topic. A park interpretive theme is successful only if other topics and stories could be included within it.

About the Matrix: The sections in the matrix allow people with different learning styles and interests to get a broader picture of what may be encompassed in a particular theme in ways that a theme statement cannot do alone.

Concepts: “Concepts” are written as objectives to provide managers and interpreters with guidance and consistency to align personal services, exhibits or media with park significance. The concepts and ideas are designed to be added to or changed as new information comes to light. Park interpretive themes should be relatively timeless so the list of concepts/ideas and topics/stories can be added or changed without having to change the theme. Because the objectives can be used for programs, exhibits, and media they can also save effort and eliminate the stress that comes with the pressure to develop brand-new, original themes for every interpretive program or product.

Testing the Themes: When testing interpretive themes to guide the park interpretive program now and for the future, the question to answer is not, “What’s missing?” In fact, there should be a lot missing and the concepts and ideas and topics and stories can only be validated if people can begin to see many possibilities for other representative topics and stories that could be included under a concept.

CHAPTER 3



ENGAGING PARTICIPANTS IN FREEDOM'S WAY ▪ COMMUNICATION AND COLLABORATION

Communication is a broad and critical function of the Freedom's Way Heritage Association. Almost every program or action in this plan can be said to be related to communication, with each helping to define the Freedom's Way National Heritage Area and set expectations in the minds of various audiences.

Through a variety of communications activities, the Association must build the National Heritage Area's identity and visibility, widening the scope of these activities as the entire heritage area program advances. It must take advantage of opportunities to communicate with many audiences – partners, supporters, and residents as well as visitors. This includes not only the activities described in this chapter, but also the interpretive and educational activities and audiences described in Chapter 2.

Because communication is fundamental to collaboration, this chapter also describes ways for coordinating various activities and entities, setting the stage for more detailed approaches offered in Chapters 2, 4, and 5. Technological advances in communications are especially critical in helping to organize and drive continued collaboration.

The Freedom's Way Heritage Association's roles in communications and collaboration are:

- To build the heritage area's identity and visibility among multiple audiences, both residents and visitors;
- To enable partnerships, especially through communication with and networking among partners; and

This chapter covers:

- ⇒ The catalytic role of the Freedom's Way Heritage Association through engagement in communication, curatorship, and partnering
- ⇒ Critical elements of the partnership network – local, state, federal
- ⇒ Assisting local partners through partner development and advocacy



Photo, previous page: “British Regulars” are often found in authentic costume in Minute Man National Historical Park. The soldier pictured is providing an honor guard for the grave of two British soldiers buried beside the Old North Bridge. According to the National Park Service, “British military records indicate that there were three soldiers (all privates in the 4th Regiment) missing and presumed dead after the North Bridge fight: James Hall, Thomas Smith and Patrick Gray. One of these three men is buried in Concord center; there is a stone marker for him on Monument St. The other two are buried here.”



(Photos above by Patrice Todisco. Photo on preceding page by A. Elizabeth Watson, AICP, Heritage Strategies, LLC.)

- To use technological advances in the digital realm in innovative ways to enable all audiences to see, understand, and explore the heritage area – in the physical world as well as the “virtual reality” of the digital world.

Moreover, if the Association is successful in these roles, it is more likely (1) to maximize the economic impact of its public investment, primarily through cultural heritage tourism planning and development as discussed in Chapter 5; and (2) to be successful in developing funding relationships and resources as discussed in Chapter 6.

3.1 THE PLANNING FOUNDATION FOR COMMUNICATIONS AND COLLABORATION

As explained in Chapter 1, the Board of Directors has developed goals to guide preparation of this plan and provide broad, long-term direction as the plan is implemented. Most relevant to this chapter, every action taken to develop Freedom’s Way National Heritage Area and the Heritage Association should support the following goal:

Goal 6: Engage and collaborate with organizations, interests and individuals to build a shared regional vision as a living link across landscapes, history and time.

During management planning, as the Board of Directors considered the Freedom’s Way Heritage Association’s role as coordinating entity and debated mission and vision statements, they identified the following strategic organizational priorities to shape how the Association works with partners and recognizes their unmet needs:

- **Serve as a catalyst for communication and collaboration**
- **Be a positive force for creative partnerships and entrepreneurial endeavors**
- **Promote a place-based identity for the heritage area**

They also arrived at a consensus that their primary aim is to **work with partners to recognize unmet needs** in accordance with the heritage area’s purpose and mission.

Sections below explain how these strategic organizational priorities play out in communications and working with partners.

3.2 APPROACH – SERVING AS A CATALYST

As experts in helping residents and visitors see their territories in new ways, heritage areas often enjoy quoting T. S. Eliot’s immortal line from *Little Gidding, Four Quartets* (1942): “We shall not cease from exploration, and the end of all our exploring will be to arrive where we started and know the place for the first time.”

Today, the Freedom’s Way National Heritage Area can enable exploration of the history, culture, and nature of its territory in ways that were not feasible even a few years ago. It is possible, indeed, to see this region afresh, “for the first time.”

Imagine a moment that changed the way the world is perceived, forever. In 1972, the crew of Apollo 17 recorded the famous “Blue Marble” photo – the first time humans experienced an actual, full view of the earth. “It created an immediate sensation, printed on the front page of nearly every newspaper on the planet, the image of our world as we had never seen it before,” Al Reinert, the documentary filmmaker, wrote in *The Atlantic* in 2011. It is credited with giving new energy to studies of science and the environment in the late 20th century.

The original Blue Marble image was a single Hasselblad camera snapshot. Science and imaging technologies now make it possible to engage with a complex image of the earth composed of thousands upon thousands of data, capable of deep, web-based exploration (<http://visibleearth.nasa.gov/view.php?id=57723>).

In much the same way, technology and the digital realm give initiatives like Freedom’s Way powerful new capabilities for organizing the data and experience of large landscapes.

The Freedom’s Way Heritage Association will enhance the ways this region is perceived and experienced in both reality and the digital realm, thus helping to shape its protection and development. Developing excellent, catalytic, and innovative communications and technological capabilities will be a high priority in advancing all programs.

3.2.1 Audience Development

The Association will develop the broadest possible audiences for its programs. It will shape its programs to reach varied audiences and reach out to these audiences with appropriately diverse kinds of promotions. Both diversity (kinds of audiences) and numbers (sizes of audiences) will count in assessing progress as annual communications plans are developed and evaluated.

Strategic Priority: Residents

The residents who live within the boundaries of the Freedom’s Way National Heritage Area comprise the most important audience for the sites and programs within the NHA. In order to build the public support needed for the actions described in this plan, the Freedom’s Way National Heritage Area must have a strong, coherent identity. Residents need to understand the historical and social significance of the region and why it is important.

“Company’s Coming”

Despite the emphasis here on the residential audience, there is a certain value to the proposition that “company’s coming.” As anyone who has ever prepared their home for a guest must realize, getting ready to host visitors and show them what is special about a place adds to the level of intensity and excitement in preparing programs and enhancing communities. Thus, in planning programs for residents, Freedom’s Way National Heritage Area must always bear in mind ways to serve its potential visitors.

Chapter 5 addresses the development of the cultural heritage tourism audience directly. Residents and visitors are interrelated, however. Heritage travelers generally want to go where residents like to enjoy themselves. Freedom’s Way must first be successful in reaching its



The famous “Blue Marble” photo taken by the crew of Apollo 17 on December 7, 1972. NASA’s Visible Earth website offers the original caption: “View of the Earth as seen by the Apollo 17 crew traveling toward the moon. This translunar coast photograph extends from the Mediterranean Sea area to the Antarctica south polar ice cap. This is the first time the Apollo trajectory made it possible to photograph the south polar ice cap. Note the heavy cloud cover in the Southern Hemisphere. Almost the entire coastline of Africa is clearly visible. The Arabian Peninsula can be seen at the northeastern edge of Africa. The large island off the coast of Africa is the Malagasy Republic. The Asian mainland is on the horizon toward the northeast.”

(Photo credit: http://eoimages.gsfc.nasa.gov/images/imagerecords/55000/55418/AS17-148-22727_lrg.jpg)

A Checklist of Potential Communication Activities

- **Digital initiatives**
 - ◆ Website upgrades
 - ◆ Email newsletter and other email communications
 - ◆ On-line surveys of interested members and observers, continuing the kind of survey conducted early in the planning process.
 - ◆ Social media and evolving digital technologies
 - ◆ Publicly accessible Geographic Information Systems (including geo-coded photography maintained by the Association or contributed by web visitors)
 - ◆ Personal itinerary-building technologies (e.g., “shopping cart” capability for web visitors to plan their trips to experience the heritage area)
- **Events**
 - ◆ Opportunities related to upcoming heritage area programs and partners’ events
 - ◆ The Association’s quarterly public meetings (required by the law establishing the National Heritage Area)
 - ◆ Participation in community events (e.g., a director’s speaking engagement or a booth at a festival)
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residential audience – and thereby developing its reputation, or “brand,” as discussed below. In so doing, it will strengthen the likelihood that tourists will also respond with enthusiasm. By improving the heritage area’s brand with its residential audience, it ensures that word of mouth – the best way to reach the heritage traveler – will help to attract visiting audiences.

3.2.2 Planning for Communications

A plan for the Freedom’s Way Heritage Association’s communications must be a part of every annual work plan (described in Chapter 6). In general, a communications work plan identifies strengths, weaknesses, opportunities, and threats in order to help evaluate status and progress in implementing communications planning.

A communications work plan includes the following elements:

- Opportunities for communications in the coming year – both internal to the Association’s programs (e.g., training workshops) and external (e.g., networking at partners’ events or community festivals);
- Audiences (including visitors, volunteers, communities, businesses, local and state government officials, state and federal legislators, grantors and donors, and grantees and partner organizations);
- Messages and desired outcomes, expressed in terms of objectives for affecting each audience; and
- A specific set of action items, with each action described in terms of:
 - ◆ Priority;
 - ◆ Timing considerations;
 - ◆ Marketing and promotional considerations (e.g., invitations, banners, media outreach);
 - ◆ Resources needed – including staff time, funds, volunteers, and board attention; and
 - ◆ Measurements for evaluating performance.

With regard to timing, the plan should be accompanied by an annual planning calendar. Development of such a calendar helps to identify overlaps, gaps, and annual rhythms, and aids in planning and timing the steps building up to a penultimate action. The specific set of action items for communications will vary from year to year, organized according to strategic areas of emphasis (see sidebar).

ACTION: Establish an annual communications plan tied to the Freedom’s Way Heritage Association’s annual work plan and budget.

Timeframe and Responsibility: Ongoing action of the Freedom’s Way Heritage Association.

3.3 CURATING THE FREEDOM'S WAY EXPERIENCE

The heritage area-wide interpretive presentation described in Chapter 2 brings partners together to coordinate their efforts and promote them widely. Freedom's Way provides partners with opportunities to share stories and extend their programming, reaching out to new audiences, within the context of a regional identity and experience.

The Freedom's Way Heritage Association serves as a facilitator, host, and guide for the heritage area-wide presentation and has responsibility for aspects of its implementation. In the broadest sense, the Association serves as the curator for the Freedom's Way experience – helping to shape all aspects of that experience, through encouraging partners' involvement, stimulating research, assembling unique elements, and offering its own perspective.

Similar to the way a museum manages its collections, the Freedom's Way Heritage Association envisions itself as a curator of landscapes, sites, communities, structures, routes, objects, and stories. Consider the Association's role as manager of the "experience of place" or a "museum without walls," to borrow phrases from the world of heritage development. The Association can gather, organize, and provide access to information, content, and collections developed by partners and others. It can also provide a point of view, by selecting, highlighting, and interpreting the targets of its curatorship.

Even the idea of stewardship set forth in Chapter 4 is encompassed by the concept of curatorship for the Freedom's Way National Heritage Area. Its "collections" need caring for just as objects in a museum do, and the same words are used in both cases – preservation, conservation.

The Freedom's Way website and use of social media will allow the Association to combine rich information and visual material with the experience of the heritage area's physical places. As an ongoing institution, Freedom's Way can actively work to tell stories in new and interesting ways in order to engage new audiences. It can enrich the content of others by providing context, commentary, connections, and insight.

Using social media and the ever-growing variety of applications for managing and tapping into data sources, the heritage area can engage specific audiences and provide them with a resource through which they can connect with content they are seeking and find of interest. The heritage area can serve as a host and provider to make interesting information easier to find. In this way, the heritage area can serve as a resource and become an online attraction. The idea of serving as an active curator should drive the heritage area's website development (see further discussion below).

3.3.1 Managing the Curatorial Role

Curating as conceived here is a complex endeavor, involving a wide range of topics and organizing varied data, in ever-increasing streams. It overlaps with interpretation and communications, including maintaining digital platforms where teachers and interpreters gain access to information that enriches their involvement in the heritage area. It also

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- **Promotions and audience development**
 - ◆ Audience outreach (marketing) for events sponsored by the Association
 - ◆ Other related activities, including advertising, exhibits for display at meetings, special banners, etc.
 - ◆ Media outreach – not an audience per se, but rather a means of reaching audiences
- **Media releases**
- **Editorial board meetings**
- **Familiarization tours and special previews for itineraries and exhibits**
- **Press conferences for especially important announcements**
- **Printed materials**
 - ◆ Annual report (required by the law establishing the National Heritage Area – see sidebar, following page)
 - ◆ Other items as needed (e.g., brochures, newsletters, event promotional material such as invitations)
- **Materials and activities to support the resource development plan described in Chapter 6**

Part of the experience of Minute Man National Historical Park is a walk along the Battle Road, now a trail in much of the park.



overlaps with communications activities, including building the region's identity and brand and attracting visitors.

A curatorial management plan would greatly aid the coordination involved. In general, like the annual communications plan described above, although less tied to an annual rhythm, such a plan should set objectives in order to help evaluate status and progress in implementing the Association's curatorial role and receive periodic, strategic updates. Such a plan would identify:

- Priorities for topics on which to focus;
- Sources of data and relationships to manage in tapping the data;
- Assessment of users (to understand which audiences are using existing data and how, what their needs are, and the quality of their experiences);
- Priorities for supporting and incorporating ongoing development of research and opinions;
- Partnership opportunities;
- Staff development needs; and
- A specific set of action items, with each action described in terms of:
 - ◆ Priority;
 - ◆ Timing considerations;
 - ◆ Marketing and promotional considerations (which audiences to reach and how)
 - ◆ Resources needed – including staff time, funds, volunteers, and board attention; and
 - ◆ Measurements for evaluating performance.

Legislative Requirement for an Annual Report

The law establishing the Freedom's Way National Heritage Area, P.L. 111-11, requires that the Association "submit an annual report to the Secretary for each fiscal year for which the local coordinating entity receives Federal funds under this section specifying (i) the accomplishments of the local coordinating entity; (ii) the expenses and income of the local coordinating entity; (iii) the amounts and sources of matching funds; (iv) the amounts leveraged with Federal funds and sources of the leveraged funds; and (v) grants made to any other entities during the fiscal year." While technically this report might be a communication specific to the Secretary, this requirement establishes an opportunity to create a report for general distribution.

The Association's approach for developing its role as a curator will require a period of making ready for even more intensive involvement. The first curatorial management plan should describe a strategic, first-phase curatorial initiative that helps to grow the organization's capability and experience as a curator, focusing especially on managing the website (discussed below). Once the organization has put time into exploring this role, employing pilot projects and other means of learning and experimentation, it should initiate a next-level effort.

3.3.2 The Freedom's Way Website

The Freedom's Way website is perhaps the most important medium through which the heritage area's information and identity are communicated. It should be a primary means to engage residents, provide information, promote partners, and convey the heritage area's message, and it should be the cornerstone of curatorship initiatives.

The Freedom's Way website should be periodically re-designed, not only to ensure that it conveys the heritage area's graphic identity, but also to support users' needs and expectations.

There are two basic groups of users. The first is web visitors, including residents who wish to explore the heritage area. The second is

ACTION: Develop a curatorial management plan to ensure that data from historical research, collections and other curators, Geographic Information Systems, and other sources are used in imaginative and innovative ways.

Timeframe and Responsibility: Immediate action and ongoing of the Freedom's Way Heritage Association.

ACTION: Develop staff capability for data management, social media development, and other technological initiatives as the digital realm evolves and its power for reaching organizations and individuals grows.

Timeframe and Responsibility: Immediate and ongoing action of the Freedom's Way Heritage Association.

ACTION: Develop an intensive curatorial initiative to take advantage of digital information, resources, and partnership opportunities within the heritage area. Gather, organize, share, promote, and link to information appropriate to the heritage area and developed by partners and others.

Timeframe and Responsibility: Mid-term action of the Freedom's Way Heritage Association.

stakeholders, comprising partners, grantees, and others interested in engaging with heritage area programs and promoting the National Heritage Area as a whole.

Typically, heritage areas engage heavily with both groups. Their websites must be designed to function almost as two different websites that are joined in a single interface and graphic identity.

Wikipedia's Definition of a Curator

The idea of curatorship has a long and honorable tradition. The concept is used outside the museum world per se for decades: The chief of the National Register of Historic Places is called the Keeper of the National Register (starting in 1966), and Harvard University's Loeb Fellowship in Environmental Design is managed by the Loeb Fellowship Curator (starting in 1974). Here is what Wikipedia has to say about the practice:

A curator (from Latin: *curare* meaning "take care") is a manager or overseer. Traditionally, a curator or keeper of a cultural heritage institution (i.e., gallery, museum, library or archive) is a content specialist responsible for an institution's collections and involved with the interpretation of heritage material. The object of a traditional curator's concern necessarily involves tangible objects of some sort, whether it is artwork, collectibles, historic items, or scientific collections. More recently, new kinds of curators are emerging: curators of digital data objects and biocurators.

The term *curation* in the past commonly referred to museum and library

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Wikipedia's Definition of a Curator

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professionals. It has since been applied to interaction with social media including compiling digital images, web links, and movie files.

Digital curation is the selection, preservation, maintenance, collection and archiving of digital assets. Digital curation establishes, maintains, and adds value to repositories of digital data for present and future use. This is often accomplished by archivists, librarians, scientists, historians, and scholars. Enterprises are starting to utilize digital curation to improve the quality of information and data within their operational and strategic processes. Successful digital curation will mitigate digital obsolescence, keeping the information accessible to users indefinitely.

(http://en.wikipedia.org/wiki/Digital_curation and <http://en.wikipedia.org/wiki/Curator>, accessed 2/16/2015)

For web visitors, the website should be easy and fun to use and explore. It should be the natural place for visitors to go to see how to explore the landscape, communities, attractions, recreational opportunities, and events. The website should immediately convey the heritage area's significance and primary interpretive themes and relate those themes to partners, programs, and initiatives.

For this audience, the Freedom's Way website should include interpretive and curatorial content that is engaging to explore, filled with photographs, maps, and varying depths of information. Content should establish context, present the interpretive themes, and relate those themes to real places and opportunities to explore the landscape.

The website should link to the websites of partners and regional attractions. In support of the heritage area's curatorial role, the website might also provide an overview of each attraction, draw thematic connections among them, and suggest touring routes and itineraries. It could also provide information about the interpretation and collections of smaller organizations such as historical societies and libraries to provide broader public access to their information and offerings. This feature of the website is a service to the other group of users, the partners.

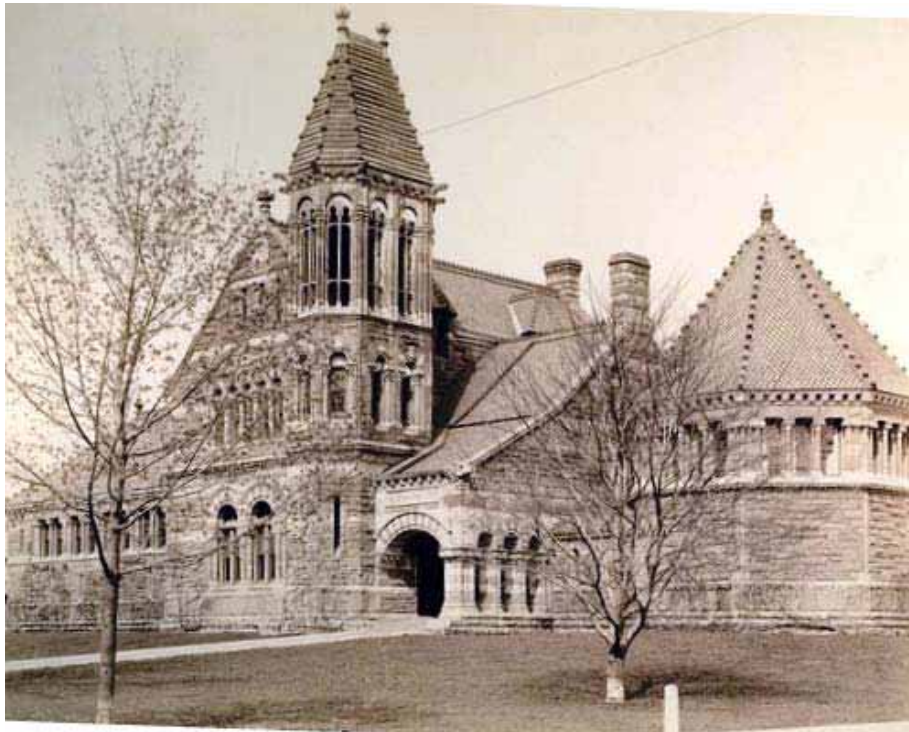
The website should also address the vital issues of land conservation, historic preservation, and preserving sense of place, as described in Chapter 4. It should link to preservation and conservation partners, incorporate their messages, and include tools that partners and the general public can use for information, reference, and action. These might include access to one or more GIS databases providing an inventory of resources within the heritage area, using a graphical interface appropriate to average users. (As discussed in Chapter 4, the evolution of these databases, their coverage in the heritage area, and ways to access the data are all moving targets, with the hope that some of the complexities inherent in GIS management and access will be resolved over time.)

For stakeholders, the website should be able to deliver answers to questions involving the heritage area and Freedom's Way Heritage Association as coordinating entity – forms, policies, directories, etc. The website should be a platform that empowers collaboration and curation among participating heritage area partners. Using the website's technologies and power, they might work together to improve and update information available to users. For example, they might upgrade the GIS interface or create mobile-device applications based on assembled information.

3.4 CREATING A REGIONAL PRESENCE – PROMOTING A PLACE-BASED IDENTITY AND BRAND

Being visible is important to the Freedom's Way National Heritage Area. Residents should understand what the heritage area is and appreciate the work it undertakes. A visible presence helps build public support for heritage area initiatives and can be achieved in many ways.

The interpretation described in Chapter 2 is the primary means through which the Freedom's Way presence will be built. On-the-ground exhibits and support materials installed through heritage area programs should help build the Freedom's Way identity. Programs supported or promoted



The story of libraries in Freedom's Way National Heritage Area is a deep and rich one, relating to educational trends in the region. They might even be said to be an early "technology" for sharing knowledge. Their community importance is reflected in significant buildings to be found in communities throughout the heritage area. The Winn Memorial Library in Woburn, MA, was the first of a series of library buildings designed by H.H. Richardson and a National Historic Landmark.

by the heritage area should recognize its contribution by including its logo and acknowledging its support.

In addition, the wayfinding and signage program described in Chapter 2 will also provide visible cues within the landscape that residents and visitors alike are in a special place. There is no substitute for an effective wayfinding program in establishing regional identity.

Communications should reach out to engage residents. Printed materials and other forms of media should be used to create a strong identity for the heritage area and promote partnership programs and projects within the region. The name, Freedom's Way National Heritage Area, should be

ACTION: Periodically assess, update, and redesign the Freedom's Way website using the heritage area's graphic identity.

Timeframe and Responsibility: Short term and ongoing action of the Freedom's Way Heritage Association.

ACTION: Evaluate the website's service to partners; use the results of this evaluation to support periodic enhancements.

Timeframe and Responsibility: Short term and ongoing action of the Freedom's Way Heritage Association.

ACTION: Evaluate the website's service to audiences that include visitors and residents wishing to explore the heritage area both physically and virtually; use the results of this evaluation to support periodic enhancements.

Timeframe and Responsibility: Mid-term and ongoing action of the Freedom's Way Heritage Association.



(Photo at top left courtesy Woburn Public Library; photo above by Daderot via Wikimedia Commons.)



The City of Nashua, NH, created a system to help visitors navigate to city sites and services. As discussed in Chapter 2, such signage is one option for fulfilling the legislative requirement for Freedom’s Way to provide wayfinding in the region. These signs can also contribute to strengthening place-based identity – as shown by the custom detail included in each sign (top panel in sign in the photo above; see detail below).

something that local residents understand and view as a way to promote their regional identity.

Developing an appropriate graphic identity and brand is among the most important early actions the heritage area will undertake to help create its regional presence.

Graphic identity is visual communication that is immediate and experiential. It is important for creating recognition of the heritage area’s identity throughout the region and conveying a consistent message. It generally involves a logo, but is much more – involving color, fonts, and other styling considerations to create a distinctive look for all of the heritage area’s communications, from signs to brochures to web pages. The logo, in effect, boils the graphic identity down to an at-a-glance image. It is often accompanied by a tagline, a few clever words that convey the organization’s mission.

A “brand” is a larger concept, more than simply a logo and tagline, involving building the heritage area’s reputation over time and helping



“customers” (supporters, partners, grantees, audiences, etc.) know what the Freedom’s Way National Heritage Area stands for. Two important elements of branding are developing name recognition and delivering value. A brand is developed intentionally not only from graphic identity, but also from messages conveyed through the heritage area’s interpretive programs and other communications. It must also be consistent with the actions of the heritage area’s managing entity in order to develop reliable expectations on the part of beneficiaries and users. Once the Freedom’s Way brand is developed in concept, it is important to get it across to audiences by creating programs and experiences that are consistent with the brand message.

Branding used to be more difficult to explain to audiences, but between modern celebrity culture and social media, many people today understand instinctively that branding is simply a normal part of business – right down to individuals who manage their “personal brands” on Facebook and Twitter and through blogs and Instagram. Branding must be actively managed and programs aligned to support the brand.

The heritage area’s existing graphic identity and website were developed in 2007. As this plan was going into final production, the Association was preparing to update the heritage area’s graphic identity and redesigning its website.

A complete approach to Freedom’s Way graphic identity should specify logo, graphic elements, fonts, colors, and other components. It should be

ACTION: Create a regional presence throughout the heritage area that is visible and recognizable to residents and visitors. Use heritage area programs to build the regional presence over time.

Timeframe and Responsibility: Ongoing action of the Freedom’s Way Heritage Association.

ACTION: Assess the existing graphic identity for Freedom’s Way and update or redesign it as appropriate.

Timeframe and Responsibility: Short term action of the Freedom’s Way Heritage Association.

ACTION: Develop a brand concept statement as a ready reference for use in developing and promoting heritage area programs of all kinds, enabling program leaders to understand how to manage the brand and deliver on its promises.

Timeframe and Responsibility: Short term action of the Freedom’s Way Heritage Association.

ACTION: Assess progress in branding Freedom’s Way through the annual communications plan. Evaluate brand and name recognition, reputation, and expectations of various audiences. Develop strategies to promote and strengthen the brand in response to what is learned through such assessment and evaluation.

Timeframe and Responsibility: Mid-term, then ongoing action of the Freedom’s Way Heritage Association.

developed to apply to a variety of anticipated formats and media. In addition to graphic components, the heritage area should develop guidelines for use of the graphic identity by both the Freedom's Way Heritage Association and partners.

The Freedom's Way graphic identity should:

- Convey and communicate the heritage area's regional, distinctive, place-based identity;
- Relate to New England culture and heritage;
- Be easily recognizable under the variety of conditions of its use;
- Be easy to use and adapt to different formats; and
- Be accessible and convey a sense of enjoyment and fun in experiencing the heritage area.

The Freedom's Way brand should do all these things, as well, but is less about design and more about reputation. It will take longer to develop, and requires attention through evaluation, to understand how the heritage area's beneficiaries and users recognize the brand and understand its value.

3.5 CULTIVATING CREATIVE PARTNERSHIPS

The Freedom's Way National Heritage Area is a collective effort, involving many organizations and agencies with a stake in the success of the heritage area. Partnerships, informal or formal, are critical to achieving success.

They are so critical, in fact, that the Freedom's Way Heritage Association has adopted a strategic priority of being a positive force for creative partnerships and entrepreneurial endeavors.

Much of this management plan applies to the Freedom's Way Heritage Association working collaboratively with organizations and agencies with a stake in the heritage area's success. The Association's role includes supporting and assisting partners in this plan's implementation. Partners must see value in the management plan's vision and goals, and be committed to its successful implementation.

This section identifies actions related to partners and potential supporters, pointing out communications issues along with other relevant concerns in cultivating partnerships. Much of the emphasis here is on building relationships among partners to encourage support, beneficial policies, and collective action.

3.5.1 Defining Partners

"Partners" may be organizations, community groups, local governments, agencies, businesses, or nonprofits. They operate at all levels – local, regional, state, and federal. They especially include those that address the needs of local heritage in a variety of ways – including nonprofit organizations, government agencies, businesses, and such civic groups as local trail committees or organizers of local festivals and events.



Acton, MA, town hall and town green. Acton held public workshops in 2014 to address improvements at Kelley's Corner. Advertising with attractive temporary banners (below) can reach neighbors who might miss outreach via newspapers, radio, or Facebook.

Thus, as defined for this discussion, partners are entities with a direct stake in the success of the heritage area, whether formally acknowledged or not. They may be partners in the sense of having a relationship with the Freedom's Way Heritage Association through written agreement to accomplish mutually important tasks – or they may not have a written agreement, yet work with the Association on projects or tasks by mutual consent. Formal partnerships by mutual agreement are needed when the Association extends National Heritage Area benefits to partners, in order to document roles, responsibilities, and reciprocal benefits. An early action taken by the Freedom's Way Heritage Association during management planning was to establish policies and procedures for undertaking formal partnerships.

Formal or informal, it is useful to speak of two tiers of partners: (1) regional and state partners to collaborate on vision, strategies, incentives, and programs; and (2) local partners to take action at the local level, especially through cities and towns for implementation to meet heritage area goals. Chapter 6 explains how the Association intends to structure ways for these partners to participate in an ongoing basis in helping the heritage area grow, including an advisory committee to involve state and regional partners and networks to serve geographic subsections of the heritage area and involve Association board members.

3.5.2 Critical Elements of the Partner Network

The following sections of this text describe the roles of partners plus a general description of the state and federal roles to be played by various state agencies and the National Park Service.

Role of the Freedom's Way Heritage Association

In relating to partners, the Freedom's Way Heritage Association communicates the heritage area's collective vision and tracks and celebrates the entire heritage area's progress toward achieving it; coordinates the participation and work of partners; and develops criteria, guidelines, and standards and a variety of programs to assist and support partners.



Diagram 3-A Concept of Partnerships in the Freedom's Way National Heritage Area



The Association also undertakes certain programs independently or as lead partner that benefit the entire heritage area, such as operating a website and sponsoring such regional programs as Paths of the Patriots or Hidden Treasures Weekend.

Role of Organizational Partners

Individual organizations, agencies, and sites in the heritage area are critical in presenting elements of the heritage area's interpretive and other offerings, whether they do so individually or through collaboration with other organizations. They must also communicate with one another and the Freedom's Way Heritage Association, and embrace the plan and implement it to the best of their abilities. Ideally, they see the plan and the Association as enabling them to accomplish more than they can accomplish individually and they are willing to invest, make policy changes, and otherwise align their existing programs to benefit the entire National Heritage Area as they work to enhance their own capabilities.

Relationships with partners are discussed further below in the section on "Partner Development."

Federal Role in the National Heritage Area

Federal recognition provides credibility and reinforces recognition by partners and communities of the significance of the heritage area. It also brings the federal government into direct involvement in the National Heritage Area, through the Secretary of the Interior. The heritage area's legislation states that the Secretary may provide direct technical and financial assistance or enter into cooperative agreements with the Association and other public or private entities to provide such assistance. Priorities stipulated in the legislation are actions "that assist in conserving the significant natural, historic, and cultural resources of the Heritage Area; and providing educational, interpretive, and recreational opportunities consistent with the purposes of the Heritage Area."



The North Bridge Visitor Center at Minute Man National Historical Park, Concord, MA, is located in a brick mansion built in 1911 by descendants of the Buttrick family. (Major John Buttrick was the colonial officer who first ordered his militia to fire upon British soldiers.) The North Bridge Visitor Center features a short video about the North Bridge fight, a bookstore, and exhibits.

Among the exhibits in the park is a brass cannon, dubbed “The Hancock” in celebration of its storied past. In 1775, this cannon, recently smuggled out of Boston, was one of four brass cannons hidden in Concord. Its recovery was one of General Gage’s chief motives when he sent British troops to Concord on April 19, 1775. It is on display courtesy of the Bunker Hill Monument Association.

North Bridge Visitor Center also features the musket carried by Captain David Brown who commanded one of Concord’s two minute companies and was present at the North Bridge fight. It is on display courtesy of The Museum of the American Revolution, Philadelphia, PA.

As with all other National Heritage Areas, the Secretary has delegated responsibilities for the Freedom’s Way National Heritage Area to the National Park Service, as discussed in the next section.

Financial assistance through grants might be available from other federal agencies. The Association should build relationships with federal agencies and their state-local counterparts, including those with economic grants or cost-share programs, so that they understand the purpose and progress of the heritage area. Possibilities include the U.S. Department of Agriculture, the U.S. Department of Housing and Urban Development, and the U.S. Economic Development Administration, a bureau of the U.S. Department of Commerce. These agencies may not always understand that the heritage area is a Congressionally designated entity, so the Association and partners must work toward clear messages about the area’s significance and what role other agencies might play in implementing aspects of the plan.

The heritage area includes three National Wildlife Refuges, Assabet River, Great Meadows, and Oxbow, operated by the U.S. Fish and Wildlife Service of the U.S. Department of the Interior. While no grants are to be

ACTION: Build relationships with agencies at the federal level whose work affects the Freedom’s Way National Heritage Area or which can provide services and funding.

Timeframe and Responsibility: Ongoing action of Freedom’s Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.

ACTION: Provide routine briefings to members of the Massachusetts and New Hampshire Congressional delegations.

Timeframe and Responsibility: Ongoing action of Freedom’s Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.



(Text courtesy National Park Service; photo immediately above is of the gardens behind the visitor center and overlooking the North Bridge, by Patrice Todisco.)



Great Meadows National Wildlife Refuge, MA, is one of three NWRs in Freedom's Way. The Concord River (below) flows through the refuge.

had through National Wildlife Refuges, there is the possibility of the partnering with the National Fish and Wildlife Foundation, the private supporter of national refuges. (The National Park Foundation similarly is a resource for National Heritage Areas thanks to their association with the National Park Service.)

The members of the heritage area's two Congressional delegations should be encouraged to send members of their staffs to participate in meetings held by the Association as a part of their ongoing support and interest. They and their staffs can be helpful in identifying sources of federal assistance. Keeping the delegations informed and up to date should be a routine element of the Association's communications plan.

The National Park Service's Role in the National Heritage Area

Freedom's Way maintains an ongoing relationship with the nearby unit of the National Park System, Minute Man National Historical Park. This relationship is based not only on the heritage area's enabling legislation but also on shared historical themes.

The National Park Service's Northeast Regional Office is an important guide to National Park Service resources. That office maintains a coordinator to work with heritage areas and provide liaison with the national office. The Northeast Regional Office, working with both the Minute Man National Park and the national NHA Program office, specifically could offer:

- Regular meetings between representatives of the Freedom's Way National Heritage Area and NPS regional leaders;
- Staff exchanges to help foster mutual understanding of each other's needs, skills, and opportunities; and



- Assistance from the NPS Rivers, Trails, and Conservation Assistance Program.

In addition, the Association and NPS should undertake collaborative exploration of opportunities to draw on the experience of heritage area participants in addressing challenges that are increasingly important for the NPS, as identified in *A Call to Action: Preparing for a Second Century of Stewardship and Engagement* (August 2011, commonly called the Director’s Call to Action (see sidebar).

Exploration with the Northeast Regional Office should focus on exactly how the Freedom’s Way National Heritage Area could support the “Call to Action.”

The Association should also explore establishing a memorandum of understanding or cooperative agreement with Minute Man National Historical Park to address ways to share resources and strategies for mutual benefit. For example, the park may be able to offer space in one of its many buildings to the Association for operational uses; and the Association may be the best conduit for the park to reach out to communities with close associations to the park’s themes and stories.

ACTION: Maintain a cooperative agreement with the NPS to obligate National Heritage Area funding for assistance with the Freedom’s Way Heritage Association’s role as coordinating entity.

Timeframe and Responsibility: Annual action of Freedom’s Way Heritage Association and the National Park Service.

ACTION: Explore the possibility of creating a memorandum of understanding or cooperative agreement with Minute Man National Historical Park addressing shared resources and strategies.

Timeframe and Responsibility: Ongoing action of Freedom’s Way Heritage Association and the National Park Service.

Maintaining Support and Involvement in the NPS’s National Heritage Area Program

Part of any National Heritage Area’s responsibility is finding its fit within its national community, whose interests are represented by the nonprofit Alliance of National Heritage Areas (ANHA). This organization is invaluable in keeping its members informed about federal policy, developing consistent standards for information-gathering about heritage areas’ performance, and sharing information about members’ experience with heritage area issues.

To maintain its relations with the National Park Service and with other federal agencies, the Freedom’s Way National Heritage Area should be a

ACTION: Maintain full membership in the Alliance of National Heritage Areas and provide the resources for staff to participate in organizational activities.

Timeframe and Responsibility: Ongoing action of Freedom’s Way Heritage Association.



The National Park Service’s Call to Action

“2016 marks the 100th anniversary of the National Park Service – a defining moment that offers an opportunity to reflect on and celebrate our accomplishments as we prepare for a new century of stewardship and engagement.

“America has changed dramatically since the birth of the National Park Service in 1916. The roots of the National Park Service lie in the parks’ majestic, often isolated natural wonders and in places that exemplify our cultural heritage, but our reach now extends to places difficult to imagine 100 years ago – into urban centers, across rural landscapes, deep within oceans, and across night skies.

“In our second century, the National Park Service must recommit to exemplary stewardship and public enjoyment of these places. We must promote the contributions that national parks and our community assistance programs make to create jobs, strengthen local economies, and “support ecosystem services. We must strategically integrate our mission across parks and programs and

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The National Park Service's Call to Action

(Continued from page 91)

use their collective power to leverage resources and expand our contributions to society.”

(http://www.nps.gov/calltoaction/PDF/Directors_Call_to_Action_Report.pdf)

Report.pdf)

recognized part of this national community-building effort maintained by the heritage areas themselves. The Alliance also advocates for the annual federal appropriation for National Heritage Areas – principally by informing its members so that they can keep their individual Congressional delegations informed – so funding for membership must be found outside the Freedom's Way National Heritage Area's federal share of its budget.

A long-term Alliance aim is to improve the National Park Service's underlying legal authority to manage heritage areas on a programmatic basis, instead of relying on individual heritage areas' legislation.

Role of Communities

The National Heritage Area has forty-five cities and towns in two states. Over time, as they learn about Freedom's Way and the opportunities open to them, all should become engaged in heritage area initiatives described in Chapters 2 through 3.

As noted in Chapter 2, communities are central to the region's story. They are the principal organizing structure for governance and social organization within Freedom's Way, central to the region's historical development and influence upon the landscape. As noted in Chapter 4, they are the principal means through which economic development and significant enhancements to the visitor experience can be accomplished. Community partners are discussed more below in the section on involving “communities as local partners.”

ACTION: Build relationships with community leaders and organizations; organize delivery of services to communities and community groups community by community.

Timeframe and Responsibility: Ongoing action of Freedom's Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.

Partnerships with Educational Institutions

As described extensively in Chapter 2, outreach to educational institutions, both pre-K-12 and institutions of higher learning, is critical. These include school districts or administrative units, superintendents, teachers, parent-teacher groups, students and student groups, and other service organizations involved in the schools. Targets for such outreach also include the institutions of higher learning located within the heritage area, as well as others with programs that might be interested in serving the heritage area.

Role of the States – Massachusetts, New Hampshire

State coordination and support is critical for implementing several elements of the management plan, especially historic preservation, Main Street-style programming, and tourism. Education departments may be helpful in organizing outreach to schools; humanities councils may be helpful with funding for educational programs (both school-based and adult programs). State historical and natural parks are key sites for the interpretive system. Scenic roads, bikeways, and trails are affected by



The rear of the Hancock-Clarke House includes the original structure from 1698, now the entrance to the museum operated by the Lexington Historical Society, which has owned the building since 1896. It is the only building still standing associated with John Hancock, the signer of the Declaration of Independence, who lived there as a child with the owner, his grandfather Rev. John Hancock. It played an important role in the evening leading up to the dawn fight nearby on Lexington Green.

The National Park Service's website on the Signers of the Declaration picks up the story there: "By the time of the Revolution, Rev. Jonas Clarke, a relative by marriage of the Hancocks, occupied the house, which had been built as a parsonage by Rev. John Hancock. Clarke encouraged Revolutionaries to use his home as a meetingplace and refuge. On the evening of April 18, 1775, patriot leaders Hancock and Samuel Adams were visiting there. Around midnight, after everyone had gone to bed, Paul Revere and later William Dawes, warning the countryside of the approach of British troops, galloped up and informed the household. A few hours later, Hancock and Adams fled northward to Burlington, MA. They later moved from place to place, staying away from Boston, until they proceeded to Philadelphia to attend the Continental Congress, which convened the next month."



actions of the two states' Departments of Transportation. Fulfilling the requirement in the National Heritage Area's legislation for wayfinding is logically best addressed in collaboration with both state agencies.

The governors can be helpful in expressing support for state agencies' actions to develop and maintain the heritage area, and may be amenable to coordinating agencies' contributions. For this reason, both governors' offices should receive routine briefings on the heritage area's progress. In addition, state legislators for both Massachusetts and New Hampshire can also help to influence state agencies' support; they should also receive the courtesy of routine briefings.

ACTION: Provide routine briefings to the Governors and seek help with coordination of state agencies' contributions to implementation of the management plan.

Timeframe and Responsibility: Ongoing action of Freedom's Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.

ACTION: Provide routine briefings to elected officials representing heritage area jurisdictions in the state legislatures.

Timeframe and Responsibility: Ongoing action of Freedom's Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.

ACTION: Build relationships with agencies at the state level in both states whose work affects the Freedom's Way National Heritage Area or which can provide services and funding.

Timeframe and Responsibility: Ongoing action of Freedom's Way Heritage Association in concert with partners that can offer insights into opportunities and relationships.

A rich farming history is part of Lunenburg's past. Pictured is a rare remnant from colonial practices, a stone-walled keeping area with an iron gate known as the Town Pound that dates back to 1750. As the Massachusetts town's website explains, "There were frequent occurrences of a horse or cow or sheep straying off from their pasture and traversing the Town. Once found they were taken to the Pound Keeper who would then put them in the stone walled enclosure and care for them with feed and water until the farmer came by to retrieve the wayward animal. The keeper would be paid a small sum by the farmer for his care." Lunenburg still appoints a Pound Keeper every year.

(Text and photo courtesy Town of Lunenburg Historical Commission.)



Tribal Role

The Freedom's Way National Heritage Area is obligated, by virtue of its federal status, to undertake consultation with American Indian tribes, specifically federally recognized tribes active within or with historic ties to the region influenced by the heritage area. In both Massachusetts and New Hampshire, non-federally recognized tribes may also be helpful in undertaking interpretive and other initiatives in support of the heritage area.

There are two federally recognized tribes in Massachusetts, both representing Wampanoag people, the Mashpee Wampanoag Indian Tribal Council, Inc. (formerly known as the Mashpee Wampanoag Tribe), headquartered in Mashpee on Cape Cod, and the Wampanoag Tribe of Gay Head (Aquinnah) on Martha's Vineyard.

According to the Native American and Indigenous Studies Association website maintained by the University of Massachusetts Boston, "other Wampanoag groups include the Assonet Band, Herring Pond, Seaconke, and Pocasset." Also in Massachusetts, "the Nipmuc Indians are the tribal group occupying the central part of Massachusetts, northeastern Connecticut and northwestern Rhode Island. The Nipmuc Nation is a state-recognized band with approximately 500 enrolled members today based at the Hassanamisco Reservation (in Grafton, MA). This small 3-acre reservation is the only parcel of Nipmuc land never to have changed hands; its occupation by Nipmuc people dates back to before contact and colonization. The Nipmuc Indians of Massachusetts have several bands today, including the Chaubunagungamaug of Webster and Natick Nipmuc of Natick, in addition to the Nipmuc Nation."

There are no federally recognized tribes at this time in New Hampshire but the Abenaki people are found there; a subgroup, the Pennacook, are described on one website as having had villages in the Freedom's Way region within both states. Other federally recognized tribes exist in New England, however, and there are many others without federal recognition.

ACTION: Periodically inform tribal nations active within or with historic ties to the heritage area about progress on the management plan, as advised by the National Park Service. Working with the Secretary of the Interior and the National Park Service concerning federally recognized tribes, use periodic contact to explore further engagement and development of projects of mutual benefit.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association under advice and assistance of the Secretary of the Interior and the National Park Service.

The National Heritage Area should work with the National Park Service to accomplish this consultation in a way that advances the interests of both the heritage area and tribes with ties to the region, federally recognized or not. The Massachusetts Commission on Indian Affairs can provide assistance in reaching the state-recognized Nipmuc Nation and others who may be interested in working with the Association.

3.5.3 Assisting Local Partners through Partner Development

The Freedom's Way National Heritage Area has great potential for assisting individual partners and lending credibility to their goals and endeavors. Moreover, emphasizing working relationships among partners is an important means of accomplishing the heritage area's goals in a mutually beneficial way.

Every action the Freedom's Way Heritage Association's Board of Directors, staff, and partners undertake on behalf of the Freedom's Way National Heritage Area is an opportunity for enhancing partners' abilities to contribute to the heritage area.

This section addresses how to shape heritage area programs for partners in terms of "partner development." This follows from our understanding of another kind of development, "resource development." Because successful fundraising proceeds from developing relationships with sources (resources) for those funds, the activity of raising funds for organizations like the Freedom's Way Heritage Association is now often called "resource development." In the same sense, "partnering" should be regarded as developing relationships, for the benefit of both parties. Thus, "partner development" is our term of choice for what others might call capacity-building.

Heritage area partners typically engage in heritage area activities during startup in the hope of receiving grants. As documented below and in Chapter 6, the Freedom's Way Heritage Association does intend to dedicate a portion of its annual federal appropriation to a matching grant program. These funds will be awarded to partners on a competitive basis in support of programs and projects that benefit the heritage area.

Monetary matching grants, however, are only one way to build partners' capacity. In addition to grants and cooperative agreements, the Association could provide funds directly to those available to offer technical assistance to partners. Or it may determine to spend funds in other ways in order for

Ideas for Partner Development

In every topic of this management plan, Freedom's Way Heritage Association staff and regional partners are described as sources of encouragement, assistance, support, and promotion to local partners for programs and events as appropriate. This advice and support might extend beyond programming to questions of organization, operations, management, and resource development as well. Following are other ideas to be considered in developing a complete program for partner development:

- Technical assistance for program and product development;
- Technical assistance for fundraising and grant writing (especially but not limited to writing grant applications for heritage area funding);
- Awards of consulting assistance paid for by the Association (rather than dollars paid directly to the awardee), on a competitive basis with a match made by the awardee;
- Networking committees, projects, gatherings;
- Training programs and workshops;
- Matchmaking among partners, to encourage their collaboration,

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Ideas for Partner Development

(Continued from page 95)

- coalitions, and joint ventures;
- Quality assurance programs;
- Conferences, workshops, and expos that let partners promote their achievements;
- Best practices/technology transfer/skill-sharing/clearinghouse;
- Recognition programs (“best of,” “most improved,” etc.);
- Identifying sources of funding and program support;
- Endorsement of partners’ grant applications made to others;
- Docent and volunteer recruitment and training;
- Marketing by the Association for partners’ programs;
- Offering interesting venues for partner programs; and
- Organizing the participation of lecturers, interpreters, or educators.

the heritage area to be successful. The wayfinding program described in Chapter 2 is one example of the latter possibility – partners would most certainly benefit from such a program.

Design of a grant program for the first phase of plan implementation is a high-priority activity. Such a program requires consideration of matching requirements, size limitations, and a focus on activities that maximize a given emphasis in implementing management plan goals, year to year. Allocation of funds to such grants in each annual budget will depend on the Board of Directors’ judgment, based on (1) their sense of how much of the heritage area’s budget should be devoted to initiating the Association’s own programs versus supporting those of partners, and (2) what programs described in this management plan it is most useful to emphasize in a given period. The Association may choose in some years to devote grant funding to one or more specific projects of highest priority for implementing the plan.

The Freedom’s Way Heritage Association by design will always have an all-volunteer board and small staff. Partners should not expect that networking and collaboration among partners will always be facilitated directly by Association directors and staff. As development of the heritage area proceeds, partners may benefit by developing their own relationships directly.

ACTION: Establish a partnership assistance program that recognizes the many ways that the National Heritage Area can support the growth and development of partners’ capacity and programs. Periodically assess progress in developing this program through partner involvement in evaluation.

Timeframe and Responsibility: Immediate and ongoing action of Freedom’s Way Heritage Association in consultation with partners.

ACTION: Reserve a portion of annual federal heritage area funding for small monetary grants that will build partners’ capacity. Develop and implement a process and annual schedule for the identification and selection of partner projects to receive support in the form of grants.

Timeframe and Responsibility: A high-priority, immediate and ongoing action of Freedom’s Way Heritage Association in consultation with partners.

3.6 ADVOCACY

As implied in the description of potential players in advancing Freedom’s Way presented earlier, there are many in charge of state and federal policies and resources that can provide assistance and support. Still others with specialized expertise at the state and national levels are potential sources of advice and strategies. Moreover, within the heritage area are many potential partners that, if engaged strategically, could become a force on behalf of the heritage area’s advancement.

Brought into alignment, all of these resources could help Freedom’s Way undertake dynamic interpretation, education, curatorship, and communications; help the heritage area’s place-based identity reach new achievements in its already ambitious stewardship; and gain financial

resources. It might even be possible to align the objectives of various agencies whose overlapping and gaping boundaries and uneven resources are among the obstacles to planning, economic development, historic preservation, regional recreational trails, and tourism.

In a word, advocacy is needed, in order to advance the interests of the heritage area and its local and regional partners. As a National Heritage Area, Freedom's Way is uniquely positioned to engage partners at the state and national levels and participate in a national dialogue on behalf of all these important objectives at the local level. And it can act as a forum where local interests can build relationships and tackle regional concerns related to heritage development.

As part of its outreach within the heritage area, Freedom's Way communications and programming in general will aim to raise residents' awareness of resource stewardship and help build their support for the heritage area's goals.

The difficulty with expanding this proposition to advocacy is one of resources. It can require vast resources of time, energy, and attention from both board and staff. The heritage area simply does not have the necessary reserves. Unless, that is, it relies on partners for the greater portion of such work – and is quite strategic about what issues it will pursue as an advocate.

3.6.1 Engagement with National Partners

As coordinating entity for the heritage area, Freedom's Way Heritage Association works closely with the National Park Service and participates in the Alliance of National Heritage Areas. The Association also maintains close communication with the legislators in Congress who represent Freedom's Way communities.

Through these relationships, the Association maintains an awareness of policy and issues at the national level. Through the Alliance, the Association works with other National Heritage Areas in developing support for heritage area programming. With the National Park Service, the Association has access to technical expertise and can obtain information on a wide range of federal programs. With legislators, the Association helps provide information on issues of importance to local communities.

ACTION: Engage with partners at the state and national levels to support heritage area goals and programs.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association.



The Westford Museum in Westford, MA, is a late-eighteenth-century academy building that did duty as a firehouse throughout much of the twentieth century before being converted in 1985 to a museum facility for the Westford Historical Society.

The falls of the Souhegan River in Greenville, NH, according to Wikipedia, provided “plentiful water power for New Hampshire’s first industries, making cotton and woolen goods. Because of the falls, Greenville was always a manufacturing center. The Columbian Manufacturing Company was established in 1826 to make textiles in both Greenville and New Ipswich. The Columbian is long gone; the mill buildings are now used for other businesses and storage, and one has been converted into housing for the elderly.” Freedom’s Way has many mill sites through the region on rivers large and small, although this is one of the most spectacular locations.

An 1858 history provided by the Town of Greenville at its website devotes considerable text to evidence that mills were a preoccupation by town leaders in the eighteenth century as well, although it appears they were less successful in insuring that “saw mills” and “corn mills” were built at that early stage of settlement.

Below, an 1892 postcard view shows Upper Falls, as also seen in the nineteenth century birds’ eye view engraving, above, at a different angle.



Freedom’s Way Heritage Association will continue to engage partners at the national level on behalf of heritage area communities. In doing so, the Association will work closely with statewide organizations and agencies.

3.6.2 Local Advocacy

Freedom’s Way partners and the Association should support advocates at the local level to the extent possible. Independently, local and regional partners should decide when their individual organizations are able to support and assist other partners on local issues within communities.

On behalf of Freedom’s Way as a whole, the Association’s Board of Directors should consider and decide when it is appropriate to assist partners advocating on heritage issues. Decisions with regard to advocacy must be carefully weighed. The degree to which professional standards are involved, how much consensus exists on the direction to be taken, and whether heritage area involvement can help make a difference should be among the criteria to support a decision to undertake advocacy. If done well, this will go a long way toward establishing a reputation for Freedom’s Way as a strong, professional, and principled advocate for heritage issues within the region, working toward consensus among all interests on behalf of residents and resources.



(Top image reproduced from an original panoramic map by L. R. Burleigh (1853?-1923) and made available through Wikimedia Commons; image above purchased from Cardcow.com.)

ACTION: When appropriate and as resources allow, assist local partners in advocating for heritage issues.

Timeframe and Responsibility: Ongoing action of the Freedom’s Way Heritage Association and partners.

CHAPTER 4



STEWARDS OF THE HERITAGE AREA ▪ ENHANCING QUALITY OF LIFE THROUGH COMMUNITY PLANNING AND RESOURCE CONSERVATION

Stewardship is fundamental to the mission of the Freedom’s Way National Heritage Area. Community planning and stewardship of special resources have a long history in New England and within the Freedom’s Way National Heritage Area.

This chapter outlines how partners within Freedom’s Way will work together to achieve stewardship goals – local, state, federal, nonprofit and governmental. Building on an existing, strong foundation, partners will collaborate on a common vision rooted in a landscape approach to stewardship of natural, historic, and cultural resources bound together in a common ecosystem.

Over the years, economic forces have driven dramatic change in land use within the heritage area that has transformed community character while causing important ecological consequences. Perhaps most dramatic were the clearing of land for agriculture in the early and mid-nineteenth century and then farmland abandonment that resulted in the widespread growth of forests throughout the region.

In contrast, today’s challenges stem primarily from metropolitan expansion and suburbanization that have led to increased awareness of the need for active community planning at the local and regional levels and to the development of planning processes and growth management techniques.

Local governments, both towns and cities, are the principal organizing unit for community planning and land use decisions. Since early

This chapter covers:

- ⇒ Community planning and specific areas of stewardship initiatives within Freedom’s Way – land conservation, historic preservation, and agriculture.
- ⇒ A cultural landscape approach for unifying conservation of all heritage resources.
- ⇒ A historic preservation plan (in combination with Chapter 2, a Congressionally required “historic preservation and interpretation plan”).
- ⇒ Ideas for enhancing community centers

settlement, communities have been making decisions about the use of land, balancing ideas about the rights of individual land owners and the interests of the community at large. Local governance and decision making have always remained at the center of land use and community development, whether the communities are urban, suburban, or rural, and vary according to community capabilities.

The tradition of land stewardship within Freedom's Way has strong roots in New England culture going back to the idea of the commons and the shared use of land for the common good. This tradition blossomed later with the emergence of The Trustees of Reservations (1891), Massachusetts Audubon (1901, among the earliest Audubon societies), and the Society for the Protection of New Hampshire Forests (1896). Land stewardship has continued to grow through both private initiatives and state sponsored-programs. Today, a strong land stewardship ethic permeates public life in both Massachusetts and New Hampshire.

Historic preservation is also a long tradition in both states. In 1910, William Sumner Appleton founded the Society for the Preservation of New England Antiquities, known today as Historic New England. He led the organization for nearly four decades, in the process influencing the course of the entire nation's drive to preserve historic places. The Massachusetts Historical Commission (MHC) was established by the legislature in 1963 to identify, evaluate, and protect important historical and archeological assets of the Commonwealth, predating by three years the national system established in the National Historic Preservation Act of 1966. (New Hampshire's Division of Historic Resources, like most State Historic Preservation Offices, followed in the years immediately after 1966.)

In Freedom's Way, the following list provides indicators of the long-term, dedicated pursuit of stewardship in the region's 45 cities and towns:

- 24.72 percent permanently protected conservation lands (easements, public ownership, and conservation trust ownership) – 158,531 acres – thought to be among the highest levels of permanent protection in the nation;
- 23 local land trusts (20 MA, 3 NH); 9 local, state, and regional land trusts have adopted the Standards & Practices set by the national Land Trust Alliance, with 6 achieving LTA accreditation;
- 3 National Wildlife Refuges (Assabet, Great Meadows, Oxbow, all in MA);
- 1 National Historical Park (Minute Man, in MA);
- 21 state parks, state forests, and other state-level public recreation areas (17 in MA, 4 in NH);
- 13 regional trails, with about 121 miles of existing improved regional trails and rail-trails; there are many more local trails and planned or proposed trails than indicated by these numbers;
- 17 National Historic Landmarks (all MA);
- 337 listings in the National Register of Historic Places (320 MA, 17 NH);

Photo, previous page: A scenic road in Hollis, NH.

(Photo by Patrice Todisco.)



The rare southern catalpa tree (*Catalpa bignonioides*) planted in 1883 to the left of the library in Lincoln, MA, is identified in the heritage landscape study for the town. It was probably formed by planting and twisting several saplings together.

In 2006, twenty-two Massachusetts towns conducted heritage landscape studies under the auspices of the Massachusetts Department of Conservation and Recreation and the Freedom's Way Heritage Association. Town residents, some of whom represented town boards and local nonprofits, attended the meetings. Based upon the information gathered by community members and the consultants to MDCR/FW, several priority landscapes were identified as highly valued and contributing to community character that needed to be permanently protected or preserved. According to the Freedom's Way website, "There are undoubtedly other heritage landscapes that were not identified during this process. Future planning meetings might select other sites."

(Photo below by Patrice Todisco.)

- 61 historic districts (as listed in the National Register; 56 MA, 6 NH);
- 39 local governments with historical or heritage commissions;
- 21 locally designated historic districts;
- 6 Certified Local Governments (3 recognized by the MA Historical Commission, 3 by the NH Department of Historic Resources);
- 16,225 surveyed historic sites and areas (15,584 MA, 371 NH); and
- 155 farms serving the general public, plus 28 farmers' markets.

4.1 CONTEXT FOR COMMUNITY PLANNING AND LANDSCAPE STEWARDSHIP

This chapter covers community planning and specific areas of stewardship initiatives within Freedom's Way – land conservation, historic preservation, and agriculture. In practice, land conservation has tended to emphasize natural resources; it often involves outdoor recreation because it provides public access to protected lands. Historic preservation has tended to emphasize built resources. Agriculture has tended to exist separately from land preservation, outdoor recreation, and historic preservation.

Yet, all of these are critical to the place-based identity that Freedom's Way promotes as one of the strategic priorities explained in Chapter 1. Freedom's Way emphasizes their similarities and connections and encourages partners in each sector to coordinate their perspectives and actions.

This section of this chapter provides important background for the recommended programs and actions that follow in further sections addressing community planning, land conservation, historic preservation, community enhancement, and agriculture.





4.1.1 Foundation for Planning and Stewardship

The introduction to the enabling legislation for the Freedom’s Way National Heritage Area (Public Law 111-11, Section 8006 – see Appendix A) outlines its purposes as fostering close working relationships among government, the private sector, and local communities; assisting these entities in preserving the “special historic identity” of the heritage area; and managing, preserving, and protecting “cultural, historic, and natural resources...for the educational and inspirational benefit of future generations” (a.1-3). Community planning and stewardship are essential to the tasks associated with these purposes.

Enabling Legislation for Planning

With respect to the duties of the Freedom’s Way Heritage Association, the legislation states that the Association should assist local government and regional planning organizations in carrying out programs and projects that recognize and protect important resource values (d.1.B.i). The Association is also expected to encourage economic development that is consistent with the purposes of the heritage area (d.1.H).

The legislation requires the heritage area’s management plan to take existing state and local plans into consideration in its development and implementation. This includes recognizing and supporting local planning documents that affect land use, community character, and landscape resources. The management plan is also required to include economic development strategies to conserve, manage, and develop the heritage area (e.2.F) and support economic revitalization efforts (e.2.H.iii). This plan meets these requirements through its support of local initiatives in community planning and enhancement (Chapter 4) and cultural heritage tourism, which stimulates local economic development (Chapter 5).

Enabling Legislation for Stewardship

The legislation requires that the heritage area management plan include an inventory of natural, historic, and recreational resources related to heritage area themes that should be conserved, restored, managed, developed, or maintained (e.2.G). In addition, the plan must recommend



Patrice Todisco, Freedom's Way Heritage Association interim executive director, used the panoramic feature on her camera for this photo (both pages) of a sunny Saturday at the summit of Mount Wachusett in Princeton, MA.

policies and strategies that include the development of intergovernmental and interagency agreements to protect natural, historic, and cultural resources; apply appropriate land and water management techniques; and support economic revitalization efforts (e.2.H).

Historic preservation is specifically emphasized in the legislation, authorizing the Freedom's Way Heritage Association to assist partners ("units of local government, regional planning organizations, and nonprofit organizations") in protecting and restoring historic buildings "consistent with themes of the Heritage Area" (d.1.B.v). It further states that the management plan is expected to provide a framework for coordination of partners' plans so that they "present a unified historic preservation and interpretation plan" (e.2.C).

Freedom's Way Mission, Vision, and Goals

The heritage area's mission and vision as articulated in Chapter 1 emphasize preserving places and creating strong communities. Community planning is a means through which this work must be addressed, through preservation, conservation, and educational initiatives to protect and promote the heritage area's shared resources and to encourage residents and visitors to explore the heritage area's landscape, history, and culture.

The heritage area's vision sees Freedom's Way as a convener and catalyst to help people collaborate in creating strong communities, inspired by the region's historical and intellectual traditions.

Goal 2, Landscape and Sense of Place, adopted by the Freedom's Way Heritage Association's board of directors, states:

Engage and collaborate with organizations, interests and individuals to create a shared regional vision as a living link across landscapes, history and time.

Goal 3 states:

Promote sustainable communities throughout the heritage area that celebrate its character, memories, traditions, and sense of place.

Both goals recognize the interplay of natural and cultural resources in shaping the character of landscapes and communities in Freedom's Way.

The role of community planning and stewardship of important resources is central in meeting these goals. The threats to the character of existing communities and landscapes often stem from inappropriate development and are managed through local community planning and stewardship.

4.1.2 The Freedom's Way Landscape

The Freedom's Way National Heritage Area is varied and complex, rich in many possibilities for exploration. Woodlands, meadows, wetlands, and waterways are recognized as community assets important to local quality of life.

The extensive woodlands of central Massachusetts and southern New Hampshire, a consequence of the widespread abandonment of farmland within the region beginning in the second half of the nineteenth century, are a principal character-defining feature of the landscape.

Geologically, the Freedom's Way National Heritage Area is a landscape shaped by glaciers. As they retreated, the ice sheet left moraines and eskers, landforms of low and varied relief. Soils range in their composition as a result, but they are mostly mixed stones and sands of varying size. Many low-lying areas were once lake bottoms or river courses of silt and drain poorly if at all. There are numerous swamps and kettle holes.

The resulting landscape is one of low hills and uneven topography with intimate outdoor spaces and occasional vistas. The landscape is part of two broad ecological regions, the Gulf of Maine Coastal Plain in the eastern and central portions of the heritage area and the more rugged highlands of the Worcester/Monadnock Plateau to the northwest. Each has distinct variations in its plant communities and ecologies.

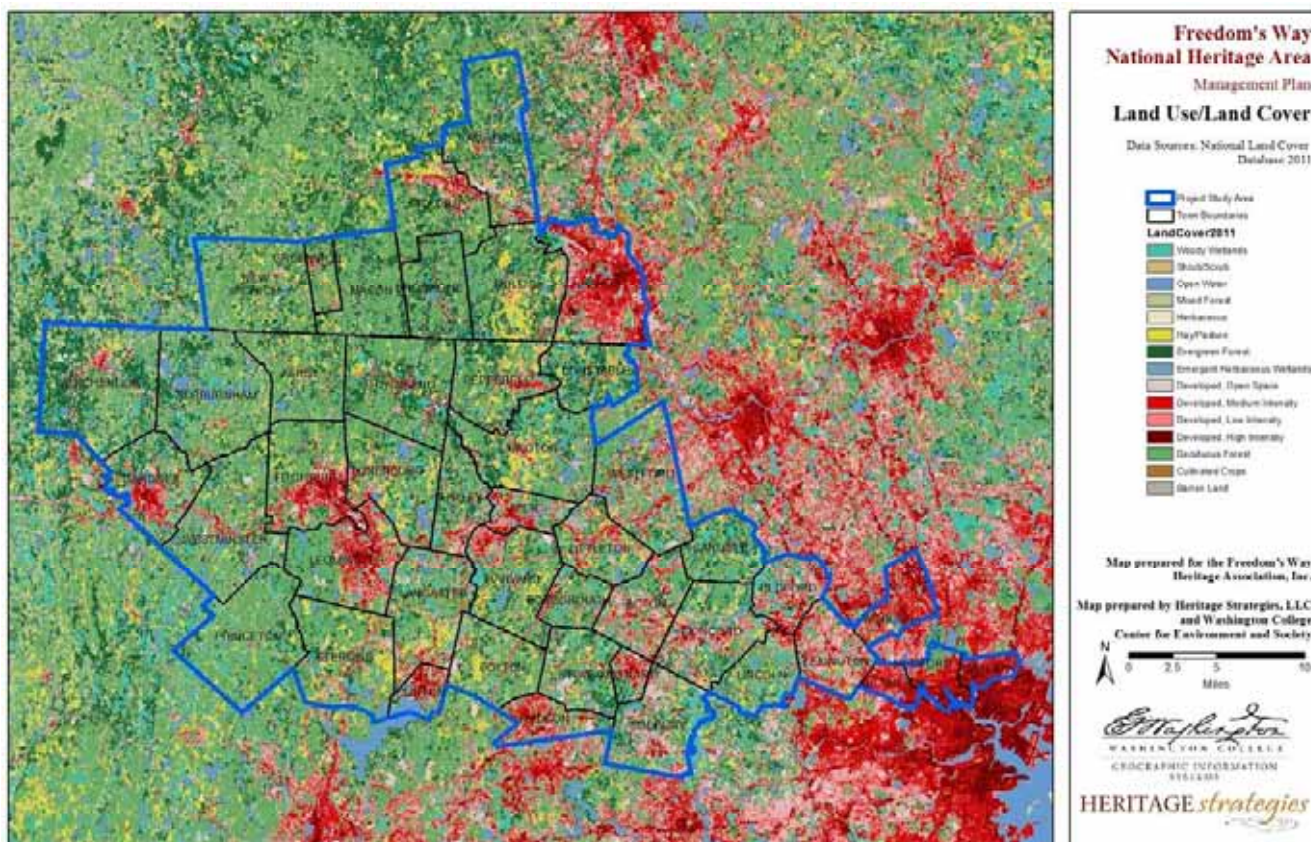
Freedom's Way is drained primarily by three rivers and their tributaries, each ultimately flowing northeast toward the Merrimack River near the border of New Hampshire and Massachusetts.

The largest river in the Freedom's Way area is the Nashua, once a glacial lake, which flows northeast through the heart of the heritage area and includes its largest area of floodplain and good agricultural soils. Smaller tributaries to the west drain the more elevated highlands.

To the east of the Nashua River is the smaller but significant Concord River and its southern tributaries, the Sudbury and Assabet Rivers, which converge in the town of Concord.

In northern Massachusetts and southern New Hampshire, the northeast-flowing Souhegan River and its tributaries course through Ashburnham and Ashby (MA) and New Ipswich, Milford, and Amherst (NH) toward the Merrimack. Smaller portions of the heritage area are drained by the Shawsheen and Mystic Rivers in the east and Millers River in the west.

The Nashua, Concord, Sudbury, and Assabet Rivers are known for their wetlands and wildlife, each having large areas preserved as National Wildlife Refuges. Twenty-nine free-flowing miles of the Sudbury, Assabet and Concord Rivers have been nationally recognized by Congress as Wild

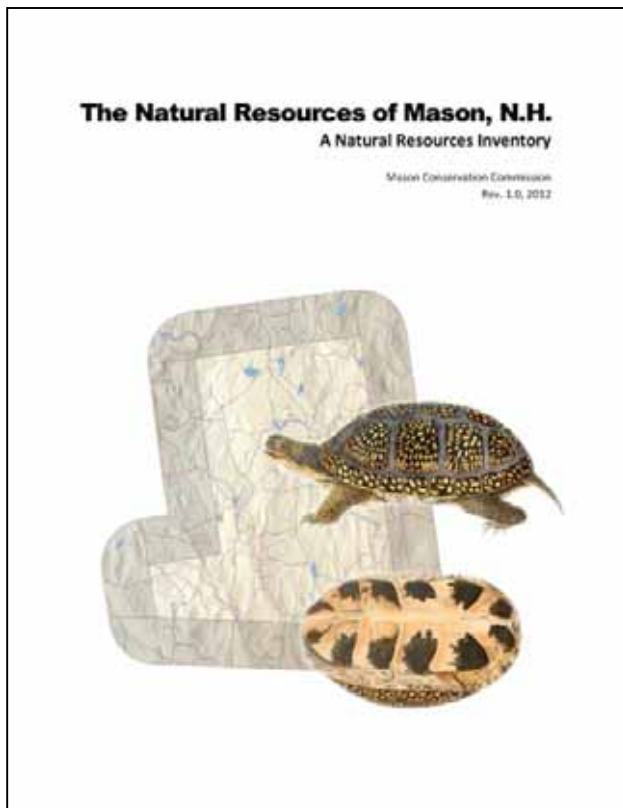


and Scenic Rivers due to their “outstandingly remarkable resource values,” including scenery, history, literature, recreation and ecology.

In December of 2014, Congress passed the Nashua River Wild and Scenic River Study Act, a precursor to federal designation. Affected sections of the Nashua River are in Massachusetts, including two of its tributaries serving the northwestern parts of Freedom’s Way, the Squannacook and the Nissitissit. Towns through which these rivers pass are Lancaster, Harvard, Shirley, Ayer, Groton, Dunstable, Pepperell, and Townsend. A National Park Service reconnaissance report completed in June of 2014 “confirms that the Nashua River and its tributaries have all the ingredients for a successful Wild and Scenic River Study: highly significant natural, cultural and recreational resources; capable and committed local partners; and local communities with a demonstrated track record of support for conservation of the River,” according to an official.

Freedom’s Way includes both rural and urban landscapes, but the continued growth of metropolitan Boston is changing the mix. Within the ten-mile radius from its southeastern point near Boston to the region within the I-95 boundary, the heritage area is urban and suburban and densely populated, primarily late nineteenth and early twentieth century in character. The region’s still-evident Colonial heritage is represented in topography, early road alignments, historic buildings, and place names.

Between I-95 and the region bounded by I-495, another fifteen miles out, is the suburban portion of the heritage area. Fully developed but retaining much of its natural landscape character, this area has been a desirable place to live within the Boston metropolitan area for many decades.



The Conservation Commission for the Town of Mason, NH, completed a state-of-the-art natural resources inventory (required under state law) in 2012. The research, map production, and report were all done using volunteer labor, the bulk of it (almost a thousand hours) by MCC members. "Preparing an NRI is a labor-intensive task and can be quite expensive if relegated to a contractor. However, Mason is fortunate in having a conservation commission comprised of talented people with relevant skills. To save money and take advantage of this talent pool, we chose to develop Mason's NRI ourselves...No paid contractors were involved, although we did on occasion take advantage of free services and data provided by the Nashua Regional Planning Commission (NRPC) of which Mason is a member," the report states (p. 3). Pictured on the cover is the endangered Blanding's Turtle, which is found in Mason.

Beyond I-495 is an ever-widening belt of mixed rural and suburban landscape with woodlands, fields, large landholdings, scattered suburban subdivisions, and many single-family homes. Commuter rail links this area to the inner suburbs and downtown Boston, with commercial centers at many railroad stops. The rural/suburban belt continues to move further north and west into the countryside. Gradually, the extensive woodlands that begin in the suburbs and increase further westward with less and less interruption become dominant and establish the rural character of central Massachusetts and southern New Hampshire.

Woven into this pattern are communities established where water power made manufacturing economically feasible. These towns or small cities are densely developed, with urban commercial and industrial cores along rivers and neighborhoods of wood framed residences around them. Most have struggled economically with the loss of their manufacturing base over recent decades. Larger towns have their own local suburbs extending into the rural countryside.

Colonial village centers and the old roads connecting them are evident everywhere, heavily developed but still extant in the urban southeast, pastoral and fully developed in the suburbs, and forested and still functioning in the rural north and west. Changes in land use are clearly visible in remnant features such as stone walls, field patterns, roads, and farm lanes as well as in patterns of successional plant communities that give evidence of previous use. Changes in transportation, as in manufacturing, also triggered landscape changes, as some places grew from railroad connections in the nineteenth century. Other changes stemmed from improved roads in the twentieth century, such as U.S. Route 2 that links many of the heritage area's communities from east to west.

4.1.3 Inventory of Natural, Historic, and Recreational Resources

The Freedom's Way Heritage Association has assembled an extensive inventory of historic, cultural, and natural resources in a geographic information system (GIS) database. Collected primarily from state agencies and regional planning councils, this GIS database has been used to create the heritage area-wide and town-level maps illustrating this management plan.

A discussion of the Association's existing GIS database is included in Appendix F of this plan. Because Freedom's Way is served by two states and multiple regional planning agencies that divide up the heritage area, GIS information relevant to the heritage area is located with several different organizations. By gathering this information into a single database, the Association and partners have the ability to access and study the heritage area landscape as a unified area.

As explained further in Appendix F, GIS inventory layers included in the database include:



- Areas of critical environmental concern
- Community facilities
- Flood zones
- Habitats of rare species and wildlife
- Historic resources
- Land use
- Landforms and topography
- Named places
- Open space and park lands (federal, state, local)
- Prime forest lands
- Protected water bodies
- Regional trails
- Rivers and water bodies
- Towns
- Transmission lines
- Transportation (highways, roads, rail)
- Vernal pools
- Wetland types

A view to the west from Prospect Hill in Harvard, MA, reveals the variety of forest cover in the region through the many different greens of early spring.

(Photo by Patrice Todisco.)

National Historic Landmarks in the Freedom's Way National Heritage Area

1. Buckman Tavern, Lexington
2. Converse Memorial Library, Malden
3. Ralph Waldo Emerson House, Concord
4. First Church of Christ, Lancaster, Lancaster
5. Fruitlands, Harvard
6. Gropius House, Lincoln
7. Hancock-Clarke House, Lexington
8. Lexington Green, Lexington
9. Old Manse, Concord
10. Orchard House, Concord
11. Isaac Royall House, Medford
12. Count Rumford Birthplace, Woburn
13. Peter Tufts House, Medford
14. Walden Pond, Concord
15. The Wayside, "Home of Authors," Concord
16. Winn Memorial Library, Woburn
17. Wright's Tavern, Concord

(All are in Massachusetts.)

Inventory information may be viewed or displayed in map or spreadsheet formats and at a heritage area-wide level or local level in considerable detail, including satellite background as an option. Owing to the scale of the heritage area (996 square miles), the detail in the maps produced from the inventory to illustrate this plan is necessarily limited by the need to compress the maps into 8.5" x 11" space. (For this reason, final maps produced include one for each of the forty-five towns combining selected data.) Many of these maps were produced at high resolution in portable document format (pdf), so that when viewed on a computer screen, users may zoom in to see more detail. Access to the GIS layers themselves, of course, provides even greater resolution and the ability to query the database. The Freedom's Way database is not set up with an interface for users without GIS software to interact with the database. However, sources of much of the data, MACRIS and MassGIS and New Hampshire's GRANIT databases, do offer this capability.

Natural Resource Inventory

Demonstrating the natural resource inventory are maps that illustrate this plan concerning ecological provinces and watersheds, rivers and water bodies, and conserved lands. A key natural resource map is "conserved lands" (page 5 or page 138), which identifies conserved and protected lands by ownership. Various federal and state agencies as well as nonprofit, municipal, and private owners control conserved lands. Among these lands are many of the most environmentally significant habitats and landscapes. They are particularly important to Freedom's Way because they are publicly accessible and may be included in the heritage area's interpretive presentation.

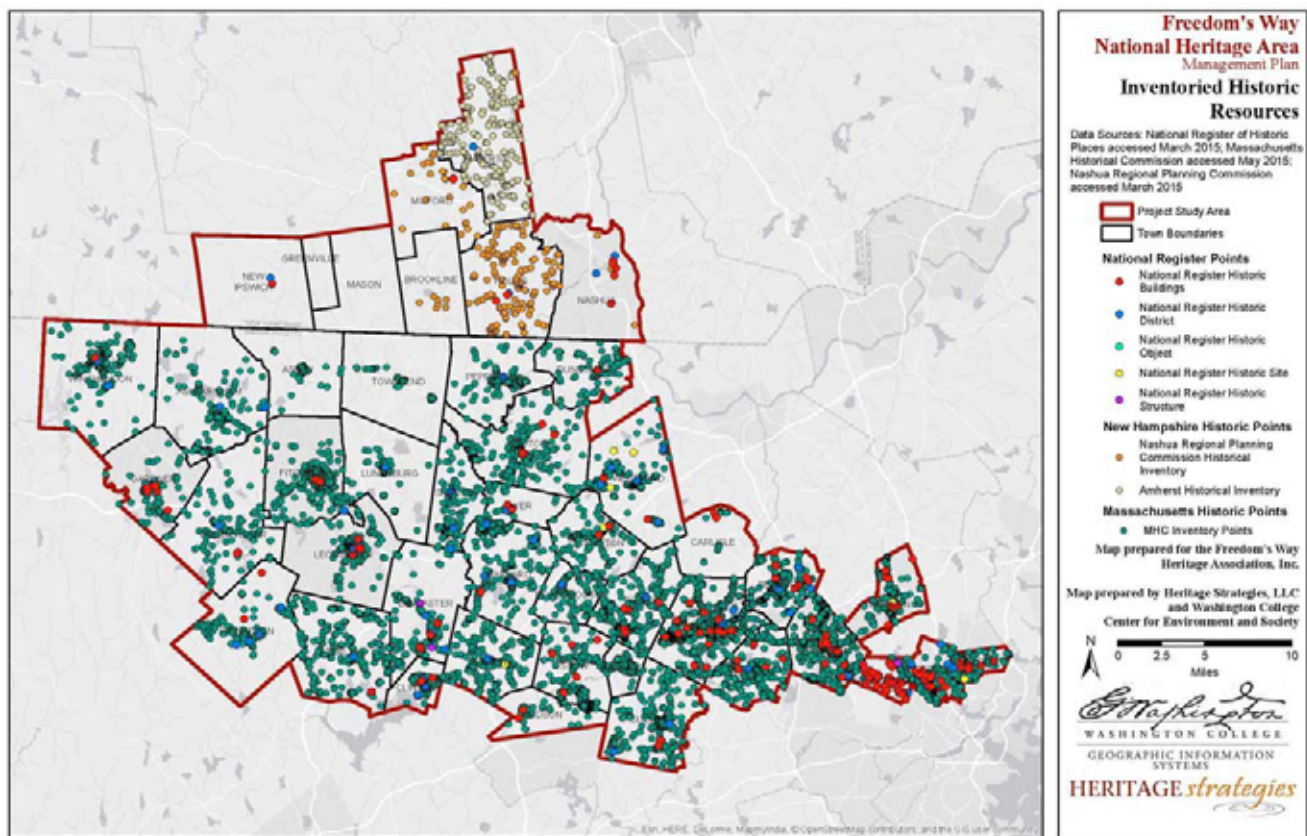
Historic Resource Inventory

With respect to historic resources, in Massachusetts separate data layers identify National Register historic sites, National Register historic districts, surveyed historic sites, and others. Information was mapped by the Massachusetts Historical Commission and is now available statewide in the state MassGIS database. More than 15,584 individual surveyed historic properties are included in the Massachusetts portion of the historic resource inventory. Survey forms for most of these properties may be viewed on the Massachusetts Historical Commission's MACRIS website. The most interesting aspect of this inventory is the extensive surveying that has been completed in Massachusetts.

For the Freedom's Way communities in New Hampshire, survey data is not yet available in GIS format at a statewide level. Some local GIS survey data, however, is available through the Nashua Regional Planning Commission. Owing to the variation in the way the data was collected and recorded by the two states, the data is displayed differently in each state (to signal to users that much of the data displayed is not uniform; see map, page 111). To illustrate this plan and the more uniform data applying to both states, a second map simply showing National Register structures and districts and National Historic Landmarks was also produced (page 16).

Recreational Resource Inventory

An original inventory of regional trails was completed for this project, involving a search of state and national databases and state websites describing trails and state priorities, displayed on a map provided for this



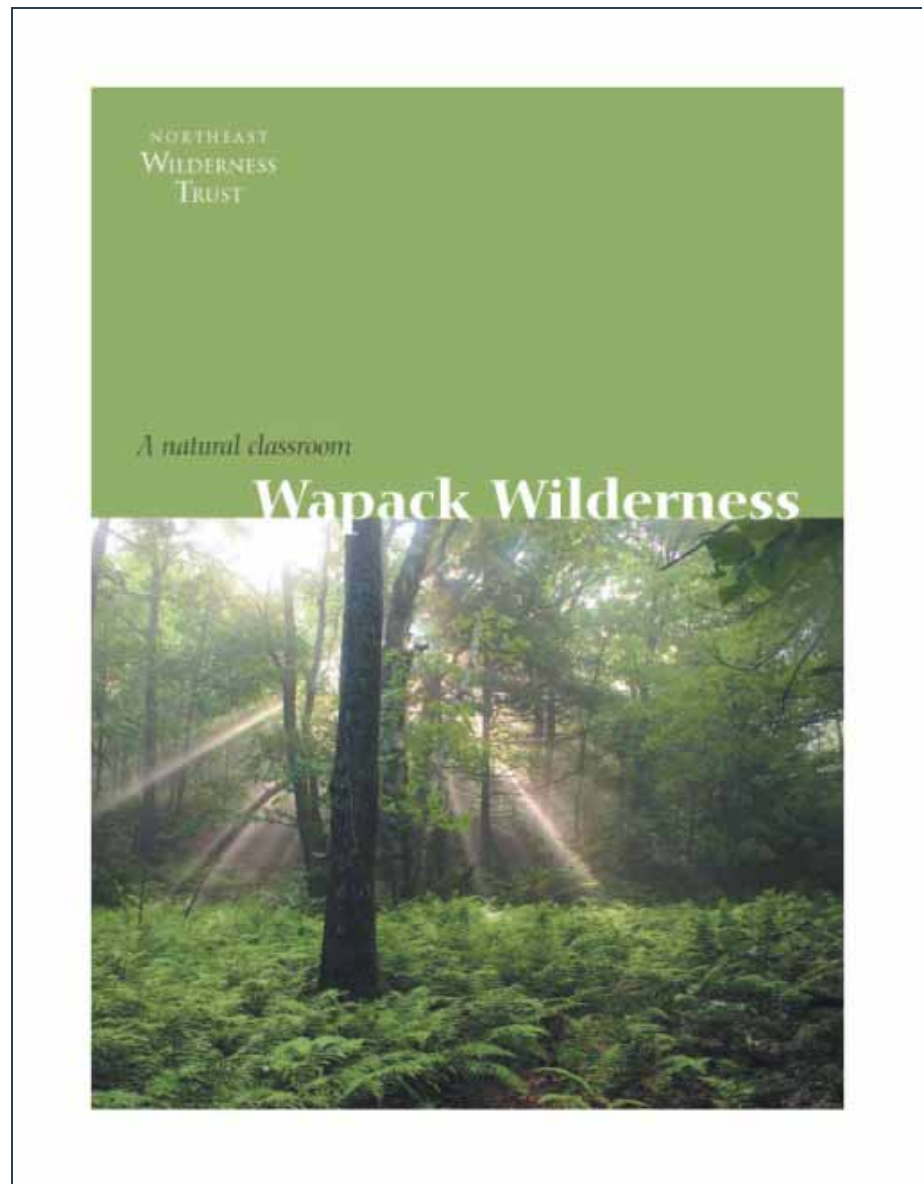
plan to illustrate the inventory (page 106). Maps also displaying available inventory data include one showing local and state parks, state forests, and National Wildlife Refuges (page 107). The rivers mapped mentioned earlier in this section provide much recreation, as well. Bicycling is an activity carried out on rail-trails and back roads throughout the region; some regional trails are rail-trails. New Hampshire designates local scenic roads and Massachusetts has the Battle Road Scenic Byway, attractive for both bicycling and driving for pleasure, long one of the nation's favorite recreational pastimes.

The Future of the FWNHA GIS Database

Within its two-state region, the heritage area includes portions of three counties, six tourism regions, six economic development regions, and six regional planning agencies (see Appendix H). None of these programs shares boundaries. For this reason, once the database is in need of updating several years hence – or if new inventory layers customized to the heritage area need to be created from existing data – the Freedom's Way Heritage Association will evaluate whether it should continue to maintain its GIS database for its own use, for partners, and the general public to support further study and research. This will depend on the evolution of technologies for sharing and displaying data across agencies, boundaries, and platforms, and the uses found for the database in supporting the communications and curatorial roles described in Chapter 3. Long-term operation of the GIS database might best be accomplished by partnering with an academic institution or regional planning council with GIS capability and experience.

In December 2008, the Northeast Wilderness Trust completed the multi-year Wapack Wilderness Conservation Campaign, preserving 1,400 acres of vibrant forest, waterways, and wetlands in Rindge and New Ipswich, NH, with a forever-wild conservation easement. This exceptional wild landscape is owned by the Hampshire Country School, a small boarding school. The easement has preserved more than a mile of the historic Wapack Trail and eight distinct natural communities, two of which are classified as rare. The property also abuts other protected lands resulting in greater habitat connectivity. According to the trust's website, "The opportunity to protect an intact forest of this size is increasingly rare in southern New Hampshire. By working with the School, the Trust has preserved a unique landscape, ensured the continuation of countless recreational opportunities for the region's residents and visitors, maintained a natural classroom for its students, and generated needed revenue for its educational programs and land stewardship. Students and school, land and wild creatures, residents and visitors—all win."

(Text and cover page from campaign literature courtesy Northeast Wilderness Trust.)



ACTION: Evaluate the need and benefits of maintaining, updating , and expanding a heritage area GIS inventory database for the use of the Association, partners, and potentially the general public.

Timeframe and Responsibility: Mid-term action of the Freedom's Way Heritage Association and partners.

4.2 APPROACH TO COMMUNITY PLANNING AND STEWARDSHIP

A National Heritage Area, almost by definition, is expected to have a high level of stewardship. As documented in the opening pages of this chapter, the communities within Freedom's Way have benefited from decades of leadership, planning, and action to protect natural and historic resources and create healthy communities. Indeed, with Walden Pond lying near the

center of the region, it could be said that this is where it all began, since Henry David Thoreau is sometimes said to be the first environmentalist.

With such a foundation, any reader might ask, what can a heritage area possibly add? What results on the ground does the heritage area seek that we do not already have?

Eternal vigilance is the price of preservation and conservation. Buildings and landscapes may be “saved” in one generation, only to fall to the forces of time and nature in the next. Both private and public-trust property owners struggle to maintain land and buildings and raise adequate incomes to support them. Change and development are inevitable – although they need not evolve in such a way that a community must lose existing layers of natural and historic character. Public access to recreation land is a continual challenge – both providing it and managing it, all in the face of ever-growing demand for outdoor recreation.

These are challenges that will never be completely conquered, only managed. If the Freedom’s Way National Heritage Area expects to prosper from a place-based identity worthy of promotion over decades to come, part of its work is to make certain that that identity survives and continues to be enhanced for future generations to appreciate.

Henry Ford is reputed to have said, “If you always do what you’ve always done, you’ll always get what you’ve always gotten.” Freedom’s Way is not meant to replace existing systems – what we have always had – but rather to add strategically to the efforts of others, to create something new. Freedom’s Way envisions a next level of achievement in the never-ending tasks demanded in successful community planning and stewardship.

To meet these challenges, Freedom’s Way adds insight, visibility, standards, and resources. It brings a holistic and regional perspective to resource stewardship and a reliance on teamwork among all partners in the region.

The following approach generally applies to community planning, land conservation, historic preservation, community enhancement, and agricultural preservation. Further details on these approaches are given in sections that follow, addressing each topic specifically.

In every case, Freedom’s Way is not the leader, but the convener and enabler that encourages local, regional, and state action to reach ever-higher levels of achievement.

4.2.1 Promoting the Stewardship Message

Among the most important roles that Freedom’s Way can play in regional conservation and preservation is communicating the stewardship message to residents throughout the heritage area.

For the necessary public support to achieve stewardship, the public must first appreciate the heritage area’s resources. Chapters 2 and 3 describe an intensive approach to helping residents and visitors see not only the resources, but the stories behind those resources. The truly new idea that a heritage area brings to the task of stewardship is interpreting (explaining)



the entire region, linking individual sites, communities, resources, and stories into a much larger, more readily perceived whole.

Bringing greater visibility to the region's needs and actions – including but not limited to stewardship – is also an important task of the heritage area, principally described in Chapter 3. A critical result is the recruitment and cultivation of many more supporters to help address community needs, including donors, volunteers, leaders, trainers, researchers, and more. Freedom's Way must inspire many to give more and act more, in many ways, and bring much-needed recognition to all contributors.

Communication and interpretation supporting the value of stewardship and promoting place-based identity can be provided through interesting information about various landscapes and places, including their stories, their character, and the people who work on their behalf. Residents should be shown how to read their landscapes by identifying plant communities and historic features and understanding what they tell us about the landscape's story. This can be accomplished in a variety of ways through heritage area programming.

Communications as described in Chapter 3 should include regular pieces on stewardship in various media formats. Communication on stewardship should be provided with information and updates on stewardship initiatives that are being undertaken within the heritage area.

Interpretation should highlight the individual characteristics and significance of local landscapes and how local landscapes connect to the regional context. Freedom's Way can use its educational and interpretive programming, discussed in Chapter 2, to advance support for stewardship at the local and regional levels. The Freedom's Way heritage area-wide interpretive presentation should feature interpretation of local landscapes.

In preparing interpretive plans for towns and villages, local partners should be encouraged to include natural and cultural landscapes that can tell local stories. Local conservation lands should feature interpreted trail networks. Community historic and natural sites should use local stories to illustrate the interpretive themes presented in Chapter 2, informing and educating residents about the historical development of the landscape and its significance to local communities.



The back of this 1970's postcard of Kimball Farm (opposite) reads, "Direct from farm to you." Located just over the Littleton town line on Route 110 in Westford, the ever-popular ice cream business, begun in 1939, has grown tremendously in subsequent years; so too have the trees as seen in the Now photograph.

(Text and photos from the Littleton Historical Society's Then and Now Online Photo Exhibit, March 2015.)

Educational initiatives are important ways of connecting all learners, young and old alike, to the landscape and building awareness about stewardship issues. Existing school programming offered by stewardship partners is an important foundation on which to build, as further discussed in Chapter 2. On-site programming takes students out into the landscape for experiential learning through hikes, canoe excursions, and other activities that combine academic learning with sensory experiences. In-school programming combines classroom instruction with outdoor experiences in the local community, connecting learning with the real places students know. If these students remain in their communities as young adults and then become community leaders, their in-depth knowledge of local places and resources would be a boon to the volunteer organizations and leadership bodies working to make stewardship a part of community-building.

Life-long learning opportunities for adults can also support stewardship initiatives. This is especially true if such learning opportunities can be combined with offers of volunteer opportunities that benefit the resource involved, the community and organization seeking its stewardship, and the individual seeking to contribute. Participants learn about the local characteristics of their communities and the programs that can be brought to bear on accomplishing stewardship, and meet others interested in the same issues. From interested learners, therefore, it is possible to build committed stewards.

ACTION: Use heritage area communications and interpretive and educational programming to raise awareness about landscapes and historic sites and build support for stewardship initiatives.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and educational and interpretive partners.

ACTION: Encourage life-long learning opportunities that engage the general public in the care of natural and historic properties.

Timeframe and Responsibility: Mid-term action of the Freedom's Way Heritage Association and statewide preservation partners.

4.2.2 Promoting Teamwork among Stewardship Partners

Many partners within Freedom's Way are active in implementing stewardship initiatives at the local and regional levels. The heritage area embraces these initiatives, serves as a trusted partner, and provides a forum for partners' collaboration.

In particular, the Freedom's Way National Heritage Area provides an organizational forum through which regional stewardship partners can work together. **The heritage area is a specific landscape area whose combination of urban, suburban, and rural landscapes provides an opportunity to plan and integrate a variety of strategies customized to the conditions within each community but coordinated regionally.** The use of watersheds within the heritage area has been of practical importance for planning land conservation strategies, in particular.

Regional stewardship partners within Freedom's Way include federal and state agencies, regional planning agencies, and nonprofit organizations working at the state and regional levels (multi-state or sub-state). Each entity has its own area of interest and responsibility as well as particular capabilities. A number of governmental and nonprofit partners actively manage large areas of conservation land and historic sites significant to the heritage area, including The Trustees of Reservations and Mass Audubon as well as the states with their state parks.

Because land conservation and historic preservation are specialties each with their own systems of governmental programs and support, more specific descriptions of local stewardship partners are described as appropriate in pertinent sections below.

As a regional forum for networking, Freedom's Way can convene local, regional, and statewide stewardship partners to assess conditions, review achievements, determine regional strategies, set goals and priorities, and plan actions.

Comprising periodic work sessions, regular on-line communications, and training workshops as appropriate, such peer-to-peer networking will help both regional and local partners stay apprised of the actions and interests of other organizations within the heritage area and its watersheds. They will also be better positioned to learn from and gather support from other partners, and to coordinate their stewardship activities for increased regional impact.

Structures for promoting this teamwork include a heritage area-wide advisory committee of regional, statewide, and appropriate federal partners, described in Chapter 6 and a key mechanism for monitoring overall progress in implementing this plan. Regional networks where partners interested in a variety of issues within portions of the heritage area can support one another are also described in Chapter 6.

Special stewardship networks focusing more specifically on topics of community planning, land conservation, historic preservation, community enhancement, and agriculture – in the entire heritage area or in portions – also will be appropriate. For example, the Freedom's Way Heritage Association should help statewide preservation partners continue



ACTION: Encourage coordination of regional stewardship activities through networking of all partners to share information, identify priorities, and plan strategies.

Timeframe and Responsibility: Immediate and ongoing action of regional partners and the Freedom's Way Heritage Association.

ACTION: Encourage ongoing educational programs tailored to the stewardship interests of local volunteers on local government committees.

Timeframe and Responsibility: Mid-term action of the Freedom's Way Heritage Association and statewide preservation partners.

conducting educational workshops for historic preservation volunteers participating on local historical commissions, historic district commissions, planning boards, and other local governing bodies.

4.2.3 Aligning Heritage Area Programs to Support Partners

Freedom's Way will support the activities of local, regional, statewide, and federal partners by aligning its programs to provide assistance where possible.

A logical step in the development of a heritage-area approach to stewardship is needs assessment at the local level. Investigation during the development of this management plan, however, suggests that the greatest need for assessment of local conditions and priorities as an

The Trustees of Reservations' Dexter Hill Drumlin trail, Lancaster, MA (seen in the distance). As the last glacier moved across and scoured the New England landscape, it formed glacial drumlins (hills running parallel to the direction of the glacial flow) like this. Today the Reservation is managed as a graceful, open meadow. A small tributary of the Nashua River runs along the western side of the hill. Grasses are allowed to grow tall to shelter ground-nesting birds and nurture other species. Dexter Drumlin offers views of historic Lancaster and its surrounding farmland and is a favorite spot for winter sledding.

(Text courtesy The Trustees of Reservations.)



implementation step is in historic preservation. Land conservation activity is widespread and encouraged by statewide alliances, state government programs, state and regional nonprofits, and standards set by the national nonprofit Land Trust Alliance. Discussion of needs assessment, therefore, is reserved for the historic preservation section below.

The Association has a number of tools at its disposal to support stewardship directly. For one, the Association may be able to provide direct funding or other forms of support depending upon the availability of resources.

The Association can also align other heritage area programming to support regional and local stewardship initiatives whenever appropriate. For example, heritage area support for place-based in-school science and environmental programming could be targeted to communities where stewardship initiatives are being undertaken.

As a National Heritage Area, the Association, together with its federal partners among the National Park Service and regional National Wildlife Refuges, may be of assistance in identifying federal programs that could be used to further stewardship initiatives.



Historic buildings on the Steele Farm include a barn and icehouse (above at right).

(Text and photos courtesy Trustees of Reservations.)

ACTION: Adapt heritage area programming to align with actions and initiatives of stewardship partners where appropriate.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and regional stewardship partners.

ACTION: Create a matching grant program to support stewardship in communities.

Timeframe and Responsibility: Short and mid-term action of the Freedom's Way Heritage Association.



The Steele Farm in Boxborough, MA, illustrates holistic site planning for stewardship (both pages). In 2013, the town entered into an agreement to protect Steele Farm permanently – for even municipal properties can be subject to development pressures, long term. According to The Trustees of Reservations’ website, the property is “a bucolic local treasure that will inspire nature and history lovers alike...its 36 acres and historic buildings listed on the National Register of Historic Places are now protected forever through a partnership between The Trustees of Reservations and the Boxborough Historical Society, adding to Boxborough’s network of conservation land. The town still owns the property, purchasing it in 1994 to preserve one of its oldest and most historic farms, beloved as a former orchard and Christmas tree farm, and a reminder of the area’s deep agricultural roots. The house...traces its origins to 1784...[and] a network of trails loops around the farm and connects to the adjacent Beaver Brook Meadows conservation land – and Steele Farm’s protection brings this block of conservation land up to 100 acres.”

4.2.4 Encouraging Holistic Local Planning for Stewardship

Heritage areas are unique in their emphasis on engaging the public in experiencing regional stories that underlie sites, communities, and broader landscapes. **In addition, a heritage area such as Freedom’s Way brings a uniquely holistic perspective to the planning and action needed for successful stewardship across an entire region – it regards both natural and historic resources in a “both/and” kind of way rather than “either/or.”**

Specialists have evolved a term for this approach, the “cultural landscape.” Freedom’s Way itself is a broad and continuously evolving cultural landscape where both natural and historic resources are valued as character-defining features and as physical manifestations of our past. Moreover, individual landscapes within Freedom’s Way are also cultural landscapes, shaped by a combination of natural and human forces over time. The Harvard Forest has been a leader in explaining the interplay of natural and cultural forces in the landscape with studies of the dynamics at play (Harvard Forest’s work is described more completely later in this chapter).

By employing a unified approach to both land conservation and historic preservation (including farm landscapes), Freedom’s Way partners can recognize and work together to preserve key natural and historic features.

Over the years, regional land conservation partners have worked together to further conservation initiatives, especially to address fragmentation of conserved lands. Watershed protection and the establishment of greenways connecting conservation lands have been important subjects of regional focus. Linkages, corridors, and greenways that combine publicly and privately owned parcels begin to create the critical mass of networked landscape necessary for healthy and sustainable ecosystems. Creating such



Freedom's Way is rich with small-scale cultural landscape features such as a millstone preserved by the millpond in Milford, NH; roadside markers, such as the one commemorating "Uncle Sam" in Mason, NH; and a beautiful example of the region's many Revolutionary War mementos, this one installed in Shirley, MA, in 1900. Opposite are more formal examples from the Victorian era, a fountain in Clinton, MA, and a gazebo in Townsend, MA.

(Photos by Patrice Todisco.)

linkages and larger areas of protection has been a regional priority and requires sustained, coordinated action by many regional partners working at the state level. Whether they know it or not, their activities support protection of the entire cultural landscape.

Meanwhile, historic preservation has taken an increasingly holistic approach to buildings and related historic resources in their landscape context. The recognition of entire communities as local historic districts and National Register historic districts is part of this broader perspective. Archeologists have contributed to this understanding, as the landscape often provides important clues to American Indians' use of the land and therefore the location of significant archeological sites that should be protected and studied.

The Study of Cultural Landscapes

Officially, a cultural landscape is a geographic area including both natural and cultural resources associated with a historic event or activity, or exhibiting other cultural or aesthetic values. The National Park Service defines four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes (NPS 2014, Guidelines for the Treatment of Cultural Landscapes).

The National Park Service leads the recognition and study of cultural landscapes in the United States and has developed methodologies and guidelines for their identification, assessment, and treatment. These methodologies and guidelines can help partners understand the cultural landscape within Freedom's Way as it has changed over time. They provide a set of best practices that can help partners recognize and preserve aspects and elements of the landscape significant to a community's character. In employing this approach, land conservation or historic preservation specialists may discover additional justifications for the protections they seek.

In general, identification and analysis of a cultural landscape's characteristics and features include:

- Spatial organization and land patterns;
- Views and vistas;
- Topography;
- Natural systems and features;
- Water features;
- Vegetation;
- Circulation;
- Buildings and structures;
- Small-scale features; and
- Other special considerations.

Landscape features are assessed as they relate to the property as a whole. Characteristics and features that contribute to the landscape's character

and significance are identified, protected, and preserved whenever possible. New design features are designed in a manner that is compatible with existing features (NPS 1998 & 2009).

Local stewardship partners should understand cultural landscapes within their communities. Their preservation and conservation or open-space plans should embrace cultural landscape methodologies and regard both natural and historic resources as elements within a larger landscape context. Specific landscape areas should be considered potential historic resources where appropriate.

Cultural Landscapes and the Heritage Landscape Program

The Freedom’s Way National Heritage Area is already well on its way in employing the cultural landscape approach, thanks to its participation since 2006 in the Massachusetts Heritage Landscape Inventory Program operated by the Department of Conservation and Recreation. Of the heritage area’s thirty-seven Massachusetts communities, twenty-two have had heritage landscape study reports completed (see Table 4-1).

For both Massachusetts and New Hampshire, the Freedom’s Way Heritage Association and statewide partners should prepare a heritage area-wide landscape context report, broadening and further developing the 2006 Historical Context for the Massachusetts Heritage Landscape Inventory Program prepared for Freedom’s Way through MassDCR. The new landscape context report should focus more strongly on Freedom’s Way as a cultural landscape and could help to set priorities for assisting community-level studies.

From this context-setting step, the Freedom’s Way Heritage Association and New Hampshire statewide partners should provide guidance and support for the preparation of heritage landscape studies in the eight New Hampshire communities using cultural landscape methodologies.

In Massachusetts, those communities that have not already participated should be encouraged to enter the program; existing heritage landscape studies should be updated and further developed on an ongoing basis.

For communities reluctant to undertake such studies for their own sake, but which are attracted to the idea of discovering and presenting their stories, cultural landscape studies could be combined with work on the community-level interpretive planning described in Chapter 2. Thus, participants would not only investigate resources in their own right (and the potential for protecting them), but also review ways to present their stories in association with significant resources. These could include everything from



outdoor interpretive signs and new trails or village walking tours to temporary exhibits in the town hall.

Heritage landscape studies can also provide the basis for further, more detailed preservation and open-space plans, or community comprehensive planning, as appropriate.

Within all heritage area communities, new and updated heritage landscape plans should assess each community's entire cultural landscape, bringing together conservation and historic preservation interests and considerations. State grants and heritage area grants can support this work.

Ideally, new and updated reports would include town-wide cultural landscape summaries based upon the broadened heritage area-wide context report noted above and providing additional local detail. They would identify the broad landscape character areas that make up a community as well as more specific heritage landscapes that are identifiable resources for protection. They would outline a preservation approach, treatment recommendations, priorities, and long-term action program. Thus, the Heritage Landscape Program can be an ongoing planning tool for each community and serve as a guide for local and regional landscape conservation initiatives.

Including Cultural Values in Land Conservation Projects

An important role for Freedom's Way in the conservation realm is encouraging inclusion of historical and cultural values in the land conservation process. Many conservation organizations use a point rating system in the evaluation of lands for acquisition or protection. Evaluations tend to include such factors as ecological value, location, degree of threat, and cost. Historical and cultural values are considered less often because they are not perceived as part of mission of land conservation

ACTION: Use a cultural landscape approach and methodology in the identification, evaluation, assessment, and treatment of communities, landscapes, and sites.

Timeframe and Responsibility: Ongoing action of the Freedom's Way conservation and historic preservation partners.

ACTION: Encourage further use of the Heritage Landscape Inventory Program and broaden its approach in melding local preservation and conservation interests and initiatives.

Timeframe and Responsibility: Long-term action of local preservation partners with support from statewide partners and the Freedom's Way Heritage Association.

ACTION: In setting priorities for aligning heritage area programs to cultural landscape protection, include a focus on linking corridors and greenways and communications about the need for a networked landscape to sustain healthy ecosystems.

Timeframe and Responsibility: Ongoing action of the Freedom's Way conservation and historic preservation partners.



organizations and because funding required for historic buildings is seen as reducing needed funds for land conservation.

With a strong focus on history and cultural landscapes, Freedom's Way can help local and regional conservation partners understand the cultural history of their properties and how that history should influence their planning and decision making.

Historical, cultural, and archeological values should be considered when properties are being evaluated for protection. Existing condition assessments for conservation lands should include the identification of historic building and landscape features. Treatment plans should include the preservation of historic and archeological features.

Land management should also take note of the successional pathway experienced by a parcel in its transition from "natural" to cultural to "natural" condition. Different pathways result in different types of landscapes leading to different potentials for management and use. Best practices for forest and land management should include historical and cultural considerations.

4.3 PLANNING WITHIN FREEDOM'S WAY

The most significant threat to community character within Freedom's Way is the continuing expansion of development associated with the Boston metropolitan region into central Massachusetts and southern New Hampshire. Concern about suburban growth and the loss of sense of place was a principal motivation for establishing Freedom's Way two decades ago. Studies by regional nonprofit organizations have documented this development, supplementing the work of regional planning organizations.

In its 2014 planning update, *Losing Ground, Planning for Resilience*, Mass Audubon, a regional partner within Freedom's Way, identifies a "Sprawl Frontier" of communities within ten miles of I-495 with the highest rates of development within Massachusetts (Mass Audubon 2014: 4). The Sprawl Frontier extends north-south through the heart of Freedom's Way.

While this scene at River's Edge Park in Malden and Medford, MA, may appear pastoral today, it is a converted industrial landscape that took years to remediate. Its construction included the removal of more than 1,500 tons of discarded steel, tires, rubber, and other trash. The ten-acre park, designed by Shadley Associates, received an Honor Design Award in 2008 from the Boston Society of Landscape Architects.

Towns and cities are the key vehicles through which to accomplish the planning, conservation, preservation, and community enhancement intended to result from the federal legislation that created the Freedom's Way National Heritage Area. All actions taken through the heritage area to support communities, however, are likely to involve collaboration with regional and state-level partners, as described previously.

ACTION: Take a leadership role in the consideration of historical and cultural values in conservation and land management decision making.

Timeframe and Responsibility: Ongoing action of local and regional preservation partners and the Freedom's Way Heritage Association.

4.3.1 Local Government Planning

In Massachusetts and New Hampshire, land use decisions are made on a parcel by parcel basis within a planning and regulatory framework established at the municipal and state levels. Local towns and cities are the primary venue for most land use decisions and are the front line for community planning and growth management. State law establishes the planning and zoning authority of towns and also its limits, providing protections for individual property and other rights. A variety of state nonprofit organizations provide information and support.

The distinctive planning environment in Massachusetts and New Hampshire emphasizes local involvement and control. Its strengths stem from communities' in-depth knowledge of their resources and landscape, residents' strong interest in the quality of their community, and the extraordinary degree of volunteerism in local community organizations and programs.

Its challenge is in providing local decision makers with the resources they need to be effective. Communities vary in the quality and extent of their planning and in the state-authorized planning programs they choose to implement. There can be limited incentive for communities to work together, and they can be protective of their own ways or even in conflict with their neighbors.

Of the Freedom's Way National Heritage Area's forty-five local governments, seven are cities. One is in New Hampshire, Nashua; the others are in Massachusetts – Fitchburg, Gardner, Leominster, Malden, Medford, and Woburn. All have a mayor-council form of government except for Woburn, whose elected representatives are called aldermen. City services are operated by various departments (e.g., public works, parks, police), which generally include planning agencies.

The remaining thirty-eight towns operate generally with annual town meetings and three administrative bodies, each elected independently and each with roles in community planning and its implementation. The Board of Selectmen is responsible for overall town administration. The Planning Board reviews proposed subdivision and land development projects and also usually oversees preparation of the local comprehensive plan. The Zoning Board of Appeals reviews proposed changes to, or relief from, zoning regulations requested by property owners. Each entity has its own



Gropius House, Lincoln, MA – a National Historic Landmark and historic house museum.

distinct area of authority, none reporting to another, and contested decisions of each are appealed directly to the state court system.

The town meeting is the most important source of governing authority, the living embodiment of New England's tradition of direct, participatory democracy. Practically all matters of general administration and governance are put to a vote in town meeting, which takes place yearly (sometimes more often). Perhaps most important are approval of the town budget and any proposed changes to the town code, both of which directly affect planning. Gaining approval of measures at town meeting requires extensive cultivation and support of local residents. In New Hampshire, a process of ballot voting a month after a non-voting town meeting is used to make final decisions on some issues.

In Massachusetts, towns with populations over 6,000 may use a form of representative town meeting in which a number of delegates are elected to represent the residents of various districts within the town because the population is too large for direct participation. In Freedom's Way, only Arlington and Lexington use this form.

Cities and many towns are administered by a town manager. Staff sizes for towns working under the town manager vary based upon the size of the community. Most include at least administrative support, police, and public works staff responsible for road maintenance and public infrastructure. For planning, many have small staffs and rely heavily upon volunteers.

Cities and towns tend to have an array of appointed commissions and committees to deal with aspects of local governance, many of which are related to planning. State law authorizes administration over such topics of public interest as affordable housing, water supply, or wetlands. Many state programs are important vehicles for community planning, in some cases providing incentives for public planning and enhancements. A corresponding strength of local planning is that locally appointed commissions and committees provide active centers of support for implementing initiatives at the local level. For example, in both states, Conservation Commissions oversee publicly owned lands, natural

resources, and wetlands; and historic preservation commissions (known by various names) address heritage and historic districts. In Massachusetts, Agricultural Commissions support agricultural planning and activities and Community Preservation Act committees fund public enhancement projects.

Local comprehensive plans are prepared by each community to establish a vision and guide policy. Subdivision and land development ordinances and zoning ordinances are two primary sets of local planning regulations, both authorized and limited by state law. Local ordinances are tools for the implementation of policies outlined in the local comprehensive plan. Additional ordinances may be created to take advantage of other planning mechanisms as inferred through the discussion of commissions and committees above.

Some communities have been highly effective in creating and maintaining local plans while others have struggled with this task due to budgetary restrictions (MRPC 2011: 4).

Strategic Heritage Area Support for Community Planning

The Freedom's Way National Heritage Area is dedicated to yielding tangible results on the ground in terms of strengthening community character, preserving resources, and promoting a place-based identity. Community planning is a key field of activity for achieving such results. While many of the actions that will be taken over the years affecting community character will be taken by others, the Freedom's Way Heritage Association can have an impact by strategically tailoring its programming to encourage and support actions meeting heritage area goals. **Programs in interpretation, education, communications, and stewardship described in this management plan can support good community planning and strengthen community character.**

Perhaps most important is the preparation of thorough, far-reaching local comprehensive plans, open space plans, preservation plans, and agricultural development plans that are closely coordinated with regional plans. Then, putting in place bylaws and regulatory processes that effectively implement those plans is essential. Plans should address land use that protects community character; preserves natural, historical and cultural resources; and encourages appropriate land and water management techniques.

Encouraging communities to take advantage of state programs such as the Community Preservation Act in Massachusetts is important to the long term goals of the heritage area. Freedom's Way should encourage and assist partners in local communities in identifying and undertaking projects under the local Community Preservation Act processes that implement heritage area goals. The program permits communities to create a local Community Preservation Fund that supports projects in open space protection, historic preservation, affordable housing, and outdoor recreation. Local funding is derived from a surcharge on local property taxes. A yearly distribution from the statewide CPA Trust Fund, derived from a surcharge places on all real estate transactions at the state's Registries of Deeds, supplements local funding by anywhere from roughly 37 percent to 79 percent (judging by figures provided for heritage area communities).



Ferns Country Store in the center of rural Carlisle, MA (pop. 4,852, 2010 U.S. Census). A store has existed at this location since 1844.

The fifteen Massachusetts communities in Freedom's Way (see Table 4-1, page 144) that have established a Community Preservation Fund so far have seen an average of around \$10 million each in local and state funding for their projects, inclusive of all towns, from 2002 to 2015 (incomplete year), ranging from a low of \$1,556,195 (Littleton) to a high of \$36,589,754 (Lexington). The remaining Massachusetts communities should be encouraged as appropriate to establish Community Preservation Funds of their own (a ballot action).

While regional planning agencies should take the lead in assisting communities with these efforts, Freedom's Way partners should be engaged and provide support and assistance to both the regional planning organizations and local partners. Effective incentives should be developed to encourage communities to undertake good planning and implement projects consistent with heritage area goals.

ACTION: Adapt heritage area programming to align with local planning initiatives and processes where appropriate.

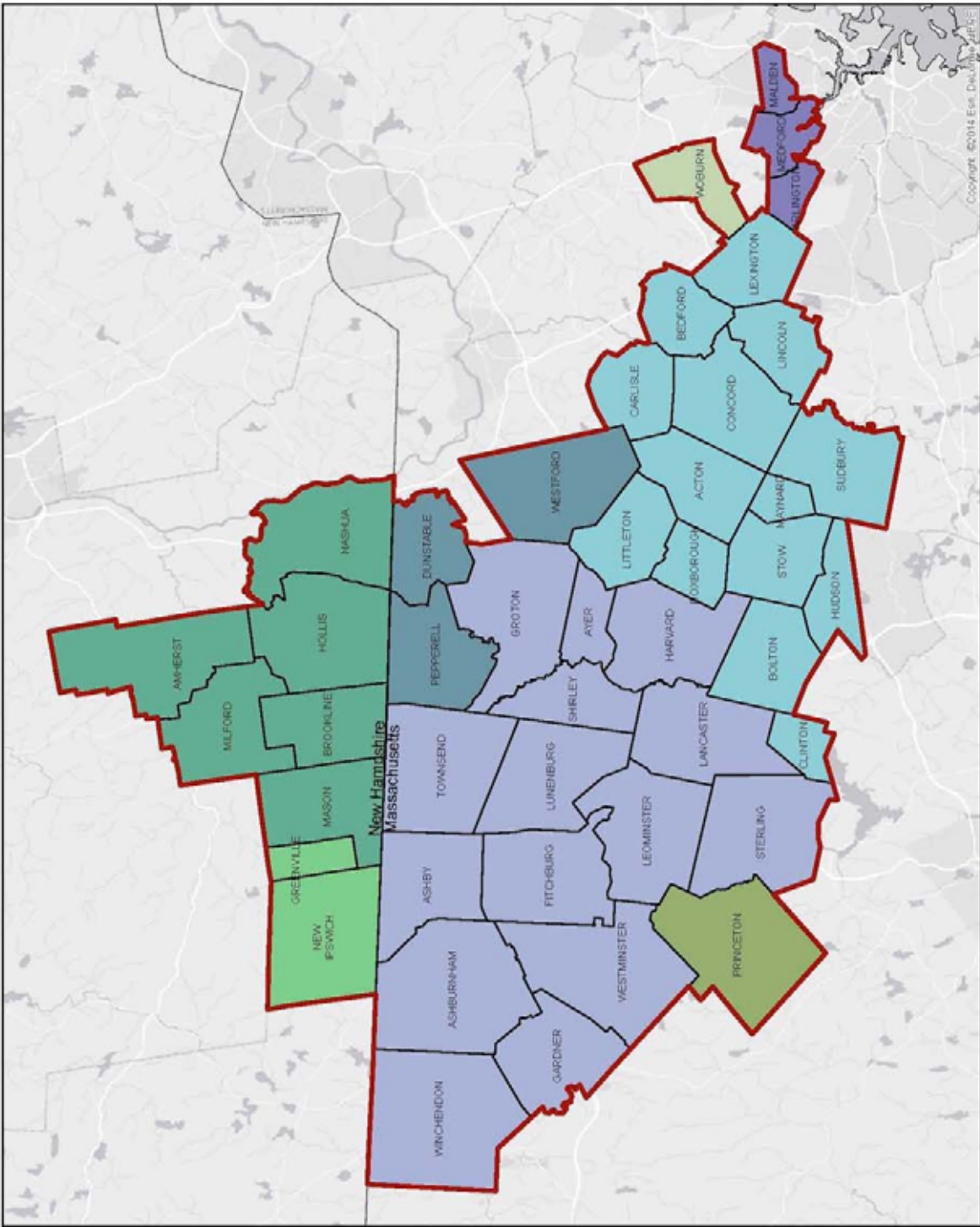
Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and partners.

ACTION: Support and provide assistance to local partners in community planning.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and partners.

4.3.2 Regional Planning

Freedom's Way partners should actively participate in the development and implementation of regional visions and regional plans as a foundation for enhancing community character and preserving sense of place at the local level. An ongoing activity under constant evaluation, reassessment, and refinement, regional planning is led by state-designated regional



Freedom's Way National Heritage Area
Management Plan
Planning Regions

Data Sources: Esri, USGS

- Project Study Area
- Town Boundaries

Planning Regions

- Central Mass Regional Planning Commission
- Metropolitan Area PC and Inner Core Committee
- Metropolitan Area PC and Minimum Advisory Group on Local Coordination
- Montachusett Regional Planning Commission
- Nashua Regional Planning Commission
- North Suburban Planning Council
- Northern Middlesex Council of Governments
- Southwest Regional Planning Commission

Map prepared for the Freedom's Way Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

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planning agencies with the involvement of local governments, nonprofit organizations, and citizens.

Regional planning agencies, therefore, are key regional partners in Freedom's Way. Their assistance is the only source of professional planning services available to some communities. The regional agencies also serve as arms of the state to help coordinate planning and growth management between communities on a regional basis. Their assistance helps communities to overcome local insularity that often results from the traditional home rule-based land use control existing in both states (MRPC 2011:4).

Regional planning agencies are not as well funded as they could be, however, and are limited in the services they can provide to communities. Most rely upon fee-for-service projects requested by communities for a portion of the funding needed to support their staffs. They are therefore limited in the amount of visioning and support they can provide and are not always able to provide the level of incentives needed to encourage communities to undertake good planning.

Regional Planning Agencies

Both Massachusetts and New Hampshire divide their states into regions, each of which has a designated regional planning agency or commission whose role is to help coordinate and support planning at the local level. Transportation planning is a large part of their mandate, but they also provide technical assistance for other aspects of planning to communities.

Of the five regional planning agencies serving communities within The Freedom's Way National Heritage Area, three regional planning agencies serve all but four of the forty-five Freedom's Way communities.

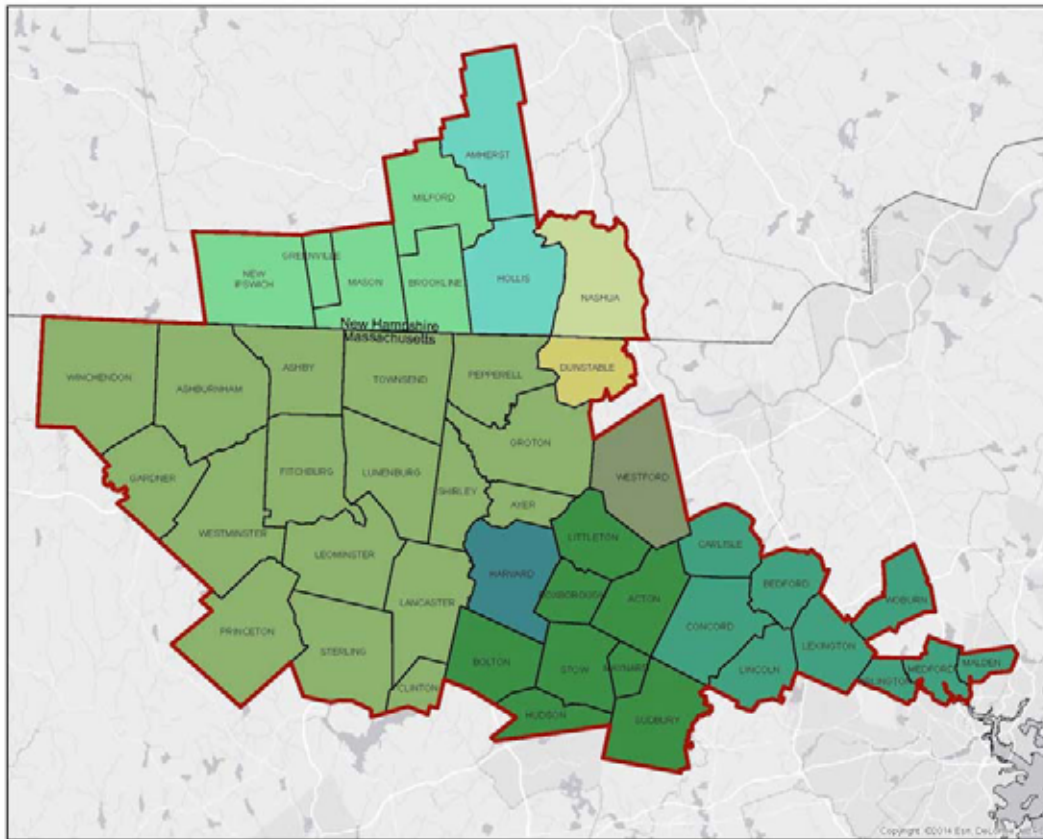
The Metropolitan Area Planning Council (MAPC) serves seventeen communities in the southeast portion of Freedom's Way. The largest of the regional planning agencies serving Massachusetts, MAPC covers 101 local governments, including urban Boston and adjacent communities. MAPC has prepared a regional plan titled *MetroFuture, Making a Greater Boston Region* (MAPC 2008) that provides a vision for its communities. Recently, MAPC completed a follow-up *Strategic Plan, 2015-2020* focusing on near-term goals and objectives (MAPC 2014).

MAPC organizes its local governments into eight sub-regions for planning and local collaboration. Thirteen Freedom's Way communities within MAPC make up the Minuteman Advisory Group on Interlocal Coordination and are described as Maturing and Developing Suburbs. Three communities (Arlington, Medford, and Malden) are within MAPC's urban Inner Core. One community (Woburn) is within MAPC's Northern Suburban Planning Council and is identified as a Regional Urban Center.

Other regional planning agencies have worked on similar plans. The Montachusett Regional Planning Commission (MRPC), serving sixteen communities in the central and western portion of Freedom's Way, prepared the *Montachusett Regional Strategic Framework Plan* to take a regional view of planning for housing, economic development and open space in the Montachusett Region (MRPC 2011). The Nashua Regional Planning Commission (NRPC), serving six of the heritage area's New Hampshire communities, is currently in the process of preparing a

Regional Planning Agencies Serving the Freedom's Way National Heritage Area

- Metropolitan Area Planning Commission (MAPC, 17)
 - ◆ Inner Core Committee (MAPC; 3)
 - ◆ Minuteman Advisory Group on Local Coordination (MAPC; 13)
 - ◆ North Suburban Planning Council (MAPC; 1)
- Montachusett Regional Planning Commission (16)
- Central Mass Regional Planning Commission (1)
- Northern Middlesex Council of Governments (3)
- Nashua Regional Planning Commission (6)
- Southwest Regional Planning Commission (2)



Freedom's Way National Heritage Area
 Management Plan
Economic Development Regions
 Data Sources: Esri, USGS

- Project Study Area
- Town Boundaries
- Economic Development Regions**
 - Capital Regional Development Council
 - Merrimack Valley Economic Development Council, Inc.
 - MetroWest Partnership Metro West Chamber of Commerce
 - MetroWest Partnership, Metro West CoC & Merrimack Valley Econ Dev. Council, Inc.
 - MetroWest Partnership, Metro West CoC and North Central Massachusetts Dev. Corp.
 - Monadnock Economic Development Corporation
 - No Regional Economic Development Organization
 - North Central Massachusetts Development Corp.
 - Regional Economic Development Center of So. NH

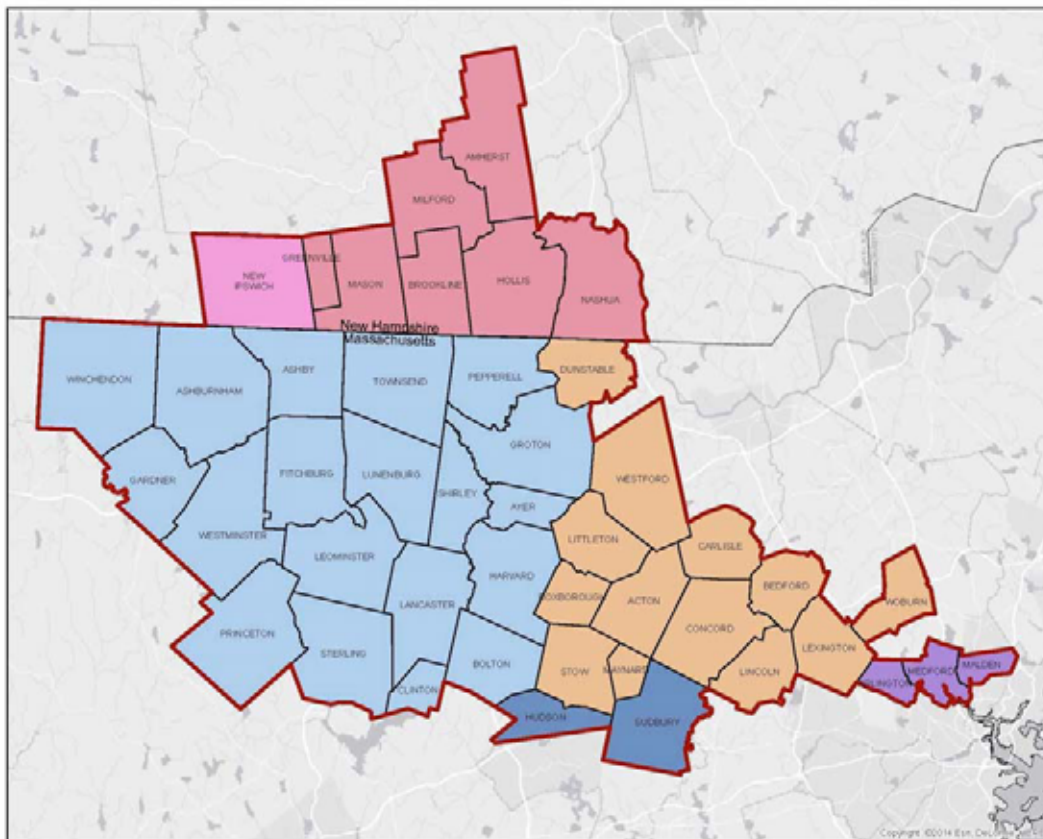
Map prepared for the Freedom's Way Heritage Association, Inc.
 Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

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Freedom's Way National Heritage Area
 Management Plan
Tourism Regions
 Data Sources: Esri, USGS

- Project Study Area
- Town Boundaries
- Tourism Regions**
 - Greater Boston Convention & Visitors Bureau
 - Greater Merrimack Valley Convention & Visitors Bureau
 - Johnny Appleseed Trail Association
 - Merrimack Valley Region NH
 - Metro West Tourism & Visitors Bureau
 - Monadnock Travel Council of SWNH

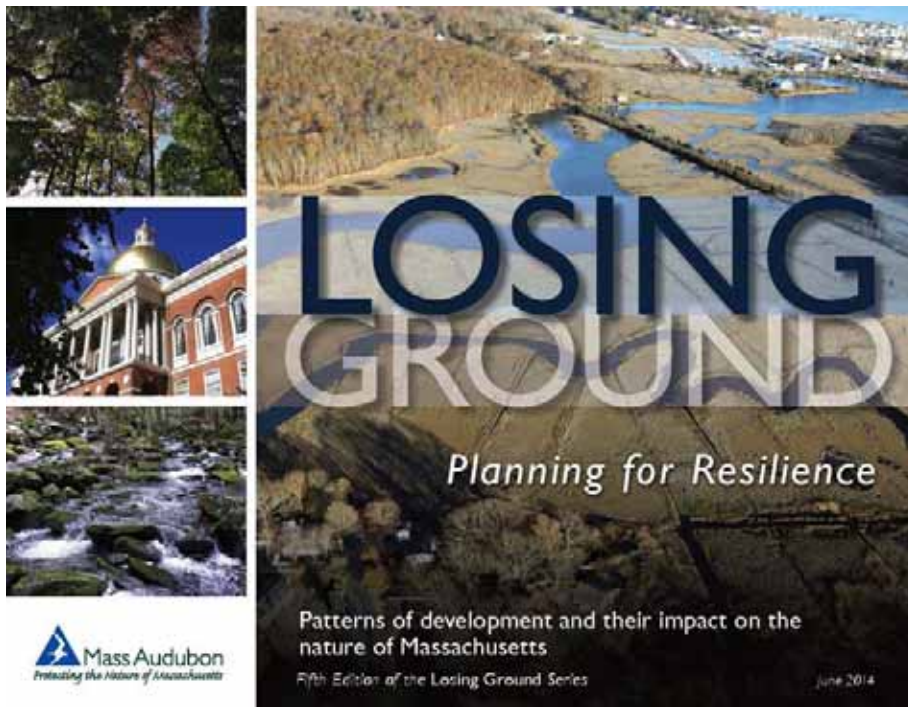
Map prepared for the Freedom's Way Heritage Association, Inc.
 Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

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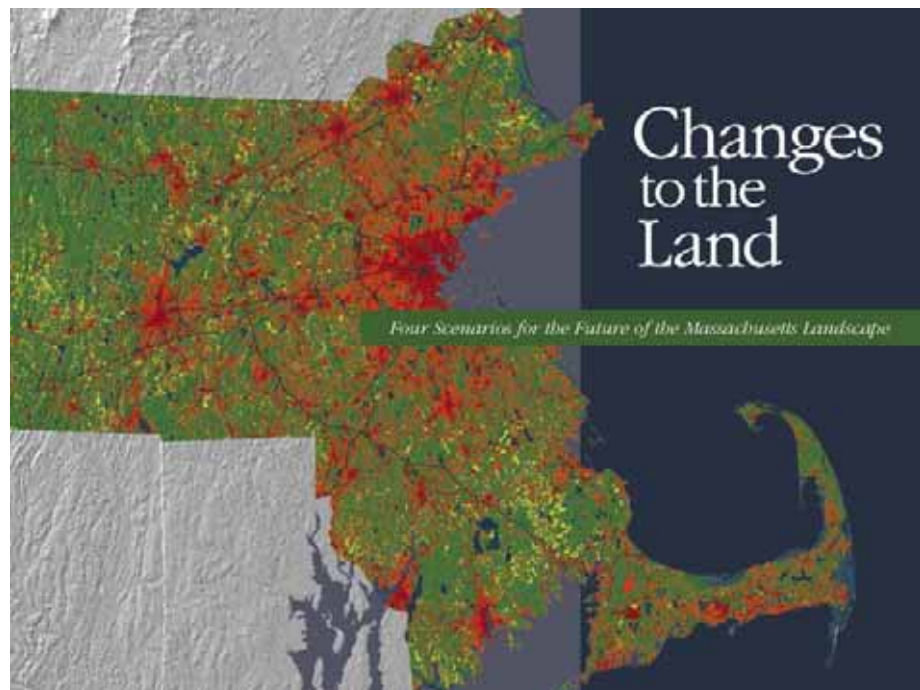
regional plan. The Northern Middlesex Council of Governments (NMCG), serving three Freedom's Way communities, prepared the *Regional Strategic Plan for Greater Lowell* in 2011 (NMCG 2011).

Other Regional Visioning

New England is world-renowned for the quality of its educational and nonprofit institutions, a characteristic related to the region's historic cultural perspectives on education and community betterment. As one might expect, these perspectives have played out in community planning as well as other interests. Academic and nonprofit institutions within the region have often collaborated in producing vision documents on land use and planning. Several recent efforts have stimulated public dialogue and influenced state and regional planning agencies. Several of the organizations involved in this visioning are partners within Freedom's Way.

Mass Audubon, based in Lincoln, has produced a vision document titled *Losing Ground, Planning for Resilience*. It analyzes the effects of urban sprawl in the expansion of the Boston metropolitan region and specifically focuses upon the loss of open space. The most recent edition of this publication addresses trends between 2005 and 2013 (Mass Audubon 2014).

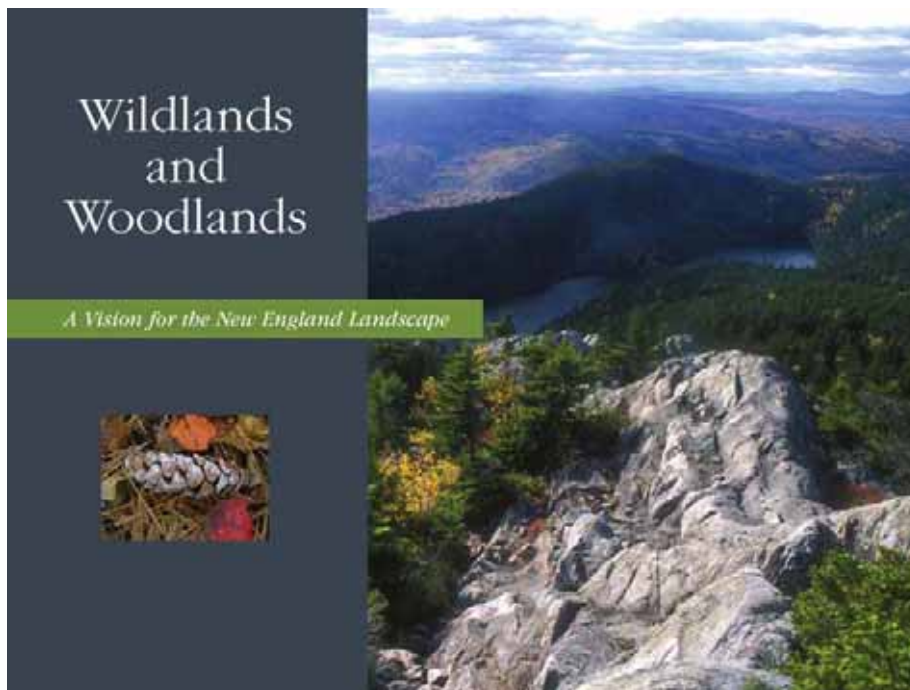
A second document, *Changes to the Land, Four Scenarios for the Future of the Massachusetts Landscape*, focuses upon the role of forests in the Massachusetts landscape (Harvard Forest 2014). Through the exploration of four alternative futures, the document advocates for the conservation and active management of forests as community assets and as sources of economic and environmental prosperity. Through the decisions of many local land owners as well as through wise public policies, forests can become more productive and more central to the region's quality of life over the next fifty years.



A third document, *Wildlands and Woodlands*, addresses the long term conservation and management of New England’s forests, which include most of the conservation lands within Freedom’s Way. (In addition to the document cited, which relates to forests throughout New England, a second volume has been prepared specifically for the forests of Massachusetts.) It was produced by the Harvard Forest of Harvard University in Petersham, MA, which has been a leader in studying historic land use in Massachusetts and New England since 1907. In collaboration with other New England partners, Harvard Forest promotes the region’s return to forest as a great natural asset and advocates for community planning and forest management “best practices” that will further strengthen and enhance this asset.

Wildlands and Woodlands proposes a fifty-year initiative of land conservation and stewardship in which much of the region’s woodlands would be voluntarily protected from development and managed for forest products, water supply, wildlife habitat, recreation, aesthetics, and other objectives, and additional wildlands would be established as large landscape preserves subject to minimal human impact. The vision integrates economic prosperity, natural resource conservation, and energy and resource efficiency. It encourages a significant expansion of current approaches to conservation and the engagement of partners across the region to reconnect parceled landscapes, conserve large areas of intact forest, expand conservation finance strategies, and promote resource-efficient land use (Harvard Forest 2010).

A *Wildlands and Woodlands* partnership has been established and is coordinated by the nonprofit conservation organization Highstead in Redding, CT, in association with the Harvard Forest. Partners do not necessarily endorse all aspects of the Wildlands and Woodlands vision, but they work together toward conservation success. Leading conservation partners within Freedom’s Way are part of the initiative, including Mass Audubon, the Nashua River Watershed Association, the Massachusetts



Department of Conservation and Recreation, The Trustees of Reservations, the Trust for Public Land, and the New England Forestry Foundation.

A fourth document, *A New England Food Vision*, is a collaboration of a number of academic advocates in the fields of food systems, land use, and environmental policy. It illustrates a future in which food nourishes a social, economic, and environmental landscape that supports a high quality of life and is described further in the last section in this chapter on agriculture.

All quite recent, these four vision documents demonstrate the high quality of current thought about creative and productive management of the region's future related to community character and land use. All four contribute to public dialogue about local and regional planning, and all align with the mission, vision, and goals of the Freedom's Way National Heritage Area. They are also well known by local planning and landscape interests and are influencing regional planning in Massachusetts and New Hampshire.

Partners within Freedom's Way should participate in the public dialogue spurred by vision documents such as these. The Freedom's Way Heritage Association should embrace this discussion, use its communication skills to engage local partners, and work with planning and nonprofit partners to move viable ideas toward implementation. Freedom's Way could be a laboratory for visions such as these. The Association should seek out the coalitions behind these visions and encourage them to become partners within the heritage area.

Strategic Heritage Area Support for Regional Planning

The Freedom's Way Heritage Association and regional partners can help frame regional planning issues and challenges for local communities in ways that relate to the heritage area's strategic priority of promoting place-based identity. They can coordinate among regional planning



agencies and nonprofits serving different portions of the heritage area and can be instrumental in ensuring that cultural, historical, and natural resource values are accorded visibility in regional planning.

The Association's ability to communicate with local and regional partners is an important asset in raising awareness about regional planning. Through its network, the Association can encourage local partners to become engaged in regional planning initiatives to strengthen local input, provide local partners with a regional perspective, and foster collaboration among communities toward common goals.

To this end, it is important that support for regional planning be provided from the state and federal levels. The regional planning agencies in Massachusetts and New Hampshire are dependent upon funding from their states. If visionary regional planning is to occur, the regional planning agencies must be adequately funded so they are able to undertake their important work. Regional planning is critical to strengthening the regional economy as well as enhancing quality of life.

The implementation of regional plans, however, occurs primarily at the local municipal level through good local planning and decision-making. Incentives are needed to encourage local governments to participate in implementing regional plans in accord with their communities' interest. These can take the form of funding for local planning, technical assistance, and funding in implementing local plans consistent with the regional framework. Regional planning agencies play a critical role here as well, and funding to provide incentives for local implementation should be provided through these agencies.

As trusted sources of information and analysis for federal, state, and local officials and policymakers, the Freedom's Way Heritage Association and other regional heritage area partners should work with the regional planning agencies in shaping state and federal policy.

Freedom's Way partners can provide an important voice in advocating for funding at the state and federal levels for regional planning and implementation. As a National Heritage Area, Freedom's Way can work with other national partners to help bring federal resources to regional planning initiatives. Successful implementation of regional plans also requires advocacy to revise laws, regulations, policies, distribution of resources, and other public decisions that will advance community interests.

ACTION: Collaborate with regional planning agencies, local governments, and nonprofit partners in pursuing a regional vision for community planning and growth management that promotes place-based identity, protects special resources, strengthens local economies, promotes sustainability, and enhances local quality of life. Work with these partners to synthesize regional visions within the framework of a cultural landscape approach.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association, regional partners, and communities.

ACTION: Support regional planning agencies as they undertake regional planning and provide local planning services, technical assistance, and incentives to local governments consistent with the heritage area's mission.

Timeframe and Responsibility: Ongoing action of local governments, nonprofit partners, and the Freedom's Way Heritage Association.

ACTION: Advocate for state and federal policies and resources in support of regional and local planning.

Timeframe and Responsibility: Ongoing action of regional planning organizations, local governments, nonprofit partners, and the Freedom's Way Heritage Association.

4.4 LAND CONSERVATION IN FREEDOM'S WAY

Land conservation is a primary vehicle for preserving natural and cultural resources within Freedom's Way. Both central Massachusetts and southern New Hampshire enjoy strong, active, and highly visible programs for land conservation and management within the heritage area at the federal, state, regional, and local levels. Active regional nonprofit organizations provide leadership for much of this effort, but it is at the local level that the most comprehensive work is being accomplished.

Twenty communities within the Massachusetts portion of the heritage area are served by local land trusts that own and manage conserved lands within their boundaries. In New Hampshire, five local land trusts serve multiple towns. Regional and statewide organizations are also highly active in preserving local lands in both states.

Overall, almost 25 percent of the total land area (994 square miles) within Freedom's Way is presently conserved through public-trust land ownership and conservation restrictions. This is thought to be among the highest levels of permanent protection in the nation, compared to such



Regional, Statewide, and Multi-State Land Trusts Serving Freedom's Way Communities in New Hampshire

Archaeological Conservancy

Audubon Society of New Hampshire

Nashua River Watershed Association (also serves MA)

The Nature Conservancy

New England Forestry Foundation

New England Wildflower Society

New Hampshire Preservation Alliance

Society for the Protection of New Hampshire Forests

Trust for Public Land

Wildlife Land Trust

highly protected locations as the Sangre de Cristo National Heritage Area in Colorado (an area the size of Rhode Island), the Maryland portion of the Chesapeake Bay watershed, and New Hampshire as a whole.

Much of the conserved land within the heritage area is forested, and wetlands are an important resource type within its glaciated landscape. Land conservation and the preservation of open space have received broad public support at the local level. Through its partners, the Freedom's Way National Heritage Area can be a positive force in supporting land conservation and the preservation of natural and cultural resources.

4.4.1 Context for Land Conservation

In the eighteenth and nineteenth centuries, central Massachusetts and southern New Hampshire were predominantly agricultural. Throughout the Colonial era, towns were established with cooperative, interdependent local networks supporting a farm economy. In the early nineteenth century as a national and international market economy expanded, farming began to change, with increased production for sale in distant markets, a shift toward specialization in crop production, and regional competition.

By the mid-nineteenth century, New England's poor glacial soils proved no match for the levels of agricultural production achieved in other regions. The development of a national railroad network accelerated regional competition, and New England's agricultural decline increased. Widespread abandonment of farmland took place across New England in the late nineteenth and early twentieth centuries. Successful farm operations adapted to and specialized in orchards, dairy, beef, and other products. The amount of land returning to woodland began increasing, and today, much of the region is forested. Conservation of forested lands at the local level is widespread and well-supported.

Since the 1960s, state incentives have encouraged and helped fund conservation actions such as the purchase of land and conservation restrictions on land. Local land trusts have been established in towns, often by local citizens, to provide a vehicle for grassroots conservation initiatives. State and national regulations to preserve wetlands contribute to the amount of preserved lands and help establish networks and linkages with the goal of creating ecologically sustainable areas of conserved lands.

In addition to the extensive amount of locally conserved lands, large areas of wetland and forest are preserved by the state and federal governments as state parks, state forests, and national wildlife refuges (as much as 8 percent of land area within the Massachusetts portion of Freedom's Way). State and regional organizations such as Mass Audubon and the Nashua River Watershed Association actively work on large-scale conservation initiatives, often in collaboration with state and federal agencies, as well as advocating for and facilitating land conservation and best practices management at the local level.

4.4.2 Recreational Use of Conserved Land

Recreational use of conservation lands helps promote conserved sites as community assets for the benefit of local residents and builds support for continued conservation initiatives.



A walking path in the extensive trail system through protected lands in Lincoln, MA, invites outdoor recreation. Opposite page: The Bay Circuit Trail is a 200-mile trail and greenway corridor planned to link thirty-four towns in Eastern Massachusetts, including Sudbury, Lincoln, Concord, Bedford, Acton, and Westford in Freedom’s Way.

(Photos by Patrice Todisco.)

The region’s conserved land provides extensive opportunities for public recreation, especially trail development. Scenic driving, bicycling forested back roads, and paddling on the region’s rivers are also popular activities and are promoted by the regional visitor bureaus. A number of communities within Freedom’s Way have created local trail networks on their publicly owned lands, and some have created rural walking trails along public roads. The Montachusett Regional Planning Commission and Montachusett Regional Trails Coalition have mapped trails on protected lands in towns throughout the Montachusett region, promote trail usage, and are working to establish regional trail connections.

The stories of the land, both natural and cultural, can be read in the land. Current educational, interpretive, and recreational programming helps tell the landscape’s story to residents and visitors. As described in Chapter 2, the Freedom’s Way National Heritage Area can highlight, enhance, and broaden this effort.

4.4.3 Encouraging Conservation at the Local Level

Local governments in Massachusetts and New Hampshire have preserved thousands of acres of land through local initiatives over the past five decades. As shown on the map illustrating the inventory of conserved lands in the Freedom’s Way GIS database, Massachusetts communities have conserved more land than any other owner group within the heritage area. According to the inventory 7.34 percent of the total land area within Freedom’s Way is conserved by Massachusetts local governments. In Massachusetts, this compares to 6.68 percent by state agencies, 5.73 percent by trusts and private owners, and 1.49 percent by the federal government.

Land conservation at the local level has been encouraged by state policies and programs, including matching funds for the acquisition of land. In Massachusetts, the land conservation incentives that were introduced in 1960 gained great momentum in the 1970s. They continue today with programs such as the Community Preservation Act, discussed in the preceding section on community planning. Local Community Preservation

Regional, Statewide, and Multi-State Land Trusts Serving Freedom’s Way Communities in Massachusetts

American Farmland Trust
NE Office

Bay Circuit Alliance

Greater Worcester Land Trust

Mass Audubon

Nashua River Watershed Association (also serves NH)

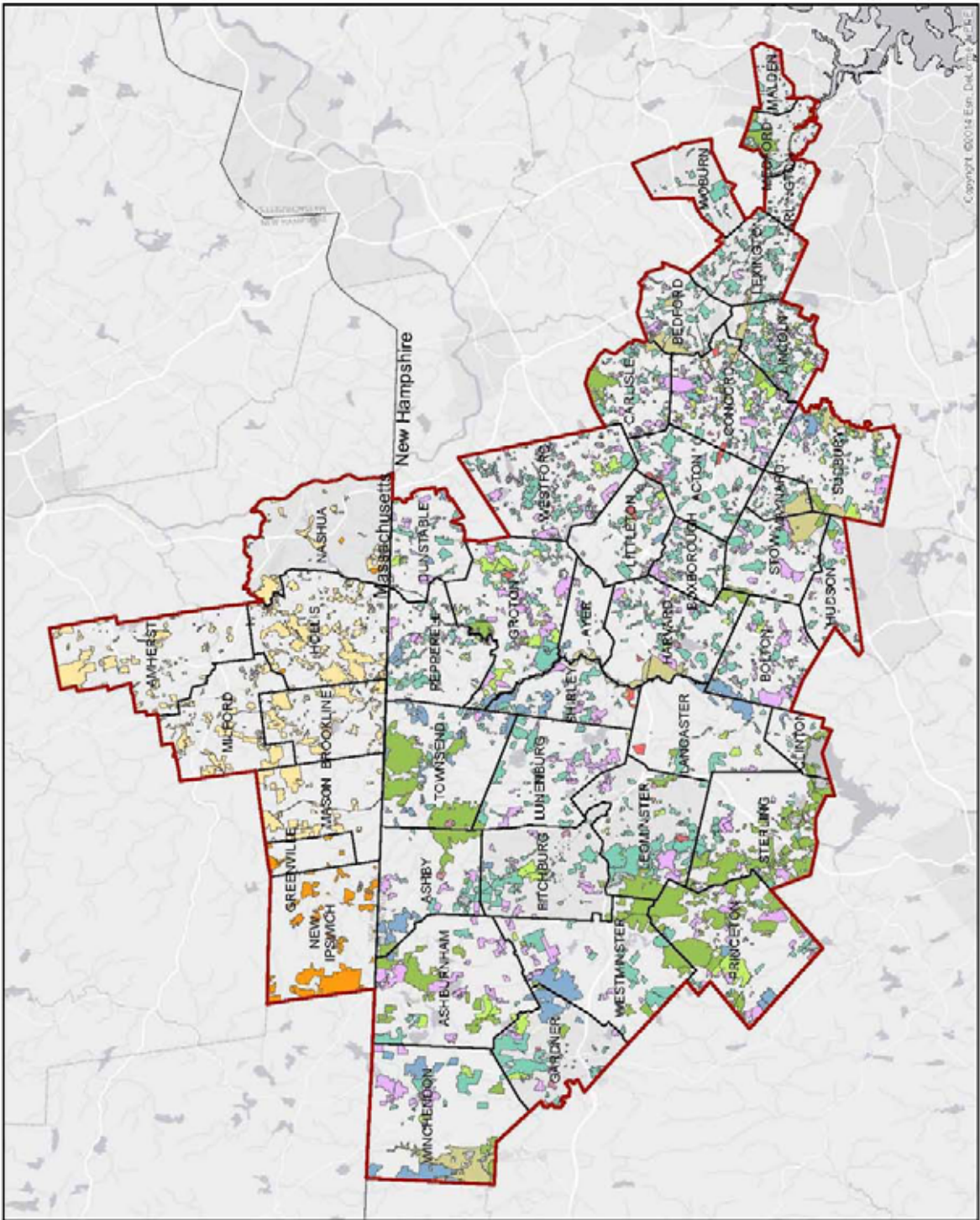
The Nature Conservancy
Mass Field Office

The Trust for Public Land
NE Office

The Trustees of
Reservations

Wachusett Greenways

Wildlands Trust



Freedom's Way National Heritage Area

Management Plan

Conserved Lands

Data Sources: Est. Nashua
Regional Planning Commission,
Grant GIS Clearing House, MassGIS

- Project Study Area
- Town Boundaries
- New Hampshire
- NRPC Conserved Land (2.85%)
- GRANIT Conserved Land (0.83%)
- Massachusetts
- Federal (1.49%)
- Department of Conservation & Rec. (4.68%)
- Department of Fish & Game (1.82%)
- Commonwealth of Massachusetts (0.18%)
- Municipal (7.34%)
- Land Trust (1.51%)
- Non-Profit (0.17%)
- Private (4.05%)

NOTE: The percents displayed are the area's percentage of the entire Project Study Area.

Map prepared for the Freedom's Way
Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC
and Washington College
Center for Environment and Society



HERITAGE strategies

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Bicyclists are using both roads and trails throughout the heritage area. Sometimes they are visitors, but many are simply residents.

Funds and matching state funds support open space and recreation as well as historic preservation and affordable housing initiatives.

Communities are therefore key partners in land conservation. Most communities have created local land trusts or community conservation commissions, or both, to acquire and manage key properties. Regional conservation partners assist these local groups. The advantages of having local leadership at the forefront of conservation efforts are (1) the knowledge, commitment, and local support they bring to the task, preserving the landscapes they know and love, (2) the amount of conservation activity that can take place with many local actors in many local places, and (3) access to local funding through appropriations and private contributions.

Freedom's Way partners will continue to encourage and support land conservation at the local level. Regional conservation partners will assist local organizations in conceiving, planning, organizing, and consummating land purchases and purchases of conservation restrictions. Technical assistance can be provided where needed. Depending upon the availability of resources, grants may be offered for planning, appraisals, legal fees, and other costs associated with land acquisition.

Freedom's Way should include local partners in developing regional conservation strategies, often focusing strategies upon communities where conditions and activities are ripe. In addition to acquisition and protection, land management should be an ongoing part of the conservation initiative,

ACTION: Support land conservation initiatives of local governments and other local conservation partners across the heritage area.

Timeframe and Responsibility: Ongoing action of regional conservation partners, communities, and the Freedom's Way Heritage Association.

Local Land Trusts Serving Freedom's Way Communities in New Hampshire

- Monadnock Conservancy
- Nichols-Smith Conservation Land Trust
- Nissitissit River Land Trust
- Monadnock Community Land Trust
- Souhegan Valley Land Trust

Local Land Trusts Serving Freedom’s Way Communities in Massachusetts

Acton Conservation Trust
Arlington Land Trust
Ashburnham Conservation Trust
Bolton Conservation Trust
Boxborough Conservation Trust
Carlisle Conservation Foundation
Clinton Greenway Conservation Trust
Concord Land Conservation Trust
Dunstable Land Trust
Groton Conservation Trust
Harvard Conservation Trust
Lancaster Land Trust
Lincoln Land Conservation Trust
Littleton Conservation Trust
Princeton Land Trust
Rural Land Foundation of Lincoln
Sterling Land Trust
Stow Conservation Trust
Sudbury Valley Trustees
Townsend Land Conservation Trust
Walden Woods Project (Concord)
Westford Conservation Trust

providing advice, technical assistance, and planning grants for land management at the local level.

4.5 HISTORIC PRESERVATION IN FREEDOM’S WAY

Freedom’s Way is uniquely positioned to provide much-needed regional support in historic preservation, a focus of the heritage area’s mission. While other regional organizations have programs supporting land conservation and community planning, no other regional organization is committed to the specialized field of historic preservation within the Freedom’s Way National Heritage Area.

One key way this support will occur is by integrating historic preservation and other stewardship activities and retooling how historic preservation is practiced within the heritage area.

Massachusetts and New Hampshire have well-developed historic preservation programs administered by their State Historic Preservation Offices (SHPOs) and supported by statewide nonprofit organizations. Preservation Massachusetts and the New Hampshire Preservation Alliance are statewide nonprofit organizations that provide information, guidance, and technical assistance to local communities. They also serve as advocates at the national, state, and local levels. They have a unique and important role in their ability to engage with and provide guidance for local historic preservation interests, but are also limited by funding and staff capacity.

Historic preservation initiatives are most effective when implemented at the local level. Freedom’s Way communities have a long and proud history of local preservation activity. During the management planning process, however, it became apparent from observations contributed by focus group participants that in recent years towns and cities have participated in the programs to varying degrees and that overall participation is uneven. The SHPOs and statewide nonprofits have limited budgets and capacity. Guidance, support, and technical assistance are an ongoing need as expressed by both statewide and local partners.

4.5.1 Preservation Planning Context

Communities within Freedom’s Way, and New England in general, convey a strong sense of historical identity. This is due in part to the central place that historic town and village centers play within the community landscape and in part to the preservation of iconic historic buildings, many dating from the Colonial era.

In general, historic buildings are highly valued and widely recognized by local residents and most communities have initiated some level of historic preservation inventory, awareness, and protection. The need for preservation awareness relates to resources from the region’s entire history, including but not limited to Colonial-era resources. Community character and quality of life is closely linked to the treatment of historic building and landscape resources.

Information on local historic resource surveys is kept in local government files and compiled at the state level by the SHPOs, the Massachusetts Historical Commission (MHC) and New Hampshire Division of Historical Resources (DHR). MHC has an accessible online database called the



Massachusetts Cultural Resource Information System (MACRIS) that provides access to most of the surveyed historic resources within Massachusetts communities and to their survey forms. In New Hampshire, DHR is working on implementing a similar database.

MHC has recently mapped these surveyed resources in the MassGIS database and has been working to verify the locations of surveyed resources community by community. In both states, examination of local historic resource surveys reveals that gaps in comprehensive local surveys and the updating of older surveys are an ongoing need. Each state has a limited amount of funding and staffing available to assist communities with the survey of resources within their boundaries.

The Historic Inventory map from the Freedom's Way GIS inventory database shows available information on surveyed resources in Massachusetts and New Hampshire, totaling 16,225 historic sites and areas (15,584 individual survey sites in Massachusetts and 371 in New Hampshire). Determining the status of historic resource surveys for all Freedom's Way communities in both states and setting priorities for completing surveys remains to be done.

MHC and DHR are designated as State Historic Preservation Offices within the two states. The federal government administers a nationwide historic preservation program through the National Park Service in accordance with requirements of the National Historic Preservation Act of 1966 as amended (ACHP 2008). The act established a process through which federal impacts on historic resources could be appropriately managed in collaboration with states. It also provided funding and programs through which each state can offer services and encourage historic preservation initiatives at the local level.

The Robbins House (ca. 1823) is a two-family home built for the son and daughter of slavery survivor and Revolutionary War veteran Caesar Robbins. This house was originally located on a small farm at the edge of Concord's Great Field, in an area where a handful of self-emancipated Africans and their families established their homes. The last African American occupants left the house in the 1860s, and in the winter of 1870-71 the building was moved to Bedford Street. In 2011 the Drinking Gourd Project moved the house to land adjacent to the North Bridge parking lot, where it is prominently displayed for Concord visitors. It will serve as an interpretive center for Concord's early African history. Support for the project has come from the Town of Concord's Community Preservation Fund.

(Text courtesy The Drinking Gourd Project, Inc.)

Historic Preservation Programs of the Massachusetts Historical Commission

- Preservation Programs
 - ◆ Survey
 - ◆ Local Historical Commissions
 - ◆ Certified Local Government Program
 - ◆ Local Historic Districts
 - ◆ National Register of Historic Places
- Technical Services
 - ◆ Federal Tax Incentive Program
 - ◆ Environmental Review (Section 106)
- Grants
 - ◆ Survey and Planning Grants
 - ◆ Massachusetts Preservation Projects Fund
 - ◆ Preservation Restrictions
- On the Road Program for Local Communities
- Massachusetts Cultural Resource Information System (MACRIS)

These federal programs have become the framework for grassroots historic preservation initiatives nationwide. In addition, Massachusetts and New Hampshire have created complementary programs at the state level for local communities (see sidebars and Table 4-1). In combination, these state and federal programs are a highly effective means through which local communities can preserve and manage historic resources.

In the Freedom's Way National Heritage Area, local participation in federal and state historic preservation programming varies. A preliminary assessment of information gathered by MHC and other sources concerning preservation-related programs and bylaws adopted by communities indicates that communities could avail themselves of additional preservation tools. For example, in Massachusetts, only fifteen of the heritage area's thirty-seven communities have established Community Preservation Funds; nineteen participated in a first round of heritage landscape inventories in 2006.

Historic preservation is most effective when undertaken at the grassroots level through initiatives within individual communities. Due to limited capacity, dependence upon volunteers, and turnover of personnel at the local level, an ongoing need exists for information, guidance, planning, support, and other forms of technical assistance for local communities. State agencies are limited by funding and staff resources. Regional planning agencies can provide support but do not generally take an active role in historic preservation programming.

4.5.2 Freedom's Way as a Regional Preservation Partner

A critical gap in the preservation planning framework in Massachusetts and New Hampshire can be addressed by Freedom's Way. In both Massachusetts and New Hampshire, the statewide preservation organizations and SHPOs are unable to serve adequately the large number of local governments statewide – 312 towns and 39 cities in Massachusetts, 221 towns and 13 cities in New Hampshire. Unlike land conservation where regional conservation organizations provide support and assistance to local conservation entities, there are no regional historic preservation organizations providing support and assistance to the local level. Freedom's Way can help fill this role by collaborating with statewide partners, being a convener for regional collaboration among community partners, and providing resources for implementation.

This section describes actions to advance local historic preservation; the following section describes the best practices to be advanced. Together, these sections are designed to provide a “framework for coordination of [existing State, county, and local plans] to present a unified historic preservation and interpretation plan” that is required in the legislation establishing the Freedom's Way National Heritage Area” (e.2.B-C).

The philosophy of the Freedom's Way National Heritage Area is that historic preservation and interpretation must be approached holistically, in concert with well-rounded resource conservation and economic development based on heritage resources.

The required “historic preservation and interpretation plan” is to be integrated with a cultural landscape approach that allows coordination with other stewardship activities also discussed in this

chapter, addressing community and regional planning, land conservation, community enhancement, and agriculture, and in Chapter 5, concerning cultural heritage tourism. Moreover, Chapter 2’s interpretation plan and Chapter 3’s curatorship plan are important elements to combine with the following framework. Those chapters explain how the public is to be engaged in the discovery of historic resources and their associated stories, and enlisted in promoting the place-based identity to which the region’s historic resources are so critical.

Element 1: Collaborating with Statewide Historic Preservation Partners

The Freedom’s Way Heritage Association will develop ongoing relationships with the two statewide nonprofit historic preservation organizations, Preservation Massachusetts and the New Hampshire Preservation Alliance. The goal is realization of comprehensive, ongoing historic preservation implemented by local communities with regional guidance and support.

The Freedom’s Way Heritage Association will work with Preservation Massachusetts and the New Hampshire Preservation Alliance to identify needs, develop strategies, and organize a regional historic preservation strategy, coordinating with the two State Historic Preservation Offices, the Massachusetts Historical Commission and New Hampshire Division of Historical Resources. The regional program will make use of such statewide preservation tools as survey methodologies and databases and will encourage local communities to participate in programs managed by the statewide and SHPOs. Technical assistance and funding support will be sought through the SHPOs as appropriate.

Working with the two statewide nonprofits and the SHPOs, the Freedom’s Way Heritage Association will also maintain relationships with regional planning agencies active within the heritage area and will request their assistance in incorporating the regional preservation program into their planning activities.

Element 2: Assessment and Ongoing Feedback

As a first step, the Association will consult with SHPOs and the statewide nonprofits to learn about their experiences in working with heritage area communities and the kinds of issues that have arisen. In addition, working with these partners, the Association will undertake a heritage area-wide survey and assessment of stewardship activity at the local level, including but not necessarily limited to historic preservation. This assessment will help to ascertain the general level of stewardship capability within heritage area communities and to determine the kinds of support that are most needed. For historic preservation, such an assessment will refine the matrix of preservation tools presented in this plan (Table 4-1, page 144). It should review the extent to which historic resources have been surveyed, historic preservation planning has been undertaken, and existing preservation programs and tools are being used; and gather information about specific issues that communities face.

Over time, as the program grows and local relationships evolve, local partners could contribute to an ongoing understanding of the heritage

Historic Preservation Programs of the New Hampshire Division of Historical Resources

- Archeology
- Architectural History
- Certified Local Government Program
- Funding Tips
- Historic Preservation Review and Compliance
- National Register of Historic Places
- New Hampshire Historical Marker Program
- New Hampshire First State House Project
- New Hampshire’s Five Year Preservation Plan
- New Hampshire State Register of Historic Places
- Preservation Easements
- Project Archeology
- SCRAP – State Conservation and Rescue Archeology Program
- Survey and Inventory
- Tools for Preserving Farms and Barns
- Storm Recovery and Disaster Planning Grants for Historic Properties
- Conservation License Plate Grant Program
- State Arts Council Grant Information

Table 4-1 Community Stewardship Tools in Use in the Freedom’s Way National Heritage Area

Town	Hist Pres in Comp Plan	Comm’ty Preservation Act	Historical Comm’n	Local Historic District	Certified Local Gov’t	Design Review Board	Demolition Delay	Scenic Roads	Heritage Landscapes	Local Land Trust
<i>Massachusetts</i>										
Acton		■	■	■			■	■	■	■
Arlington			■	■			■	■	■	■
Ashburnham			■				■	■		■
Ashby			■	■					■	■
Ayer		■	■						■	
Bedford		■	■	■	■	■	■	■		
Bolton			■				■	■	■	■
Boxborough			■				■	■	■	■
Carlisle		■	■	■				■		■
Clinton			■							■
Concord		■	■	■			■		■	
Dunstable		■	■				■	■	■	■
Fitchburg			■					■	■	■
Gardner			■							
Groton		■	■	■			■	■		■
Harvard		■	■	■				■	■	■
Hudson		■	■	■					■	
Lancaster			■							■
Leominster			■				■			
Lexington		■	■	■	■	■	■		■	
Lincoln		■	■	■			■	■	■	■
Littleton		■	■				■	■	■	■
Lunenburg			■				■	■		
Malden			■							
Maynard		■	■						■	
Medford			■	■	■		■			
Pepperell			■					■		■
Princeton			■						■	■
Sterling			■					■		■
Shirley			■	■				■	■	
Stow		■	■						■	■
Sudbury		■	■	■		■	■	■	■	■
Townsend			■	■						
Westford			■						■	■
Westminster			■						■	
Winchendon			■	■					■	
Woburn			■	■		■	■			
Town	HP in Comp Plan		Heritage Comm’n	Local Historic District	Certified Local Gov’t		Demolition Delay	Scenic Roads		Local Land Trust
<i>New Hampshire</i>										
Amherst	■		■	■	■			■		■
Brookline	■							■		■
Greenville										
Hollis			■	■	■					■
Mason	■			■						
Milford			■							
Nashua				■	■					
New Ipswich										

SOURCE: Compiled by Heritage Strategies, LLC, 2015

area's needs by preparing a preservation self-evaluation, summarizing needs, capabilities, and local priorities with respect to historic preservation, or by responding to on-line surveys, or both. Participating communities could also develop and share yearly priorities and work plans. Ultimately, the program would build up and maintain a file with background information on each participating community.

A brief summary report of findings from the preservation assessment can be posted online by the Association for partners' review. Based upon the assessment, the Association and statewide partners would refine overall priorities and strategies for the heritage area's regional preservation program.

The Association could provide a brief, yearly state-of-preservation report to the Board, statewide partners, and local preservation partners. The process would allow an assessment of progress, adjustment of priorities, adaptation of programs, and introduction of new initiatives. Periodically, MHC and DHR could help to coordinate information and activities with each state's five-year historic preservation plan (a requirement for the SHPOs to receive federal funding).

ACTION: Undertake a general heritage area-wide survey and assessment of stewardship activity and the needs of historic and other resources at the local level within the heritage area.

Timeframe and Responsibility: Short-term action of the Freedom's Way Heritage Association and statewide nonprofit partners with local preservation partners.

ACTION: Collaborate with statewide historic preservation partners and regional planning agencies in organizing, developing, and implementing a regional historic preservation strategy.

Timeframe and Responsibility: Short term and ongoing action of the Freedom's Way Heritage Association and nonprofit statewide historic preservation partners.

Element 3: Creating a Historic Preservation Peer-to-Peer Network

In undertaking and following up with the preservation assessment, the Association should build relationships with interested communities. Because of the number of communities and the complexity of issues, it will take some time to build substantial relationships; it is not expected that a connection will be developed with every community or evenly among the communities that participate. Targets for interaction would be local preservation organizations that express and demonstrate interest, including historical or heritage commissions, historic district commissions or historic architectural review boards, and planning boards.

A critical step will be to encourage peer-to-peer regional networking, creating an informal historic preservation group of historical commissions, historic district commissions, and other preservation organizations within the heritage area. The Association and statewide partners could provide an online forum in which network participants can



The 1837 Greek Revival-style First Parish Church Unitarian Universalist on the Upper Common in Fitchburg, MA, sits above the Rollstone Boulder. The two taken together offer a visual metaphor for the cultural landscape centered around Fitchburg. A prominent feature in the Fitchburg landscape (just out of view here) is Rollstone Hill that rises high above the downtown area and forms a backdrop for views to the west. Due to its rugged topography most of the top of the hill has remained undeveloped. The city owns 75 acres of woodland and an old granite quarry at the top of the hill. The boulder, once a prominent feature on the skyline above the city, was moved in the nineteenth century.

communicate with each other, sharing information and case studies. They can also work together to obtain training where participants from different communities can meet, share experiences and ideas, and provide support to each other. The network could be modeled after the existing Western Massachusetts Historical Commission Coalition.

Element 4: Building Relationships with Interested Communities

The Association and its statewide partners will work with local partners in towns and cities to encourage grassroots historic preservation activities through education, consultation, guidance, online resources, technical assistance, and funding where possible. Best practices to be advanced are described in detail in the following section.

The assessment in Step 2 and networking in Step 3 are critical to documenting need and gaining insight from local participants most interested in building their knowledge and obtaining help.

ACTION: Encourage local networks of organizations engaged in multiple stewardship disciplines, built around the concept of protecting community character and the cultural landscape, through which these organizations can communicate with each other and share information and experiences.

Timeframe and Responsibility: Short-term action of the Freedom's Way Heritage Association with local partners.

ACTION: Create one or more historic preservation networks providing a forum through which preservation organizations can communicate with each other and share information and experiences.

Timeframe and Responsibility: Mid-term action of the Freedom's Way Heritage Association with local partners.

Element 5: Aligning Heritage Area Programs to Support Local Historic Preservation

The Freedom's Way Heritage Association will align its programs to address the identified needs of local preservation partners, including a matching grant program to support communities' preservation planning and action. This regional program will be coordinated with state historic preservation grant programs but may also develop new initiatives for grant funding based upon need and priority. The early focus is expected to include surveys, preservation plans, cultural landscape initiatives, and community interpretive planning. The matching grant program in particular might be designed to encourage local partnerships among multiple community groups who should be engaged in historic preservation, including those interested in interpretation, land conservation, and trails.

Based on documented needs, over time it might be possible to collaborate with statewide nonprofits and SHPOs in developing and funding a circuit rider program for the heritage area to address historic preservation.

ACTION: Develop an ongoing program of support and technical assistance to communities for historic preservation.

Timeframe and Responsibility: Mid-term and long term action of the Freedom's Way Heritage Association and nonprofit statewide partners.

Element 6: Supporting Local Preservation Action

As discussed in Chapter 3, advocacy for stewardship policies and programs at the state and federal levels will be a responsibility of all regional partners. In terms of local preservation advocacy, Freedom's Way partners and the Association should support historic preservation advocates at the local level to the extent possible. Independently, local and regional partners should consider and decide when their individual organizations are able to support and assist other partners on local preservation issues.

On behalf of Freedom's Way as a whole, the Association's Board of Directors should decide when it is appropriate to support and assist local preservation partners advocating on preservation issues. Freedom's Way should establish a reputation as a strong, professional, and principled advocate for historic preservation within the region, working toward consensus among all interests on behalf of residents and resources. Involvement in advocacy can involve considerable opportunity costs – no matter what the level of its funding might be at any given point in the years ahead, the Association will not have the resources to do everything it needs to be doing, and must choose carefully.

ACTION: When appropriate, assist local partners in advocating for historic preservation.

Timeframe and Responsibility: Ongoing action of the Freedom's Way Heritage Association and partners.

4.5.3 Best Practices for Local Preservation

In addressing historic preservation needs within the heritage area, it is important that basic preservation tools be in place at the community level as a foundation for ongoing work. Freedom's Way statewide partners and the Association will encourage and support local partners in developing, expanding, and improving preservation best practices.

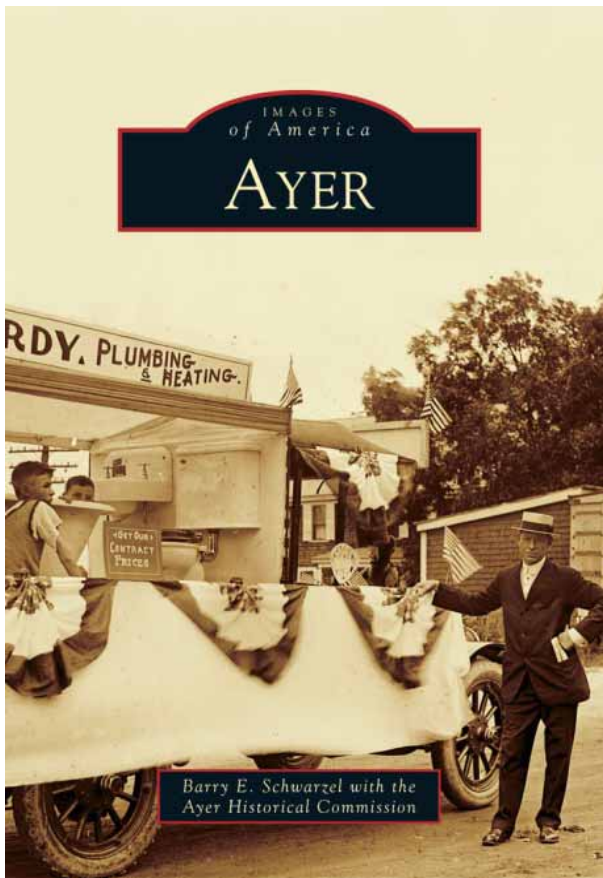
Local historical commissions, historic district commissions, and planning commissions address land development and change on an ongoing basis. The program of technical assistance and support led by the Freedom's Way Heritage Association and its statewide partners as outlined in the preceding section may assist these local partners.

Among critical needs identified during management planning are (1) updating and maintaining historic preservation inventories; and (2) undertaking historic preservation plans. Best practices for



The Town of Lexington, MA, posted this sign acknowledging the use of local Community Preservation Act funds for the preservation of the Buckman Tavern.

(See full photo, page 24; for an explanation of CPA funding, see pages 125-27. Photo by Patrice Todisco.)



Like many communities across the nation, Ayer's historical commission has participated in the popular Images of America book series, sharing its collection of historical photos in book form.

implementation of preservation plans are also important, including incorporation of historic preservation into community comprehensive plans and adoption of preservation tools and incentives (with participation in state and federal preservation programs).

Historic Preservation Inventories

A historic preservation inventory (or survey, considered interchangeable with “inventory” here) identifies significant historic resources that contribute to the character of a place and establishes a sound basis for decisions on providing additional investments, incentives, and protections in stewarding that place’s historic landscapes and structures.

Local preservation partners should work on expanding and updating their inventories. Many across the region are old and were not prepared in accordance with current professional standards. In many communities, fine early surveys were undertaken that focused only on concentrations of eighteenth- and nineteenth-century buildings or were conceived with other limits (primary buildings, not outbuildings; or architecturally distinctive structures, not vernacular ones). Surveys have not been undertaken across the entire area of every town, and they do not consistently identify significant resources from every era. Best practice is to insure that buildings fifty years or older are evaluated, which means that

structures built in the 20th century all the way up to 1965 may now be included. Thus, even current surveys are never “complete” with the passage of time.

Moreover, many surveys predate the development of guidelines recommended by the National Park Service for describing cultural landscapes (discussed in an earlier section). In addition, new technologies have made it easier to assemble information across broad areas like Freedom’s Way, from GIS mapping to more recent developments in surveying using special software and handheld equipment. The newer technologies have the further benefit of providing great potential for making appropriate use of volunteers under professional guidance. Well-informed volunteers who participate in surveys can provide additional helping hands for further public outreach in support of incorporating historic preservation into local planning, policies, and investments.

Finally, the practice of undertaking topical “context studies” at the state level means that in many cases additional background research is now available to provide an improved basis for evaluating individual buildings and districts for inclusion in surveys and such follow-up steps as listing them in the National Register of Historic Places.

An inventory should be conducted in accordance with survey methodologies and research provided by the Massachusetts Historical Commission and New Hampshire Division of Historical Resources. The resulting information should be included in the GIS databases of the statewide organizations, regional planning agencies, and Freedom’s Way.



With care, older buildings can continue to serve their original purposes even as community needs grow and change. This fine building constructed in 1902 for the Ashby Free Public Library in Ashby, MA, has a respectful large addition on the rear. The matching color of the new brick façade complements the original, yet it is clearly modern. Ashby's local historic district helped to create the successful community dialogue that led to a functional, sensitive expansion, including greater accessibility and a community meeting room. For a town with a population of just 3,114 in 2013, it is a remarkable achievement.

(Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC.)

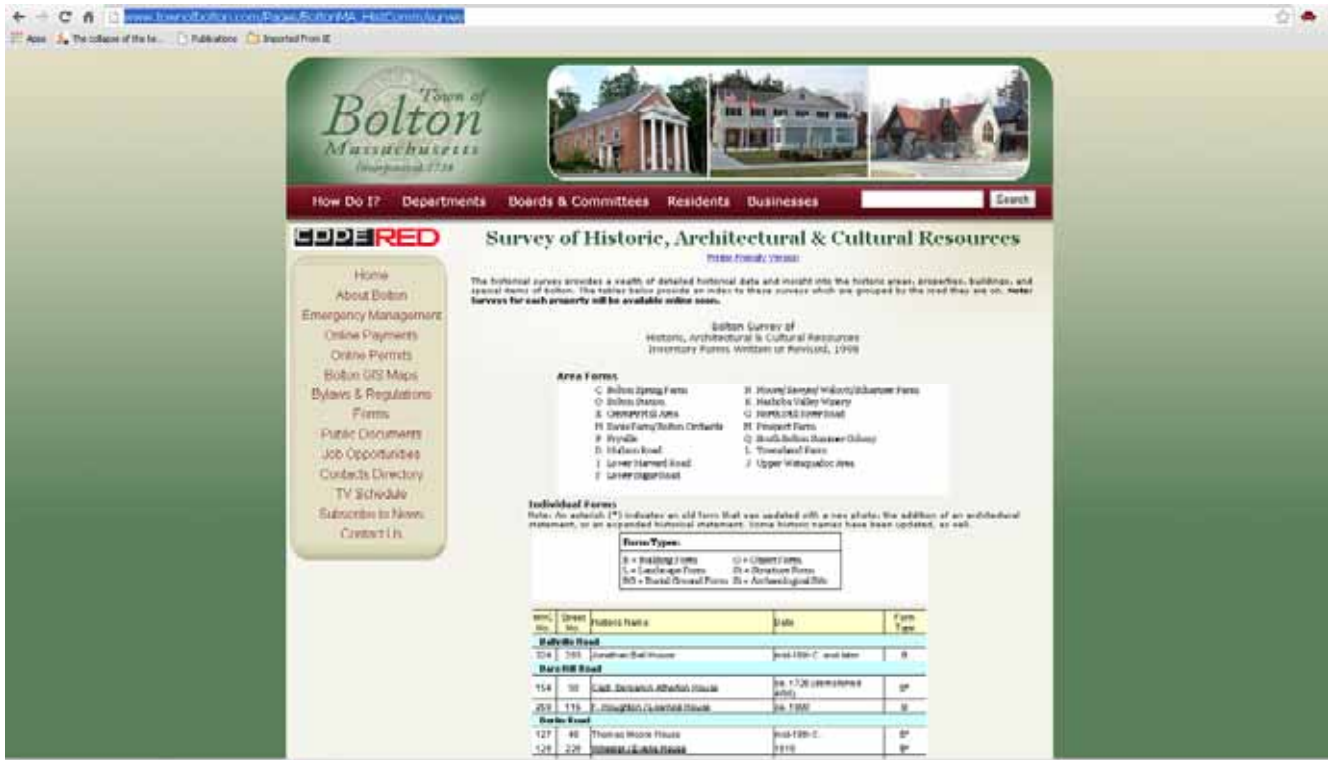
In conducting the heritage area-wide preservation assessment discussed above, the Freedom's Way Heritage Association and its statewide partners should develop a sense of inventory needs and priorities among participating communities. This step would help to outline a long-term program for completing historic preservation inventories community by community (and phased within communities if resources are limited) and determine how a phased inventory program across the heritage area might be performed and funded over time. State survey grant programs and the heritage area matching grant program are possible sources of funding.

Interested local partners must lead in organizing and conducting historic resource inventories, with heritage area and statewide encouragement and support. They should consider joint surveys with neighboring communities to develop common themes and evaluate shared resource types, toward the goal of multiple-community cooperation in managing resources and promoting cultural heritage tourism.

Finally, just as with the heritage landscape study process described earlier in this chapter, for communities reluctant to undertake inventories for their own sake, but which are attracted to the idea of discovering and presenting their stories, preservation inventories could be combined with work on the community-level interpretive planning described in Chapter 2. Thus, participants would not only investigate resources in their own right (and the potential for protecting them), but also review ways to present their stories in association with significant resources. These could include everything from outdoor interpretive signs and new trails or village walking tours to temporary exhibits in the town hall.

ACTION: Work to expand historic preservation inventories in heritage area communities.

Timeframe and Responsibility: Ongoing action of local preservation partners with support from statewide partners and the Freedom's Way Heritage Association.



The Town of Bolton, MA, shares its survey on its website, a “best practice” for historic preservation. Although the survey was completed nearly two decades ago, in 1998, the site states that many forms have been “updated with a new photo, the addition of an architectural statement, or an expanded historical statement. Some historic names have been updated, as well.”

In the best of all possible worlds, a community particularly interested in exploring its resources and possibilities across the board might choose to undertake all three possibilities for assessment – landscape study, preservation inventory, and community interpretive plan.

Local Historic Preservation Planning

Historic preservation plans identify local preservation issues, identify opportunities for developing and enhancing preservation tools and programs, and demonstrate how historic preservation will be incorporated into community planning processes and procedures. Although many planners may wish for an updated heritage landscape study or preservation survey before proceeding to preservation planning, a more strategic approach is to document such inventory needs and plan for addressing them over time, once the plan is complete and as funds become available.

Because the Freedom’s Way Heritage Association is committed to a cultural landscape approach, and in the spirit of the Massachusetts Community Preservation Act, it is appropriate to consider adapting standard historic preservation planning methodology into a more holistic approach to stewardship planning as a whole. The following, as a part of the elements highlighted for the Congressionally required “historic preservation and interpretation plan,” focuses on historic preservation planning. An action below, however, notes the possibility of encouraging more integrated planning for natural and cultural resources, and community character as a whole.

The heritage area should encourage local preservation partners to prepare and update historic preservation plans, taking advantage of existing state grant programs for preservation planning. Best practice is to prepare a historic preservation plan as an element of a local comprehensive plan.



Old mills make excellent candidates for adaptive use as offices or multi-family housing. Tax credits may be available for sensitive rehabilitation and major maintenance of commercial buildings such as this beautiful building housing Nypro, a plastics manufacturer, in Clinton, MA.

Among other benefits to this approach, local comprehensive plans are updated periodically in accordance with state requirements, thus keeping preservation planning up to date.

Preservation planning allows for a process of community education and participation. Ultimately, it lays the foundation for decisions about whether and how communities will choose to participate in state and federal historic preservation programs managed by the Massachusetts Historical Commission and New Hampshire Division of Historical Resources and other state agencies and make use of other preservation and growth management tools available under their respective state laws. Many communities may already participate in some or even all of these programs; a preservation plan allows a comprehensive review of the possibilities, best practices, and strategies for improving local action over time, in phases.

Among possibilities to be reviewed for adoption during preservation planning are tools generally found in various forms of enabling legislation passed in one or both states:

- The Certified Local Government Program (a federal program available in both states through the SHPOs; it provides grant funding to local partners whose historic preservation policies and practices meet certain standards);
- Community Preservation Act (available in Massachusetts, providing funding for historic preservation, and described on pages 126-27);
- Cultural District Program (MA; under consideration in NH) – providing a range of benefits in planning, marketing, planning, and funding);

Visitors and residents to Medford, MA, have no doubt where the locally protected historic district begins.



- Heritage Landscapes Inventory Program (MA – described in an earlier section in this chapter);
- Designation of local historic districts or landmarks (which then allows regulation of demolition and changes to locally valued historic resources);
- Local designation of scenic roads;
- Encouragement of investment in rehabilitation of historic structures, which can benefit from federal tax credits and, in Massachusetts, state-level tax credits; and
- Incorporation of historic preservation review processes during subdivision and development.

As a part of a program of technical assistance and support, the Freedom's Way Heritage Association should encourage statewide preservation

ACTION: Work to expand historic preservation or stewardship planning in heritage area communities.

Timeframe and Responsibility: Ongoing action of local preservation partners with support from statewide partners and the Freedom's Way Heritage Association.

ACTION: Encourage communities to participate in state and federal historic preservation programs managed by the Massachusetts Historical Commission and New Hampshire Division of Historical Resources and other state agencies, and make use of the wide variety of preservation tools available under state law.

Timeframe and Responsibility: Ongoing action of local preservation partners with support from statewide partners and the Freedom's Way Heritage Association.



partners as they provide guidance, assistance, and support in the preparation of preservation plans; and also provide encouragement as communities implement improvements in the use of preservation tools. This includes advising communities in assessing their needs and priorities and identifying and sharing best practices, methodologies, and models for good preservation plans and other programs. In the heritage area's matching grant program, priority could be awarded to proposals that aim for incorporating historic preservation plans into comprehensive plans and other community policies affecting historic resources.

4.6 ENHANCEMENT OF COMMUNITY CENTERS

In addition to providing support for planning, land conservation, and historic preservation in heritage area towns and cities, over the long term Freedom's Way can encourage communities to enhance their commercial centers. This would not only improve quality of life for residents, but also enlarge communities' appeal for the cultural heritage travelers to be drawn to Freedom's Way, as explained in the next chapter on cultural heritage tourism. The heritage area's communities offer both the multiple experiences – from trailheads to museums – and the services that visitors expect and need as they move from place to place throughout the heritage area.

Possibilities for two such community enhancement programs are outlined here. They may work separately or in combination. On an ongoing basis, the Freedom's Way Heritage Association and partners should assess needs and priorities to evaluate how programs such as these might benefit communities and the heritage area and which might be the most effective use of heritage area resources. It is expected that needs, priorities, and

The Community Preservation Fund of the Town of Acton supported preservation of the Women's Club building (ca. 1829), first constructed as a church, but converted to a two-unit residence in 1839. The Women's Club (founded 1915) converted it to its headquarters in 1924. The club's website states, "It is believed that during the time of the 'Underground Railway' the clubhouse was one of many old homes in Acton which had secret rooms and tunnels and served as 'stations' helping the slaves on their way to freedom."

Beautiful – and beautifully preserved – downtown Hudson, MA. Streetscaping here has included insuring that overhead wiring stays well out of view, and signage design indicates a community following Main Street principles.



Preliminary Idea: A “Mill Town” Revitalization Initiative

While a “mill town” is not precisely definable (even Colonial villages had mills), the downtown revitalization process described here is more applicable to communities with more commercial development and larger populations that grew as the Industrial Revolution spread in the nineteenth century. Historic mill towns could be defined and promoted by Freedom’s Way as visitor destinations or part of thematic itineraries.

Planning under this concept should use Main Street strategies along with preservation and adaptive reuse tools. It should include business development strategies focusing upon downtowns as regional gathering places with restaurants, cultural attractions, services, events, interpretation, public art, and walkable downtowns linked with residential areas and trail networks. Communities should seek to join the Massachusetts Cultural Council’s Cultural District Initiative, in which communities meeting program criteria may be promoted and receive matching state grants. (Currently, only Concord is so designated.)

The National Trust for Historic Preservation developed the National Main Street Center nearly forty years ago as a strategy to revitalize traditional downtowns. Since then, more than 1,600 historic communities have adopted its Main Street Four-Point Approach®:

- **Organization:** Developing and sustaining an effective downtown management organization.
- **Design:** Improving the appearance of downtown buildings and streetscapes through historic preservation.
- **Promotion:** Marketing the district’s unique assets to bring people downtown.
- **Economic Restructuring:** Improving the downtown’s economic base by assisting and recruiting businesses and finding new uses for underused space.

The Main Street model is a volunteer-driven economic development effort to manage a downtown, and always includes local business leadership. Communities gain experience and capacity year after year in learning to

work with partners and raise money, understand the local economy, promote the business district, and enhance and restore historic buildings. This is a program that can last indefinitely in a supportive community.

Many states operate programs that support Main Street initiatives at the local level, although Massachusetts and New Hampshire do not. Nonetheless, many communities in both states manage successful Main Street programs.

The National Main Street Center offers eight guiding principles:

- **Comprehensive:** Successful long-term downtown revitalization is complicated and cannot be accomplished through any single project.
- **Incremental:** Small projects and simple activities lead to a more sophisticated understanding of the revitalization process and help to develop local skills to undertake increasingly complex projects.
- **Self-help:** Nobody else will save Main Street. Local leaders must be determined to make their commercial area successful. Success depends upon the involvement and commitment of the local community.
- **Public-private partnership:** The public and private sectors have a vital interest in the economic health and physical viability of the downtown. Each has a role to play and must understand the other's strengths and limitations to forge an effective partnership.
- **Identifying existing assets:** Commercial districts need to capitalize on assets that make them unique and different. Every district has unique attributes, such as distinctive architecture or a pedestrian feel. They create a local sense of belonging – what Freedom's Way calls place-based identity – and differentiate each district and each community.
- **Quality:** Every aspect of the program must emphasize quality. This applies equally to each element, from storefront design to promotional campaigns to educational programs to organizational performance.
- **Change:** Main Street can make skeptics become believers. Changes in attitudes and the ways that things are done are necessary to improve the district's economic conditions. Public support for change builds as the Main Street program grows in its work.
- **Implementation:** Actions create confidence in the program and increase local involvement. Frequent and visible changes remind the community and downtown's stakeholders that revitalization is under way, beginning with small steps and building on those successes.

While a heritage area-wide program supporting downtown revitalization is conjectural at this time, the matching grant program to be established by Freedom's Way could be targeted at any time by interested communities seeking to raise funds to support such an initiative.



Gardner, MA – a mill town renowned for its chair factories – had some fun with its fame in designing these handsome custom street signs.



Preliminary Idea: A Village Center Initiative

A Village Center Initiative would feature preparation of master plans for the management, treatment, and enhancement of historic village centers. The Freedom's Way Heritage Association would collaborate with regional planning agencies and other state and regional planning partners to establish guidelines and criteria for village center plans. Depending upon local interest and need, plans for historic villages could range from simple exercises addressing limited short term goals to comprehensive planning initiatives addressing long term issues.

The plans would emphasize a 'walkable village' concept that encourages public use and incorporates public amenities, interpretation, public art, wayfinding, services, and other enhancements in village centers. Plans would identify needed public improvements. Implementation might include production of village maps, publications, website information, and web applications as appropriate using heritage area graphic formats and identity. Historic village centers could be promoted by Freedom's Way as visitor destinations or part of thematic itineraries.

Village Center Initiatives would be led by local partners in accordance with a process outlined by the Freedom's Way Heritage Association in association with its partners. If professional assistance is needed, funding might be sought from the heritage area, regional planning agency, state agencies, nonprofit organizations, and other sources depending upon the specific needs and goals of the village.

A Village Center Initiative might be structured in accordance with the following steps:

- Local partners in a historic village express interest in preparing a master plan for their village by organizing local participants into a village planning group and outlining their goals and objectives for the process. A public meeting should be held to obtain input and support from local residents and public officials.
- Develop a scope of work for the planning process. Establish a budget and obtain commitments of funding sources.



- Outline a public participation process in association with the scope of work.
- Obtain professional planning services to manage the planning process either through a regional planning agency, nonprofit partner, or private consultant.
- Undertake an existing conditions assessment. Identify boundaries for the master plan. Review historic resource inventory information and determine whether surveys need updating. Identify historic landscape features and characteristics in accordance with cultural landscape planning methodologies. Identify issues and needs. If development pressure is an issue within the village, assess properties for their capacity to accommodate new development without impacting historic character.
- Present findings and initial recommendations to local partners and the public for discussion.
- Based upon the input received, prepare draft recommendations for the treatment of historic features and for enhancement of the village. Outline preservation and adaptive reuse strategies tailored to the characteristics of the village. Create a 'walkable village' plan identifying walking routes, destinations, and suggested infrastructure improvements. Outline an interpretive program that presents the village story to residents and visitors using authentic places. Identify desired village enhancements. If development pressure is an issue within the village, prepare guidelines for appropriate new development in locations where it can be accommodated. Describe implementation steps and work products. Identify the roles of various local partners in implementing the village plan.
- Review the draft village master plan with local partners and residents.
- Prepare the final village master plan and begin phased implementation.

While a heritage area-wide program is conjectural at this time, the matching grant program to be established by Freedom's Way could be targeted at any time by interested communities seeking to raise funds to support a village master plan.



programs will evolve over time, perhaps community by community, and new ideas for special programs will be developed. As with programs described in the preceding sections of this chapter, community enhancement programs should be designed to take advantage of state programs and the support of state and regional partners. For the heritage area, they should especially reinforce the interpretive programming described in Chapter 2.

The two ideas outlined on pages 154-57 focus on historic villages and industrial towns, two distinct types of community centers within Freedom's Way with differing needs and potential. They are offered as preliminary analysis demonstrating the combination of best practices already seen in some communities, adapted to help meet economic development purposes expressed in the Freedom's Way legislation (d.1.H; e.2.F; e.2.H.iii):

- **Villages:** Chapter 2 of this plan suggests that historic villages within Freedom's Way consider preparing interpretive presentations using the heritage area's Partnership Media and Exhibit Program and that the interpretation of historic villages could be a thematic presentation across the heritage area. Building on this suggestion, a broader initiative for historic villages could explore the planning issues and needs of participating villages and possibilities for their enhancement.
- **Downtowns:** Downtown areas can be featured as service centers for residents and visitors, with restaurants, shops, services, and attractions. Frequently featuring historic mills, these are urban growth centers, already focal points for infrastructure improvements and development initiatives in regional planning.

For both types of communities, Freedom's Way can encourage and support planning initiatives. It can also promote them as visitor service destinations as part of the Freedom's Way experience and its heritage area-wide interpretive presentation. Finally, it can encourage physical or



The two largest city centers in the New Hampshire portion of Freedom's Way are Milford (opposite) and Nashua. Nashua is the largest city in the heritage area as a whole.

interpretive linkages through encouraging communities to explore scenic byway connections, planning for regional wayfinding signage, or creating smart-phone applications that help visitors and residents find their way around the entire region to enjoy these places.

Communities that recognize themselves in these descriptions and the potential benefits of such approaches are encouraged to begin working toward such programs for themselves, enlisting the heritage area and partners as allies in their experimentation. The heritage area's matching grant program is one potential source of funding, with or without a formal community enhancement program. Ultimately, such "demonstration communities" could help to develop an approach replicable across the heritage area.

In the early days of implementing the John H. Chafee Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island (<http://www.nps.gov/blac/planyourvisit/valley-sites.htm>), a focus on the small towns along the river with programs like those described here proved highly popular. Today, the investment made there well over two decades ago has proven its value many times over.

ACTION: Develop and implement special programs for communities that address local interests and unmet needs while implementing the strategic heritage area-wide objective to promote place-based identity.

Timeframe and Responsibility: Mid-term and long-term action of the Freedom's Way Heritage Association with local governments, local business organizations, regional planning agencies, and state, regional, and nonprofit partners.

The view from Linden Row Farm, Hollis, NH.

(Photo by Patrice Todisco.)



4.7 STRENGTHENING AGRICULTURAL TRADITIONS

Agriculture has played a central role in New England’s history over the centuries and has been a defining element of the Freedom’s Way landscape. Today, agriculture in Freedom’s Way features a rich mix of dairy farms, orchards, market gardens, livestock farms, and other specialty endeavors. Farm stands, community supported agriculture, community gardens, and farm attractions are valued by both local residents and visitors. Many communities have preserved farmland as part of their approach to land conservation.

As with community planning, land conservation, and historic preservation Freedom’s Way can catalyze support for regional agriculture. It can help to develop a regional vision for agriculture within the cultural landscape approach by bringing stakeholders together, spreading the word, and supporting phased action at the local level.

4.7.1 Agricultural Context

The story of the Freedom’s Way landscape is largely the story of the changing agricultural traditions of heritage area communities. Native people within the region foraged for local foods for thousands of years before European contact and farmed on the productive soils along rivers and in areas left by the glaciers. Native agricultural sites attracted the first Puritan settlers in the Freedom’s Way region because they were ready for cultivation.

During the Colonial era, settlers developed an ecologically sustainable system of mixed husbandry focused on local subsistence and exchange with neighbors. Production was closely tied to the characteristics and capabilities of the land, and only a small surplus was sent to regional markets.



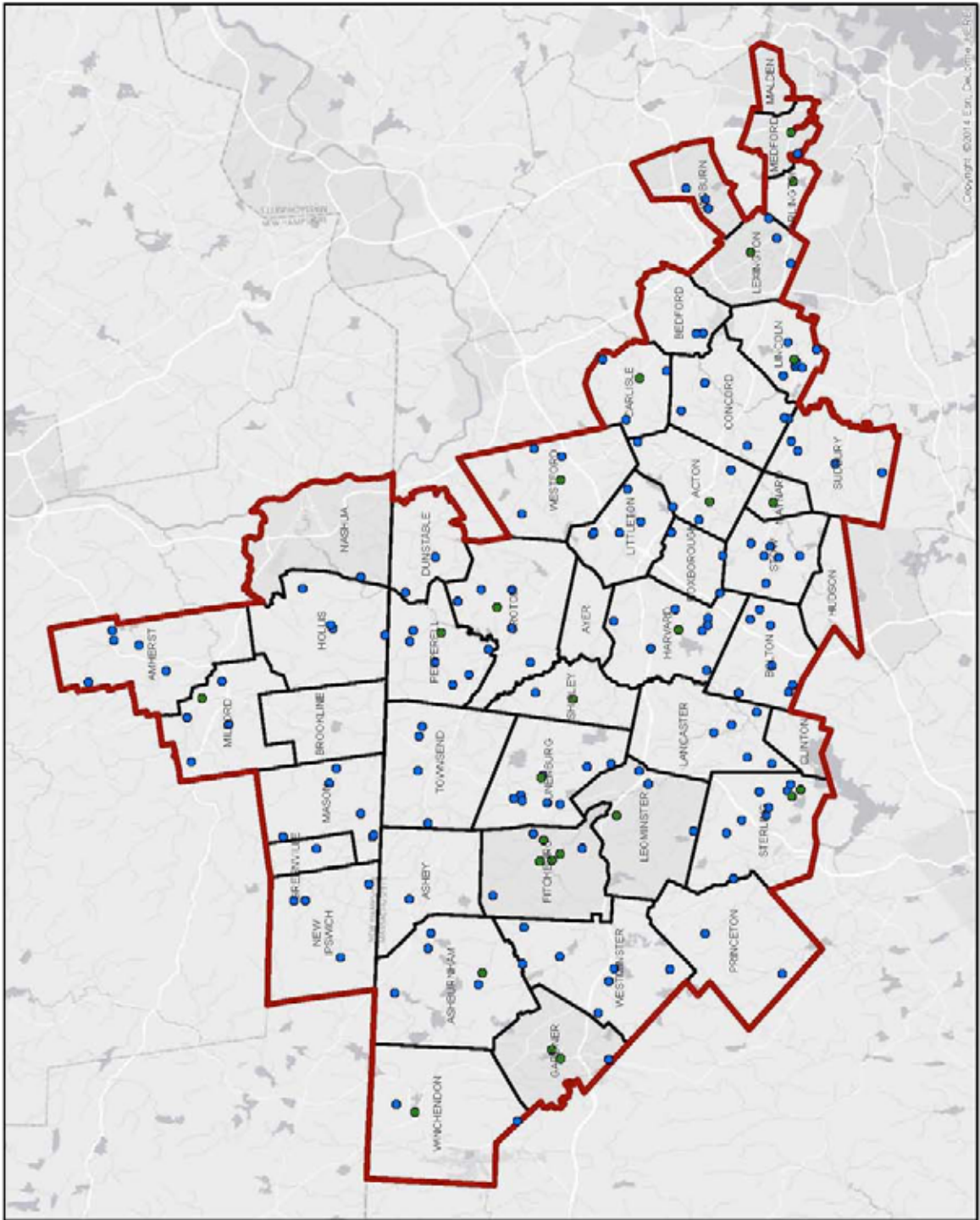
Nashoba Valley Winery in Bolton, MA, is one of three Massachusetts wineries in Freedom's Way counted by MassGrown on its interactive website, "Your Gateway to MassGrown farm products, specialty foods, and fun ag-tivities!"

In the early nineteenth century, an agricultural boom took place as farmers shifted to commercial production. Large areas of land were cleared, reaching a peak after mid-century. Well over half the landscape of southern New England was farmland. Extensive low-intensity land use (mostly in pasture) maximized production in butter, cheese, beef, and wool for the rapidly growing urban areas that were developing industrially. The extensive clearing was not ecologically sustainable, and by the late 1800s abandoned pasture land began returning to successional growth all across the region.

In the late nineteenth and early twentieth centuries, agriculture intensified, but on reduced areas of land. Farmers transitioned to the specialties of milk, poultry, produce, and fruit, increasing overall production for the urban market but only in selective food products. After 1910, food production in New England began to decline with the rise of oil-driven agriculture and long-distance transportation, which undermined the regional specialties.

The amount of land devoted to farming in New England has continued to decline from about 17 percent in the early twentieth century to the present figure of about 5 percent today. High land costs and competition from large-scale agriculture elsewhere has reduced overall food production in New England. Today the region produces about half of the dairy products, less than half of the vegetables, and only a small fraction of other foods consumed by New Englanders.

Farming persists in New England and Freedom's Way, with strong public support as well as the active support of government, land trusts, and farm organizations. Local agricultural operations are promoted as visitor attractions across the landscape. Interest in local foods and the popularity of regional community supported agriculture (CSA), market gardens, and orchards have been a mainstay for agriculture in local communities and



Freedom's Way National Heritage Area
Management Plan
Agricultural Attractions

Data Sources: ESRI, Heritage Strategies, Freedom's Way Heritage Association, Inc.

- Project Study Area
- Town Boundaries
- Farmers Markets
- Agricultural Attractions

Map prepared for the Freedom's Way Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

0 2.5 5 10 Miles

Washington College
WASHINGTON COLLEGE
GEOGRAPHIC INFORMATION SYSTEMS
HERITAGE strategies



Ferjulian's Farm Stand, Hudson, MA.

indicate the potential for sustained agricultural production for the future (Kelly et al. 2014: 4-7; and Foster et al. 2004: 62-90).

4.7.2 A Vision and Plan for the Region's Agriculture

Agriculture in Massachusetts and New England is the current subject of visionary thinking and planning by the academic community, agricultural organizations, and regional planning entities, similar to other visioning described earlier in this chapter.

During the summer of 2014, collaborators from several of New England's leading universities and other organizations prepared a vision for the future of agriculture in New England, building upon the region's history and the nature of its land. The resulting report, *A New England Food Vision* (2014 Kelly et al.), analyzes food needs and capabilities in New England and proposes how sustainable agriculture can be developed to strengthen the social and environmental landscape and enhance the quality of economic life over the next fifty years.

A New England Food Vision is the culmination of several years of work by collaborators under the initiative Food Solutions New England, a network effort to engage in dialogue, learning, and decision-making about agriculture and a regional food system. It proposes changes in food production, distribution, and consumption reaching from the most rural areas to the densest cities – across the entire food system – with changes in land use consistent with historic patterns and the capacity of the land.

The collaboration envisions an increase in agriculture throughout New England over the next fifty years, from 5 percent to 15 percent of land area, focusing on increased production of foods that grow well here. The New England envisioned would grow most of its vegetables, half of its fruit, some of its grains, and all of its dairy, beef, and other animal products – about half of the region's food needs.

The vision projects a healthy, attractive, and bountiful landscape balancing forests, fields, suburbs, and cities and enhancing environmental quality. It



(Photo by Patrice Todisco.)

envisioning a region in which 70 percent of the land remains forested, with adequate room remaining for clustered “smart growth” and green development. It would be implemented through the independent decisions of property owners, consumers, and communities working together toward a common vision in the best New England tradition.

In tandem with this work, the Metropolitan Area Planning Council (MAPC), a regional planning agency for Boston and its suburbs and a regional partner within Freedom’s Way, is coordinating preparation of a *Massachusetts Food System Plan*. With funding from the Massachusetts Department of Agricultural Resources, MAPC is contracted along with a team of project partners on a statewide food system plan with specific goals and an action plan to make the vision a reality.

In preparing the plan, the project team is working with food system experts, including producers, business owners, food system stakeholders, and consumers to conduct a comprehensive assessment to identify the current strengths of the Commonwealth’s food system and opportunities for improvement. The project looks at all components of the food system, as well as overarching areas, such as employment opportunities, public health improvements, and climate resiliency.

The plan is being developed in both a statewide and a New England regional context. With a focus on strengthening the food system within Massachusetts, the plan will complement food system planning efforts underway in neighboring states and New England as a whole. The plan is to be completed in September 2015 (MAPC 2014).

Freedom’s Way partners have the opportunity to participate in the development of the statewide Massachusetts Food System Plan described above. Along with other heritage area partners, such as other regional planning councils and agricultural communities, the Freedom’s Way Heritage Association should stay apprised of policies and recommended actions as they are developed and consider how the heritage area could serve as a model in regional and local implementation.

Possibilities for long-term implementation include engaging communities and strengthening agriculture, building upon existing assets. The Freedom’s Way Heritage Association should consider establishing a network to engage with farmers and farm organizations and become informed regarding their interests and initiatives. The heritage area should promote and support regional farms in collaboration with state agencies and regional visitor bureaus. The Massachusetts Department of Agricultural Resources, through its MassGrown program, and the New Hampshire Department of Agriculture are key statewide partners.



Sunset View Farm, Winchendon, MA (left); and Clearview Farm, Sterling, MA (opposite).

Freedom's Way partners could prepare a regional assessment within the context of the forthcoming statewide plan in order to develop priorities, strategies, and a practical, phased action plan that can be implemented by partners and communities in a coordinated manner over time. Communities' ordinary planning could include an agricultural assessment as part of the planning undertaken by communities, assessing existing farming and the capacity of the land to support additional farming over the long term, with technical support from universities and state agencies.

The Freedom's Way Heritage Association can align its programs to support communities in the conservation of agricultural lands as part of local land conservation programs. Communities whose agriculture could become significant to their economies could be encouraged to undertake local agricultural development planning, which is like economic development planning, but focused on agriculture. (Ordinary economic development usually is not so focused, tending to assume agriculture is healthy or that it is too specialized or too small a part of the overall economic picture to deserve attention.) Such a specialized plan would help

ACTION: Participate in the development of a regional vision and plan for agriculture in Massachusetts, New Hampshire, and New England.

Timeframe and Responsibility: Ongoing action of local and regional partners and the Freedom's Way Heritage Association.

ACTION: Work toward implementation of the vision and plan for food systems and agriculture within Freedom's Way communities.

Timeframe and Responsibility: Long term action of regional planning councils, local governments, and agricultural partners with support from the Freedom's Way Heritage Association.



Farmers' market sign for Lancaster, MA.

local communities identify ways to strengthen their existing farms and introduce new farming initiatives within their locales in accordance with the regional vision and local plan.

4.7.3 Support for Regional Farms

Freedom's Way is home to a variety of agricultural operations, especially along its southern area in the towns of Stow, Bolton, Lancaster, and Sterling and in the Nashua River Valley. Many are publicly accessible and are promoted as regional attractions by the regional visitor bureaus. About forty farms, farm stands, and orchards serving as regional visitor attractions are identified in Chapter 2 of this plan on interpretation. These farms are important economic assets and are valued by their communities.

Freedom's Way recognizes the importance of regional agriculture and over the years has conducted workshops and created programming to support it. Freedom's Way should continue this work and enlist partners in a coordinated program of consultation and promotion.

Farms and farm stands should be promoted as cultural heritage tourism attractions in heritage area marketing materials. Farming, farm issues, and local foods can be featured regularly in heritage area communications.

Today's farms should be part of the Freedom's Way experience and be incorporated into the heritage area-wide interpretive presentation. The story of New England agriculture is integral to the story of the Freedom's Way landscape. Existing farms should be recruited to help tell that story. Local farms can also be included in community interpretive presentations, as well as in educational programming.

Interpretation of the agricultural story should culminate in the role of agriculture today and the vision for the future. It should highlight and encourage the public interest in community supported agriculture and local foods. Visitor service areas should promote restaurants that feature local foods and recipes.

ACTION: Support farming and public interest in local foods. Promote farms, farm stands, and orchards as agricultural attractions for visitors. Incorporate farms into heritage area programming and the heritage are-wide interpretive presentation.

Timeframe and Responsibility: Ongoing action of local and regional partners and the Freedom's Way Heritage Association.

CHAPTER 5



ATTRACTING VISITORS TO FREEDOM'S WAY ■ CULTURAL HERITAGE TOURISM

As the Freedom's Way National Heritage Area works to establish and promote its identity and brand and to build audiences for its interpretive and educational programs, it is engaging in many actions that can help to enlarge tourism across the region.

This opportunity also works in reverse. Paying attention to what traveling audiences want and need – communications (wayfinding, branding, promotion), interpretation, recreation, and community enhancements and services – helps to grow the heritage area's identity and brand.

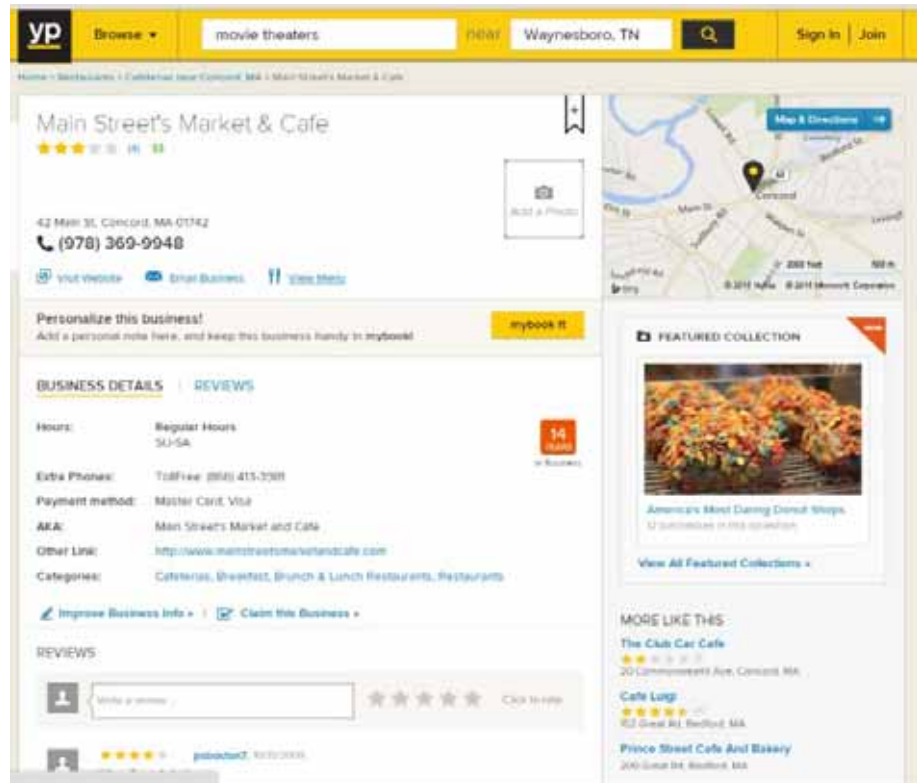
This chapter is designed to help the Freedom's Way Heritage Association and heritage area partners take greatest advantage of heritage area programming to advance cultural heritage tourism.

This advancement is to be undertaken first on a preliminary basis, while more focus is accorded to strategies described in the preceding chapters. It will be possible to stimulate even greater progress in cultural heritage tourism in the later years covered by this ten-year plan, as the heritage area makes progress in interpretation, communications, and community stewardship and enhancement. This phasing is addressed in this chapter with ideas for immediate and mid-range “readiness” actions. These actions are designed to encourage partners whose focus already includes tourism to begin moving to the next level, and to prepare the heritage area as a whole for greater emphasis on tourism.

The development of cultural heritage tourism throughout the Freedom's Way National Heritage Area has at least one special advantage: For all that the heritage area's interpretive programs may be designed first and foremost for the benefit of residents, visitors can also benefit. Moreover,

This chapter covers:

- ⇒ The definition of cultural heritage tourism
- ⇒ Guiding principles for cultural heritage tourism
- ⇒ Existing tourism in Freedom's Way
- ⇒ Marketing and promotion
- ⇒ Long-range planning for cultural heritage tourism, including a step-by-step guide



residents who observe visitors enjoying themselves should take special pride in their communities' ability to foster a satisfying experience for guests. Such pride is a rewarding feeling that reinforces public support for heritage development activities across the region.

5.1 DEFINING CULTURAL HERITAGE TOURISM

Interpretation is the key to the challenge of developing more tourism, especially in rural communities. To help the reader understand why, this section explores basic facts about cultural heritage tourism.

First of all, tourism as a whole breaks down into different kinds of markets. Business travel is very different from the leisure tourism to which the heritage area is most likely to contribute, cultural heritage tourism.

Cultural heritage tourism has real economic impacts – the heritage traveler is among the most desirable of tourism markets today, tending to stay longer and spend more per party. This market was identified a little more than two decades ago, when studies began under leadership of the National Trust for Historic Preservation. The Trust had recognized “heritage tourism” (since re-branded as “cultural heritage tourism”) as an important economic opportunity for communities engaging in historic preservation and Main Street revitalization.

The Trust stimulated collaboration among other national groups and agencies with tourism in their portfolios, ultimately succeeding in gaining new economic census data to begin tracking tourism as an industry. Today tourism as a whole is found to rank high among many communities' and regions' economic activities, often first, second, or third. This is less often the case for rural areas, although many have begun actively engaging in cultural heritage tourism development in recent years.

*Photo, previous page:
Customers enjoy sunshine on convenient benches outside the popular Main Streets Market & Café in Concord, MA. Its website (opposite) boasts an equally attractive virtual presence and reminds customers that it offers live music and added shops upstairs.*

(Photo by A. Elizabeth Watson, AICP, Heritage Strategies, LLC.)



A warm and inviting website operated by Main Streets Market & Café in Concord, MA, keeps customers and visitors informed of schedule, menu, and special offers. Other businesses in the region, however, have less robust web presence, with default Google Plus, Yellow Pages (yp.com, opposite), or Facebook sites created by the many companies competing to promote businesses on the web. It is critical for businesses serving visitors to engage with these Internet offerings. The Yellow Pages site for Main Streets Market & Café, for example, is fully populated by the business’s correct information – the owners have taken charge.

According to Mandala Research, “the cultural and heritage traveler is the most productive travel segment of the travel industry, generating over 90% of the economic benefit of all U.S. leisure travelers.”

Cultural heritage travelers want to experience authentic places. They are more likely to be willing to travel to remote or little-known places. Even these intrepid travelers, however, need assurance that there will be enough to see and do, of enough variety, to make their trip worth their while. Moreover, they want a complete experience, expect high quality, and like to linger in the restaurants and other places where residents tend to gather. They want to learn about a place and combine their visits to interpretive sites with interesting dining and shopping opportunities in historic commercial areas.

In one notable statistic among many studies of cultural heritage tourism, Mandala Research found that 65 percent of these travelers say they seek experiences where the “destination, its buildings and surroundings have retained their historic character.”

5.2 THE ECONOMICS OF TOURISM DEVELOPMENT

The challenge for rural communities everywhere is that they lack the robust economic infrastructure needed to support tourism (for a definition, see sidebar on tourism infrastructure, page 170). This is largely true of the Freedom’s Way National Heritage Area in communities beyond Concord and Lexington, although there are places where local hospitality infrastructure is promising. (See maps on page 174 plus Appendix G for a report on the economic conditions of the heritage area’s tourism.)

The threshold for this kind of investment is significant, especially for lodging. A single mid-market hotel is a multi-million-dollar proposition.

What Is “Tourism Infrastructure?”

Massachusetts and New Hampshire both study tourism at the state level on an annual basis. Their measures of visitor expenditures across the state in six categories are indicators of what is meant by tourism infrastructure: public transportation, auto transportation, lodging, food service, entertainment and recreation, and general retail trade. Of these, in Massachusetts lodging and food service make up fully 42 percent of expenditures, followed by entertainment, recreation, and retail combined at nearly 15 percent. These same categories account for roughly 75 percent of tourism-related employment. (Public transportation and auto transportation are widespread and not generally the factors affecting the variability of local cultural heritage tourism expenditures or jobs.)

Even a good bed-and-breakfast establishment can run into the hundreds of thousands to create, depending on how many bedrooms are offered. For hotels in particular, developers need to see a large enough market, year-round, to risk such investment. This is why hotels across the country tend to be found at interchanges – the highway traveler provides the most reliable market. Major highways are not found throughout the heritage area.

Communities without hotels and restaurants to provide taxes are less likely to appreciate the economic benefits of tourism and provide the necessary leadership and investment to get into this business.

Bed-and-breakfast lodging might bridge this gap, as it serves primarily leisure tourism markets and the kinds of audiences for which the heritage area is designed. But B&Bs are limited in this region as well. Only three such establishments are reported in the U.S. Census’s ZIP Code Business Patterns data for the entire heritage area. (The Johnny Appleseed Country destination marketing organization for central Massachusetts, covering many of the Massachusetts cities and towns of Freedom’s Way, lists just two, only one of which is within the heritage area.) Again, to stimulate such business, potential investors need to see markets.

In addition, on the governmental side of the equation to stimulate tourism, tourism planning and development require knowledge and skills not always available within agencies focusing on economic development. In fact, even most tourism agencies focus only on tourism marketing and promotion, and so may also lack skills in the planning and economic development functions that support tourism growth through business investment. Smaller communities, especially, are hard put to focus on tourism given their limited ability to pursue economic development agendas of any kind.

For many reasons, however, adding tourism to any community’s economic development strategy is a worthwhile undertaking. Communities of all sizes have been led to believe that tourism is a low-wage, dead-end proposition for economic development. Service industry sectors like tourism do provide many jobs that may not support a one-earner family. Such jobs may merely supplement and diversify the higher-paying mix of jobs that communities prefer from such sectors as manufacturing, construction, finance, education, and medicine.

Every dollar invested in tourism, however, is a dollar that can benefit the community over the long term. For students, first-time workers, retirees, and others, tourism jobs often offer interesting opportunities and flexible arrangements.

Moreover, consider that tourism is the world’s largest “mom and pop” industry. That is, a large proportion of those engaged in the small businesses that make up the majority of the businesses in tourism (subtracting industry giants like airlines, hotel chains, and cruise lines) are responsible owners and creative entrepreneurs. They are more likely to be passionate about their communities, as well as community leaders, even though the demands of running tourism businesses are considerable. Even for low-wage workers in this industry, it is easy to enter and a natural incubator for new entrepreneurs – once hired, they learn valuable lessons about customer service, business management, and community relations. And while tourism remains vulnerable to the ups and downs of the



An 1812 Federal residence in Dunstable, MA, once a travelers' inn, serves today as a home-based business with retail antiques and design consultation, SeasonS at Calmore. The shop, in a new two-story barn with attached English greenhouse, is a "destination" business (supported by a strong website) that benefits from its rural setting.

economy, tourism adds diversity and thus resilience to a community's economic mix.

Also, a community with the amenities offered through tourism is often more attractive to new residents and many other kinds of new businesses searching for a high quality of life for their owners, executives, and workers. Thus tourism supports other economic development strategies. For existing residents, visitors' dollars often stimulate delivery of amenities and a level of creativity their own dollars cannot support alone, from white-tablecloth dining and art galleries to parks and trails.

In sum, tourism is the salt in the local-economy casserole. It may be a small proportion of the mix of ingredients, but it can make a big difference in the quality of life and economic diversity in the community.

A focus on the less-taxable but equally important elements of the tourism equation, the nonprofit attractions that provide the experiences that heritage travelers seek, turns out to be the right approach to stimulating larger visitation – and one ideally supported by a heritage area. Growing the audiences for these attractions boosts the tourism traffic that will ultimately lead to community economic returns from public and private tourism investment.

Heritage areas are natural allies in creating and promoting cultural heritage tourism. A heritage area offers real value and skills:

- The heritage area is a specialist in developing and promoting interpretation and public education, as discussed in Chapter 2 – building audiences of all kinds. And building audiences helps grow the capabilities of sites and programs to serve visitors.
- The heritage area's mission of helping multiple sites collaborate to present stories and educational programs builds that critical mass that will encourage visitors to leave the beaten path.

Fast Facts about Hospitality

- Hospitality is the world's fastest growing industry and will add one new job every 2.5 seconds.
- Figures from the World Travel and Tourism Council have the industry growing at a rate of 23 percent faster than that of the global economy, employing 212 million and earning approximately \$3.4 trillion (U.S.) annually.
- The hospitality industry is the nation's #1 employer (after government), 8.1% of all jobs.
- Tourism is the first, second, or third largest employer in 32 states.

(SOURCE: <https://www.emich.edu/sts/hrm/hospitality.htm>)

Five Guiding Principles for Cultural Heritage Tourism

Partners in Tourism, a coalition of national organizations involved in cultural heritage tourism activities (including the National Trust for Historic Preservation), defines cultural heritage tourism as “traveling to experience the places and activities that authentically represent the stories and people of the past.” The organization’s website www.culturalheritagetourism.org articulates five guiding principles for successful and sustainable programs:

Collaborate: Much more can be accomplished by working together than by working alone. Successful cultural heritage tourism programs bring together partners who may not have worked together in the past.

Find the Fit: Balancing the needs of residents and visitors is important to ensure that cultural heritage tourism benefits everyone. It is important to understand the kind and amount of tourism that your community can handle.

Make Sites and Programs Come Alive: The human drama of history is what visitors want to discover, not just names and dates. Interpreting sites is important, and so is making the message creative and exciting. Find ways to engage as many

(Continued on page 173)

- The heritage area’s emphasis on building regional identity through the communications activities discussed in Chapter 3 will also help build critically needed awareness among potential traveling audiences.
- And finally, the heritage area’s emphasis on enhancing identity of place is critical to cultural heritage tourism. A region seeking to attract visitors must undertake the stewardship covered in Chapter 4, making sure that what makes this region distinctive is conserved and celebrated, and that communities make the most of their commercial downtowns.

5.3 EXISTING TOURISM IN FREEDOM’S WAY

5.3.1 Massachusetts

Visitor attractions within the Massachusetts portion of Freedom’s Way are promoted primarily by two state-designated nonprofit, membership-based regional tourism councils that cover most of the Massachusetts portion of the heritage area. They work to get information provided to them by communities and attractions out to as wide an audience as possible. The two visitor bureaus work well together and cross-promote when possible.

The Merrimack Valley Conference and Visitors Bureau, based in Lowell (outside Freedom’s Way), features the attractions in Concord and Lexington among its principal marketing. In addition, Lexington and Concord have long had active chambers of commerce that promote cultural heritage tourism within their towns.

The Johnny Appleseed Trail Association covers most of the central and western portions of the heritage area and promotes the country experience of farm stands, orchards, hiking, and biking to leisure travelers.

In addition to these two visitor bureaus, the Metro West Visitors Bureau serves Sudbury and Hudson in the southern portion of the heritage area and the Greater Boston Convention and Visitors Bureau serves Arlington, Malden, Medford, and Woburn in the heritage area’s eastern, urban core.

5.3.2 New Hampshire

New Hampshire’s tourism promotion is managed by the state’s Division of Travel and Tourism Development. There are no regional visitor bureaus located within Freedom’s Way that serve its New Hampshire communities. New Hampshire designates tourism regions, however, which are thematically based and promoted by the state and by local organizations, usually chambers of commerce. Most of the New Hampshire’s heritage area communities are located in the Merrimack Valley Region, centered on the City of Merrimack (outside Freedom’s Way). New Ipswich is located within the Monadnock Region, centered in Keene (also outside the heritage area). Neither region currently features themes or attractions associated with the heritage area.

5.3.3 Agri-Tourism

Regional farms are a significant visitor attraction, particularly in autumn. Freedom’s Way has a number of specialty farms that feature farm stands and pick-your-own opportunities. The Massachusetts Department of Agricultural Resources promotes farms, farm markets, and agricultural production throughout the state. A sample of the MassGrown website



Bicycling is popular everywhere in Freedom's Way National Heritage Area, and bicycle tourism has great potential. This friendly group was spotted in Arlington, MA.

revealed more than 400 entries found just thirty miles in any direction from Devens, the headquarters location for the Freedom's Way Heritage Association. The nonprofit New Hampshire Farms Network's website lists a number of sites and also aggregates directories maintained by other organizations, including, for example, the New Hampshire Public Radio's Ice Cream Trail (two stands in Freedom's Way) and the state's Maple Producers' Association list (two producers).

5.4 LONG-RANGE PLANNING FOR CULTURAL HERITAGE TOURISM IN FREEDOM'S WAY

Three conditions must be met before it is possible to establish a region-wide system for developing and promoting cultural heritage tourism in the Freedom's Way National Heritage Area:

1. A perception that Freedom's Way is a region and that there are good ways for visitors to experience it;
2. In-depth knowledge of the visitation that already exists, by attraction and across the region, in order to shape continued development of the region's tourism and measure progress; and
3. A structure for region-wide collaboration.

The first requirement is well on its way and actions provided in this plan, especially in Chapters 2 and 3, will strengthen both internal and external perception of Freedom's Way. This is the early focus in implementing this plan. This section addresses the second and third conditions, plus planning and marketing needed once progress has been made in other priorities for implementing this management plan. Table 5-1 summarizes the combination and phasing of actions needed.

5.4.1 Cultural Heritage Tourism Data

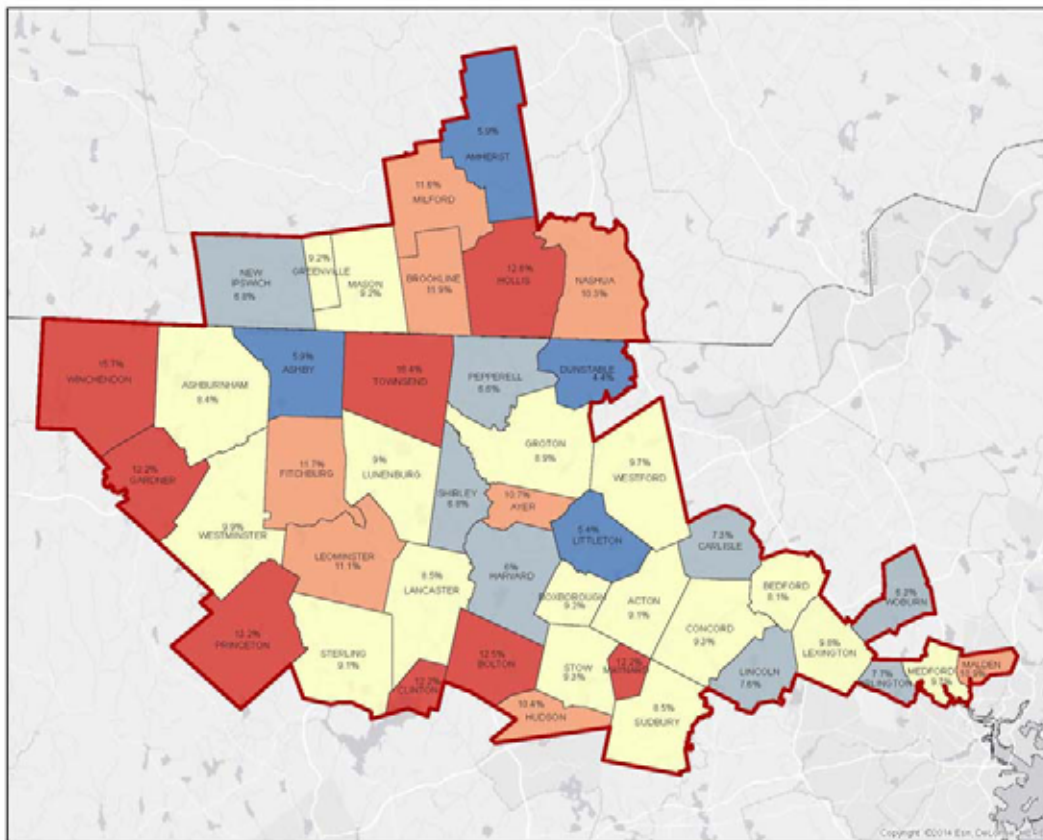
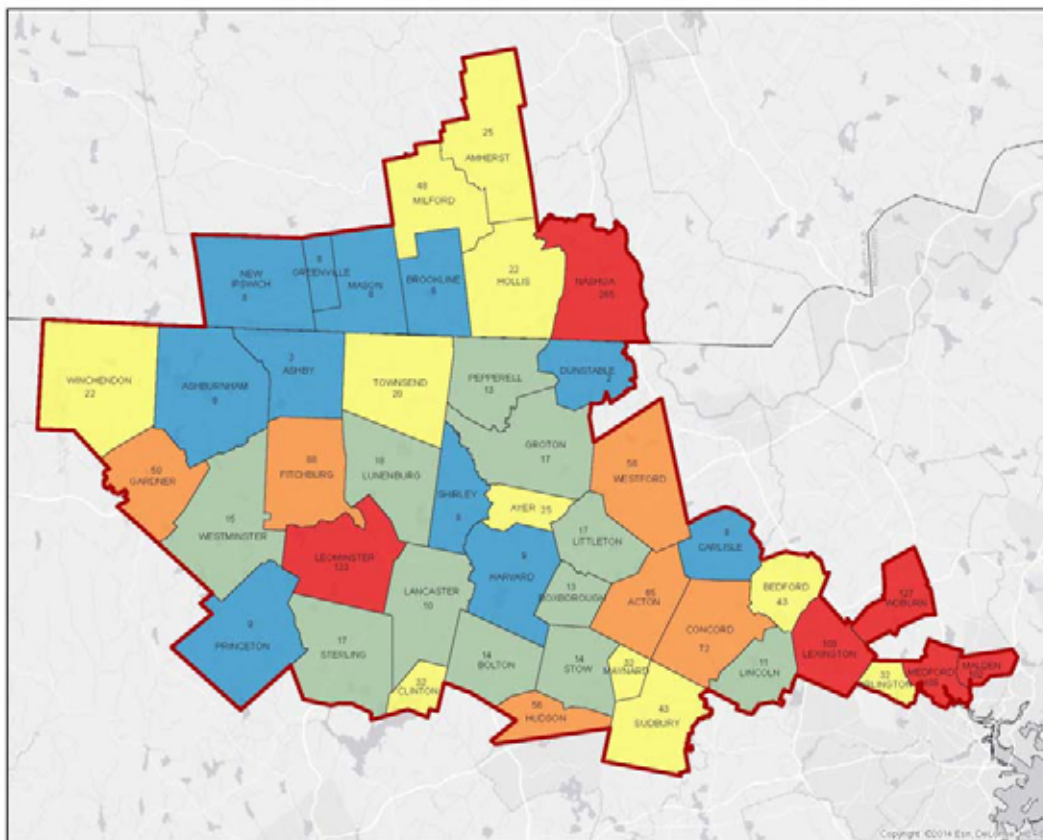
In-depth measurement of existing visitation can tell us the about numbers of heritage travelers and their travel and spending patterns. From this information, it is possible to set objectives for developing the traveling audience and gain insight into what steps are needed to achieve the objectives.

(Continued from page 172)

of the visitor's five senses as you can, as the more visitors are involved, the more they will retain.

Focus on Authenticity and Quality: Quality is an essential ingredient for all cultural heritage tourism, and authenticity is critical whenever heritage or history is involved.

Preserve and Protect Resources: A community's cultural, historic, and natural resources are valuable and often irreplaceable.



Unfortunately, as discussed in Appendix G, access to data concerning tourism for the Freedom's Way National Heritage Area is limited. Data-gathering tailored to the heritage area's boundaries and specifically to its cultural heritage tourism simply does not exist in readily manipulated forms. Information about visitors to individual sites and attractions is uneven and not compiled. These are all typical problems for any heritage area's startup phase. It is possible, however, to take simple steps to begin addressing data-gathering needs in the near term, working with sites and with tourism regional councils. When Freedom's Way and its partners are ready for the major work of advancing cultural heritage tourism to the next level, the necessary data would then be available at that time.

In general, there are four readily measurable objectives for enhancing cultural heritage tourism's economic impact on communities in the Freedom's Way National Heritage Area:

- Increase the number of visitors;
- Increase visitors' average length of stay;
- Increase the average expenditure per person (or per party); and
- Decrease economic leakage of tourism expenditures in the region (addressed, for example, by "buy local" campaigns that keep more dollars in the hands of local businesses instead of national franchises or large corporate retailers).

ACTION: Require all grantees in the heritage area's programs to establish and maintain an ongoing method to measure visitation or attendance as accurately as possible over time.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association.

ACTION: Support matching grants to partners to enable them to participate in the American Association for State and Local History's "Visitors Count" program (<http://tools.aaslh.org/visitors-count/>).

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association.

ACTION: Establish a region-wide baseline attendance at attractions and events.

Timeframe and Responsibility: Mid-term and ongoing action of Freedom's Way Heritage Association in consultation with regional/statewide and local partners.

ACTION: Work with state and regional tourism agencies to conduct visitor research periodically (preferably annually or biennially) to measure the heritage area's effects on the region's cultural heritage tourism, encouraging them to collaborate to fine-tune and align their data-gathering to the heritage area's boundaries.

Timeframe and Responsibility: Mid-term and ongoing action of Freedom's Way Heritage Association in consultation with regional/statewide partners.

Four Steps for Building Cultural Heritage Tourism

Partners in Tourism also suggest four steps for getting started, or for taking an existing cultural heritage tourism program to the next level.

Developing a successful program is an incremental process; these four steps can be repeated at each stage of development:

Step One – Assess the Potential: Evaluate what your community has to offer in attractions, visitor services, organizational capabilities, ability to protect resources, and marketing.

Step Two – Plan and Organize: Make good use of human and financial resources. They are the keys that open the doors to sustainable cultural heritage tourism. Set priorities and measurable goals.

Step Three – Prepare for Visitors: Protect and Manage Your Resources: Look to the future as well as the present. Be sure that the choices you make now improve your community for the long term.

Step Four – Market for Success: Develop a multi-year, many-tiered marketing plan that targets your market. Look for partners in local, regional, state or national groups.



In addition to collecting data simply to measure progress on meeting these objectives, it is also possible to collect information that helps to shape programs in order to deliver what visitors want, and provides market analysis to enable good decisions on appropriate ways to promote and advertise. Data collection could help to answer the following questions: Where are visitors coming from? How did they learn about the heritage area or the particular attraction that drew them? What are they looking for? What do they like to do? Where else have they visited and how does this region compare? What does this region offer that others do not?

As the heritage area's support for organizations offering interpretation and public education increases, it can also encourage those organizations to build their capacity to measure the size of their audiences and understand their needs. Such knowledge helps to guide better programs – and long term, can provide insights into audiences across the heritage area.

5.4.2 Collaborating with Key Partners

Key potential partners in promoting cultural heritage tourism in the Freedom's Way National Heritage Area include:

- Concord Chamber of Commerce (MA)
- Greater Merrimack Valley Convention and Visitors Bureau (NH)
- Johnny Appleseed Trail Association (MA)
- Lexington Chamber of Commerce (MA)
- Massachusetts Department of Agricultural Resources



The Johnny Appleseed region's visitor center in Lancaster, MA, on Route 2 West between exits 35 and 34 (opposite). The region's website states that "it's chock-full of helpful brochures and locally made crafts, books, jams and jellies, giftware and souvenirs of all kinds. Our trained staff and volunteers will enjoy welcoming you to the Center, and providing you with customized travel advice and 'insider information.'" Of the twenty-six towns served by this state-recognized tourism region, nineteen are located in Freedom's Way, more than half those in the Massachusetts portion of the heritage area.

- Massachusetts Department of Conservation and Recreation
- New Hampshire Division of Travel and Tourism Development

While these existing tourism-oriented partners are important, it may well be that there are other nodes of interest to be found among agencies and leaders in larger cities and towns. Communities identified as having a high proportion of hospitality establishments among their business

ACTION: Work with state, regional, and local tourism agencies and chambers of commerce to develop a collaborative structure to support cultural heritage tourism in the heritage area.

Timeframe and Responsibility: Early and ongoing action of Freedom's Way Heritage Association in consultation with regional/statewide and local partners, and reaching out to state, regional, and local economic development agencies and other supportive groups.

ACTION: Work with state, regional, and local tourism agencies and chambers of commerce to undertake one region-wide project to build focus, learning, momentum, and relationships.

Timeframe and Responsibility: Early action of Freedom's Way Heritage Association in consultation with regional/statewide and local partners.

ACTION: Undertake a needs assessment of interpretive sites and community interpretive opportunities to support mid-term planning.

Timeframe and Responsibility: Early or mid-term action of Freedom's Way Heritage Association in consultation with regional/statewide and local partners.

“The Story of Bode”

(Photos, opposite) Authentic stories offer powerful, memorable experiences to visitors and residents alike. One of the most intriguing narratives experienced by the planning team was the story of Bode. Here is how New Hampshire’s Mason Historical Society presents the tale:

“Bode (also spelled Boad in 1800’s histories) was a young enslaved African who spent summers alone in the New Hampshire wilderness, tending cattle that belonged to farmers of Groton, Massachusetts. His encampment was near Nose Meadow, at the present village center. Bode was the first resident of Mason to come from across the Atlantic Ocean, back in the 1730s before the state line was drawn. Mason was a part of Groton then, called Groton Gore. Each spring from 1734 through 1740, the cattle would be driven to pasture in Mason. Year after year, Bode would stay with them for months all alone, until the farmers returned in the fall to collect the cattle. Mason was a wilderness then, 20 miles away from Groton.

“[This] sculpture of Bode is...in honor of noted children’s author and illustrator Elizabeth Orton ‘Twig’ Jones, who died in 2005. Twig was a founder the Mason Historical Society and edited and wrote the Mason, NH Bicentennial History in 1968. Twig did much research about Bode, and would come to Mason Elementary School to tell the children his story. She wanted them to know that when Mason was a wild place with wolves and bears, a young man from Africa came and lived here alone, braving the elements to do his job.

“Twig always wanted a sculpture of Bode to be seated on a rock in the place where he used to watch over the cattle (now in Mason’s village center), to remind people of the town’s beginnings, and the courage of a young man who lived here alone long ago. Bode must have been a capable young man, skilled with animals and resourceful to keep them safe all by himself through months in the wilderness. He did this job for seven years, until the state line was drawn in 1741.”

(Photos these two pages and text courtesy Mason Historical Society; lower photo shows local sculptor Liz Fletcher at work on this bronze statue.)

communities may also be interested. For example, Nashua, the largest New Hampshire community within the heritage area, has at least 265 business establishments related to hospitality, more than ten percent of the business community, yet the city does not appear to have a formal tourism program. Documents available on the city’s website, however, associated with Nashua’s Arts Commission, Downtown Improvement Committee, Planning and Economic Development Committee, and even the Nashua Conservation Commission all indicate these agencies’ possible interest in tourism. Still others not shown at the high end of the spectrum in the map may see opportunities to support a tourism initiative because of particular characteristics of their communities’ businesses and attractions.

Structuring relationships among these partners is hampered by what sometimes seems to heritage area observers to be a near-universal challenge – the way that states and localities are divided to promote tourism do not reflect the heritage area’s boundaries.

Just as with data collection, however, this problem need not be addressed by the Freedom’s Way Heritage Association alone. The Association may need to provide leadership in helping potential partners to understand the opportunities for cultural heritage tourism inherent in Freedom’s Way. Once partners recognize the opportunities, however, and buy into a process for taking advantage of them, the Association should rely on them to contribute the necessary energy and imagination. Tourism is a diffuse, competitive, even messy business – and it seems to thrive that way.

5.4.3 Taking Cultural Heritage Tourism to the Next Level

The accompanying diagram beginning on page 183 suggests three phases to the development of cultural heritage tourism in the Freedom’s Way National Heritage Area over the next ten years: readiness, planning, and execution. These phases include three areas of focus: interpretation and public education, communications, and tourism.

Tourism, it should be noted, should be understood to include not only the usual marketing and promotion of existing offerings (known as “products” among tourism marketers – programs, experiences, attractions, etc.). It should also include the in-depth planning and development that are not typically the focus of many tourism organizations – or their economic development counterparts. A little planning goes a long way in helping to take

advantage of existing, sometimes quite large investments in the amenities that attract visitors. With planning, those involved in tourism can make sure that potential markets are well-served and able to find their way to the heritage area's offerings. They can also use the same planning process to identify other long-range investments that will serve visitors and residents alike, and help to justify those investments on the basis of the economic value that the heritage traveler brings to the region.

Leadership in stimulating effective tourism planning and development, both local and regional, can be a considerable contribution of the heritage area. In fact, this is probably the only way to move the region's tourism to the next level.

To unite the heritage area and its supporters around a case and actions for cultural heritage tourism, the heritage area needs a formal plan. Call it the Cultural Heritage Tourism Economic Development Plan, with the goal of undertaking it about five years from the approval of this management plan. Such a plan should identify strategic tourism development opportunities based on input from community, government, businesses, and stakeholders, especially interpretive and outdoor recreation attractions.



Such a plan should include the following activities or elements:

- Heritage area-wide data-gathering;
- A branding strategy;
- Advertising advice to support formal development of a marketing strategy as an implementation step, based on insights from this planning process;
- A wayfinding strategy;
- Recommendations for strategic investments for implementation:
 - ◆ Actions to develop visitor services and tourism business development (e.g., business-to-business/cross-marketing improvements, customer service training); and

ACTION: Work with state, regional, and local tourism agencies and chambers of commerce and other stakeholders to develop a Cultural Heritage Tourism Economic Development Plan for the heritage area.

Timeframe and Responsibility: Mid-term action of Freedom's Way Heritage Association in consultation with regional/statewide and local partners.



To handle the hundreds of thousands of visitors who tour Lexington, MA, each year, its visitors' center is open seven days a week, closed only three days a year (New Year's Day, Thanksgiving, and Christmas).



- ◆ Actions to improve the interpretive experience specifically for visiting audiences (strategic investment in development of sites and the regional experience; see Chapter 2);
- Improvements to management structures for regional collaboration and progress reporting; and
- Reporting and evaluation mechanisms.

5.5 MARKETING AND PROMOTION STRATEGIES

Partners in Tourism identify marketing as a key step for success in cultural heritage tourism. It is important, however, that widespread marketing efforts targeted to visitors be preceded by effective preparation in order to showcase the region in the best light. There is only one opportunity to make a good first impression with a visitor. More than lack of word of mouth, bad word of mouth can be a lasting drag on effective marketing. Delivering value and performing up to visitor expectations need to be the heritage area's early focus, not excessive marketing and promotion. The idea here is to build product and identity first, working to attract audiences to specific initiatives at the same time. Then, when the heritage area as a whole is a fully developed "product", it will be time to undertake widespread marketing and promotion.

By following the interpretive recommendations outlined in Chapter 2, branding recommendations in Chapter 3, and the community enhancement steps outlined in Chapter 4, heritage area partners can work to strengthen and enrich the existing visitor experience. The Freedom's Way Heritage Association and partners should rely on individual sites or event organizers and tourism marketing organizations to help get the word out about individual programs and attractions.

The Association and partners should work together so that these "audience development" steps include a united branding effort to gain



Outdoor seating at a café in Carlisle, MA. Communities increasingly encourage outdoor seating on public rights of way as a way of adding vitality to their streets.

(Photo by Patrice Todisco.)

gradual recognition of the National Heritage Area as a whole experience with strong place-based identity. This “cross-marketing” is a solid first step for the heritage area to build its brand.

Establishing the Freedom’s Way National Heritage Area as a destination requires creating a strong image in the minds of travelers through the Freedom’s Way brand and communication of messages that compel travelers to want to visit. Ultimately, the success of cultural heritage tourism marketing for the Freedom’s Way National Heritage Area depends upon messages that:

- Create a unified regional identity;
- Communicate the authentic experience a visitor can enjoy;

ACTION: Encourage state, regional, and local tourism agencies and chambers of commerce to begin promoting heritage area-related programs as they continue their ordinary market analysis and continue their advertising and promotion to usual markets.

Timeframe and Responsibility: Early action of Freedom’s Way Heritage Association in consultation with regional/statewide and local partners.

ACTION: Undertake a heritage area-wide calendar of events.

Timeframe and Responsibility: Early or mid-term action of Freedom’s Way Heritage Association in consultation with regional/statewide and local partners.

ACTION: Work with state, regional, and local tourism agencies and chambers of commerce to develop and implement a plan to market and promote the Freedom’s Way National Heritage Area as a recognizable destination in its own right.

Timeframe and Responsibility: Long-term action of Freedom’s Way Heritage Association in consultation with regional/statewide and local partners.



- Generate a desire to see the region’s heritage attractions; and
- Result in a visit to the destination.

A second valuable step during the “readiness” phase of cultural heritage tourism development would be to create a heritage area-wide calendar of events. Not only will this disseminate information to residents (and visitors), but it will cause involved organizations to begin working together, contributing to the necessary development of region-wide collaboration to lead further tourism development.

Table 5-1 – Heritage Tourism Development in the Freedom’s Way National Heritage Area

TOURISM DEVELOPMENT ACTIVITY	PHASE ONE – READINESS (FIRST THREE YEARS)	PHASE TWO – PLANNING (YEARS 4-6)	PHASE THREE – DEVELOPMENT (YEARS 7-10)
INTERPRETATION AND PUBLIC EDUCATION (CHAPTER 2)	<i>Focus on actions in Chapter 2 – this is the source of the value that the heritage area must deliver to its visitors in order to be successful</i>	<i>Continue strong focus</i>	<i>Continue strong focus</i>
Interpretation – Region-wide initiatives	<ul style="list-style-type: none"> ▪ Develop one annual region-wide interpretive or public education initiative (e.g., Hidden Treasures, Thoreau, etc.) ▪ Identify and develop one region-wide presentation to emphasize regional, place-based thematic linkages (e.g., Patriots’ Path) 	Respond to opportunities that emerge from focus on interpretive and public education programs in years 1-3	Continue to respond to emerging opportunities stimulated by a focus on interpretation and public education
Interpretation – Site initiatives	<ul style="list-style-type: none"> ▪ Develop cooperative relationships with visitor-ready interpretive attractions ▪ Assist interested parties with developing interpretation at their sites ▪ Develop capacity-building programs for all interpretive sites (workshops, matching grants, etc.) 	<ul style="list-style-type: none"> ▪ Identify sites to build to visitor-ready attraction status ▪ Continue programs for all interpretive sites 	Continue to respond to emerging opportunities stimulated by a focus on interpretation and public education – as investment and capabilities increase, opportunities should grow accordingly
Interpretation – Historical Research	Continue to encourage academic & partner research to support interpretation, public education programming, and curatorship	Respond to opportunities that emerge from this focus in years 1-3	Continue to respond to emerging opportunities stimulated by a focus on interpretation and public education – as investment and capabilities increase, opportunities should grow accordingly

Diagram 5-1 cont'd – Heritage Tourism Development in the Freedom's Way National Heritage Area

TOURISM DEVELOPMENT ACTIVITY	PHASE ONE – READINESS (FIRST THREE YEARS)	PHASE TWO – PLANNING (YEARS 4-6)	PHASE THREE – DEVELOPMENT (YEARS 7-10)
COMMUNICATIONS (CHAPTER 3)	<i>Engage and build residential audiences, taking advantage of parallel opportunities to communicate with visitors as appropriate</i>	<i>Continue strong focus on residents while experimenting with ways to communicate with visitors</i>	<i>Shape communications to attract both residents and visitors</i>
Interpretation/Communications – Curatorship	Forge deep technological capability and wide-ranging knowledge of curatorial possibilities; develop relationships; experiment with and develop delivery mechanisms	Upgrade website as curatorial platform to drive other interpretive and communications initiatives	Continue to respond to opportunities that emerge from curatorial focus
Communications – Brand/identity	Develop logo and graphic identity; begin building a sense of the heritage area's brand	Develop branding strategy to deepen communications and programming	Implement brand strategy
Communications – Wayfinding	Develop logo and graphic identity (same as above)	<ul style="list-style-type: none"> ▪ Install heritage area entrance signs on major highways ▪ Provide grants for site identification using site standards and displaying logo and graphic identity as appropriate ▪ Develop wayfinding strategy 	Install wayfinding system

Diagram 5-1 cont'd – Heritage Tourism Development in the Freedom's Way National Heritage Area

TOURISM DEVELOPMENT ACTIVITY	PHASE ONE – READINESS (FIRST THREE YEARS)	PHASE TWO – PLANNING (YEARS 4-6)	PHASE THREE – DEVELOPMENT (YEARS 7-10)
TOURISM (CHAPTER 5)	<i>In programs for interpretation, public education, and communications, take every advantage to build readiness (knowledge, experience, relationships)</i>	<i>Building on the foundation of readiness, undertake major planning activities</i>	<i>Shape investment to implement planning</i>
Tourism Marketing & Promotion	<ul style="list-style-type: none"> ▪ Tourism agencies continue their ordinary market analysis, continue their advertising and promotion to usual markets, including promotion of heritage area- related programs ▪ Undertake a heritage area calendar of events 	Support visitor data development (see entries below)	By Year 8 – Consider heritage area advertising and promotion to selected visitor audiences to support the brand strategy (undertake necessary marketing work to identify audiences, select media, develop a strategy, etc.)
Visitor Data Development	<ul style="list-style-type: none"> ▪ Require FWNHA grantees to undertake visitor counts (development agreed-upon methodology) ▪ Encourage visitor-ready sites to develop a “Visitors Count” program (whether AASLH or other) 	Year 4 – design and undertake the first biennial heritage area-wide visitor survey to gather cultural heritage tourism data	Continue biennial visitor survey to gather cultural heritage tourism data
Tourism Collaboration	<ul style="list-style-type: none"> ▪ Form a Cultural Heritage Tourism Committee to begin the alliance-building and learning process ▪ Years 1-2: identify one project to develop over the first two years (calendar of events?) to build focus, learning, momentum, relationships ▪ Year 3: Undertake a site needs assessment to support Phase Two planning ▪ Reach out to state, regional, and local economic development agencies, other supportive groups 	Focus resources, collaboration on tourism planning in Phase Two	Continue the work of the Cultural Heritage Tourism Committee to implement the Cultural Heritage Tourism Economic Development Plan and report on progress

Diagram 5-1 cont'd – Heritage Tourism Development in the Freedom's Way National Heritage Area

TOURISM DEVELOPMENT ACTIVITY	PHASE ONE – READINESS (FIRST THREE YEARS)	PHASE TWO – PLANNING (YEARS 4-6)	PHASE THREE – DEVELOPMENT (YEARS 7-10)
Tourism & Visitor Experience Planning	Precursors to planning are a structure for collaboration and management, and the beginnings of necessary data development (both described above)	Undertake a formal Cultural Heritage Tourism Economic Development Plan	Evaluate and report on progress in implementing the Cultural Heritage Tourism Economic Development Plan
Tourism Development	Focus on actions supporting interpretation and public education in Chapter 2 – this is the source of the value that the heritage area must deliver to its visitors in order to be successful	In the formal Cultural Heritage Tourism Economic Development Plan described above, identify strategic investments for Phase Three	Implement the Cultural Heritage Tourism Economic Development Plan, including: <ul style="list-style-type: none"> • Actions to develop visitor services (see Chapter 4) • Actions to improve the interpretive experience specifically for visiting audiences (strategic investment in development of sites and the regional experience; see Chapter 2)

CHAPTER 6



COORDINATING THE HERITAGE AREA ■ A BUSINESS AND IMPLEMENTATION PLAN FOR FREEDOM'S WAY HERITAGE ASSOCIATION

This management plan is intended for implementation over the next ten to fifteen years. This chapter addresses how the Freedom's Way Heritage Association will organize and operate to implement the management plan over that time.

To oversee the programs, relationships, funding, personnel, and other factors needed for implementing the many and widely varied strategies identified in the preceding chapters of this plan, the heritage area requires a sustainable business model and a management entity capable of executing that model over the long term. This chapter describes the actions that the association, as the "local coordinating entity" under the federal legislation that established the Freedom's Way National Heritage Area, will take to support the heritage area and to grow as the heritage area itself evolves.

Forming partnerships among a wide variety of organizations, institutions, agencies, and community groups, in a variety of ways, is a fundamental strategy for accomplishing the actions in this plan. Among the association's many roles is the critical one of building relationships with and among partners.

Partnership development, which requires excellent communications and strong collaboration, plus sensitivity to the needs of individual organizations and entities, is addressed in Chapter 3, Communications and Collaboration. The financial implications of partnership development are addressed in the business model described here. This chapter also explores ways to structure partner involvement through an Advisory Committee

This chapter covers:

- ⇒ Organizing for leadership
- ⇒ Organizing for partnerships
- ⇒ Developing resources and raising funds
- ⇒ Evaluating progress

and a set of regional networks, both encouraging participation across the heritage area's full geographic extent.

This chapter also addresses how the Freedom's Way Heritage Association will:

Organize for leadership through effective long-term governance by the Board of Directors, with mechanisms for setting priorities and carrying them out. In pursuing its mission and implementing this plan, the Board of Directors will communicate the management plan's mission and vision; link key partners affecting heritage interpretation, education, stewardship, and curatorship in the region; and promote the heritage area's place-based identity. As it evolves and grows, the organization of the Board of Directors and its committees and staff is to be designed for efficiency and to engage partners in the heritage area.

Develop resources and raise funds to build financial sustainability needed to implement this plan. Raising the necessary resources to support the programs that will implement this entire plan is critical. "Resources" are defined broadly to include in-kind and volunteer services and donations. Relationship-building through "resource development" is considered the basic activity that supports the raising of funds. Thus, as the association establishes vigorous relationships with supporters and a fundraising program and engages its partners in the creative, entrepreneurial act of collaborating on the National Heritage Area, it is also enhancing its capacity to raise needed funds; and

Evaluate and celebrate progress in implementing this plan and results of the considerable investment required to develop the National Heritage Area to its full potential. Such work provides accountability to the heritage area's many supporters, including the federal National Heritage Area program, which provides dedicated public funding to support this National Heritage Area and 48 others. The Board of Directors will measure and evaluate its work and that of the Freedom's Way National Heritage Area's partners in order to understand how well all are progressing in implementing this plan and how federal funds support the public interest. The board will adjust priorities and work plans as appropriate over time, informing the public about progress in meeting the promise of this plan.

This plan concludes by identifying the key actions on which the association intends to focus in the first phase of implementing this plan.

6.1 THE PLANNING FOUNDATION FOR MANAGEMENT

Planning for the management of the National Heritage Area and implementation of this management plan takes place within a series of increasingly detailed guidances, beginning with the federal legislation that established the Freedom's Way National Heritage Area.

The management planning process established a mission statement, an organizational vision, and goals as well as a structured way to consider choices for programs, management, and priorities.



Photo, previous page: The Old North Bridge at Minute Man National Historical Park, Concord, MA. Photo above: Battle Road Trail, also in Minute Man NHP.

(Photo above by Patrice Todisco.)



The Common, Leominster, MA.

6.1.1 Mission and Vision

The mission and vision as approved by the Board on August 12, 2014, are as follows:

The Freedom’s Way Heritage Association’s Mission: We connect the people, places and communities of the Heritage Area through preservation, conservation and educational initiatives to protect and promote our shared resources and to encourage residents and visitors to explore our landscape, history and culture.

A Vision for the Freedom’s Way National Heritage Area: The Heritage Area is a place where people are inspired by the historical and intellectual traditions that underpin the concepts of freedom, democracy, conservation and social justice. Building upon this legacy, we collaborate to create strong communities and support a regional identity.

6.1.2 Strategic Priorities

As the Board of Directors considered the association’s role as local coordinating entity and debated mission and vision statements, they arrived at strong consensus that their primary aim is to **work with partners to recognize unmet needs** in accordance with the heritage area’s purpose and mission.

The Board identified the following strategic organizational priorities to shape how the association works with partners and recognizes their unmet needs:

- Serve as a catalyst for communication and collaboration;
- Be a positive force for creative partnerships and entrepreneurial endeavors; and
- Promote a place-based identity for the heritage area.

Two Years of Strategies

- Engage and coordinate with regional **partners**
- Confirm/revise **branding**, graphic identity, website, and exhibit formats
- Focus on providing regional **orientation**
- Coordinate with regional **attractions**
- Establish a **small grant program**
- Encourage peer-to-peer **networks** among local leaders and organizations
- Pursue **board development** by the Freedom’s Way Heritage Association’s own Board of Directors
- Organize and plan for **resource development**

(For more, see discussion beginning on page 225.)



6.1.3 Objective for Organizational Development

As explained in Chapter 1, along with mission and vision statements, the Board of Directors developed goals to provide guidance as the plan was prepared and is implemented. A guiding principle is that Freedom's Way Heritage Association will conduct its affairs responsibly, making best use of the resources entrusted to it, working in the best interest of the heritage area with respect for the public good and interests of funders. Furthermore, an objective for management that supports all goals and follows this principle is as follows:

Every action taken to develop Freedom's Way National Heritage Area and the Heritage Association should help lead to the association's growth as a model of sustainability and excellence.

6.1.4 Sustainability Planning

The National Heritage Areas program at the National Park Service and the Alliance of National Heritage Areas (ANHA) have collaborated in recent years on ways to improve the long-term ability of National Heritage Areas to sustain their operations with less reliance on federal funding. This chapter – as well as the entire management plan – embraces that objective. Basic principles to achieve sustainability shared by all National Heritage Areas include acknowledgment that each National Heritage Area will:

- Carry out its legislative mandate;
- Plan, staff, operate, govern;
- Leverage and secure resources;
- Serve as a catalyst for partnering and capacity building;



Hollis, NH (opposite page, featuring the town library in foreground) and Sudbury, MA (town hall) are just 33 miles apart on a two-lane north-south route through the center of Freedom's Way.

- Carry out the programmatic mission to improve economic value and quality of life; and
- Reach and collaborate with diverse audiences.

6.2 APPROACH TO MANAGEMENT AND IMPLEMENTATION

The Freedom's Way Heritage Association has nearly twenty years of experience as an organization. This management plan has identified a wide range of future programs that will build on existing initiatives and develop others that are completely new. In this next phase of organizational growth, the association is to be engaged implementing programs, working to build effective partnerships and relationships and address the priorities set in this plan.

6.2.1 The Association's Challenges in Serving the Freedom's Way National Heritage Area

Each heritage area is unique, by virtue of factors involving geography; boundaries of regional programs; and makeup of participating communities, especially but not limited to types of local governments. One striking feature of the Freedom's Way National Heritage Area is the number of citizen-led efforts from trails and land conservation to historical societies and libraries – the large number of potential partners is a distinctive element of the region's civic heritage.

A Large Territory

Its geographic extent alone makes working in the Freedom's Way National Heritage Area a challenge. From one end to the other (Malden to Winchendon, MA) is not quite 53 miles, but what may seem to be a relatively short distance (compared to many National Heritage Areas) is belied by traffic challenges in the heavily populated eastern end.

This restored barn in Hollis, NH, has been adapted into a popular community meeting location.

(Photo below by Patrice Todisco.)



Freedom's Way is also one of a handful of heritage areas crossing state lines – the number of agencies with which the Freedom's Way Heritage Area must work is therefore double. This includes both state and federal agencies, as many of the latter provide state-level outreach. (Unless, as happens occasionally, one state has a program and the other does not – the Massachusetts Gateway Communities program is one such example. This imbalance can present challenges of its own.)

Overlapping Jurisdictions

The Freedom's Way Heritage Association must also relate to multiple regional governmental programs. As complicated as it may be to relate to state and federal level programs in two states, the overlapping nature of regional programs is yet more complicated. There is not a single regional program congruent with Freedom's Way's boundaries, even if in just one state.

The heritage area comprises portions of three counties, six tourism regions (four in Massachusetts, two in New Hampshire), six economic development regions (three in MA, three in NH), and six regional planning agencies (four in MA, two in NH). *None* of these programs shares boundaries with others outside their area of focus (that is, for example, not even the regional planning agencies and the regional economic development agencies cover the same territory). This is not simply a challenge for the heritage area, but for its constituent towns and cities. Few turn to the same combination of regional programs in common, making it difficult to encourage peer-to-peer networking on a consistent basis.

Diversity of Participating Communities

Freedom's Way also has a large number of local governments – thirty-seven in Massachusetts (just over ten percent of the state's 351 cities and towns) and eight in New Hampshire (just over three percent of 234 communities). This is roughly equivalent to the number of municipalities served by the Essex National Heritage Area, with thirty-four cities and towns. (The two heritage areas' populations are also similar;





Drumlin Farm Wildlife Sanctuary in Lincoln, MA is also a working farm. The educational and interpretive site is operated by Mass Audubon, a regional partner for Freedom's Way.

Essex's population, however, is roughly twice as dense, with 743,167 people in 500 square miles versus 752,856 in Freedom's Way's 994 square miles.)

Although the heritage area is indeed a “cohesive” landscape as envisioned in the NPS definition of a heritage area, following a geographic pattern shared across centuries, its local governments exhibit characteristics along a wide spectrum. Today's general population pattern is of densely settled communities within the easternmost part of the heritage area in the Boston metro region (Arlington, Lexington, Malden, Medford, and Woburn), suburban communities on the metro region's outer limits and beyond, and rural communities in west-central Massachusetts and southern New Hampshire. These are punctuated by three cities beyond the immediate metro region, Fitchburg and Leominster, MA, and Nashua, NH, which grew large as the Industrial Revolution bloomed in the nineteenth century. The eastern towns were once also industrializing small towns beyond Boston's immediate reach, but they now lie now entirely within Boston's economic influence, while remaining densely populated cities in their own right.

The largest community is Nashua at 86,494 (2010 U.S. Census for all), followed by Malden at 59,450 and Medford at 56,173. Others range from 31,394 (Lexington) to 38,120 (Woburn) to 42,844 (Arlington). Towns close to Boston, however, may still be quite small – Carlisle and Boxborough are both under 5,000. Still, incomes and population size are somewhat predictable within the three groups of city, suburb, and rural (see Appendix C).

The most significant feature, however, is not the population and its density, or the number of local governments, but the wide variation among FWNHA's local governments, a pattern that shows a response to population size. It is possible to find the purely citizen-driven town-meeting model of government considered unique to New England. This form remains in the most rural towns in Massachusetts and New Hampshire. Larger rural communities may have more local government agencies and a few more paid officials. These contrast with more formalized city structures in Fitchburg and Leominster, MA, and Nashua, NH, plus Arlington, Lexington, Malden, Medford, and Woburn.

Many Partners

The above rundown covers only the most basic of governmental structuring. Begin looking for potential partners beyond this, and the number grows exponentially, quite literally. There are city and town committees focusing on land conservation, trails, history and historic preservation, recreation, local planning, and education (environmental or otherwise), plus nonprofit partners oriented to the same topics. They may be found at the local or regional level, and often both. There are, in addition, businesses, museums, and such regional partners as two major watershed groups (one in each state, neither covering the entire heritage area). Major land-owning institutions serve the region as well, such as Mass Audubon and The Trustees of Reservations in Massachusetts and the Society for the Protection of New Hampshire Forests. Potential partners are described in detail in Chapter 3. The point here is that there are many such groups, with many more interested in the heritage area thanks to recent efforts stimulated by focus on partner outreach.

6.2.2 Implications for Management

In general, heritage areas offer a great opportunity for enhancing the heritage conservation agenda seen across the Freedom's Way region. In the past three decades, the nation's conservation and preservation communities have achieved a great deal. Easements, rehab tax credits, Main Street development, scenic byways, greenways, and many other ideas, both voluntary and regulatory, have become critical elements of the toolbox for preserving and enhancing sense of place. But conservationists and preservationists can do more, especially together, to build greater public appreciation and enjoyment and achieve more results on the ground.

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

An organization such as the Freedom's Way Heritage Association, with its deliberately small staff as described in this chapter, must deploy its limited resources strategically. In its one-on-one relationships with local governments and nonprofits, the association's most effective role may be as "thinking partner." The heritage area brings a specific perspective to its varied communities' opportunities and an open-door policy to learning about each community's needs. Simply being available to help identify opportunities and providing a boost for taking critical first steps can be effective elements of fulfilling this role. Grant programs can provide seed funding where appropriate, but just as important may be maintaining strong relationships over time. **With so many and such varied communities, however, it must ultimately be up to the communities themselves to identify how each can be involved.** Once each community understands the potential of participating in the heritage area and has educated the Freedom's Way Heritage Association about its needs, it is up to the community and its individual organizations to choose projects and build momentum.



This interpretive site in Concord, MA, commemorating a location where two railroads once crossed one another, offers a visual metaphor for the teamwork that Freedom's Way National Heritage Area can build among many partners.

The most powerful way for a heritage area to exert influence across the multiplicity of governmental and nonprofit actors described here is to pursue a second role, that of a coach building a team of partners to “win the game” of preserving, enhancing, and promoting place-based identity. Ways to fulfill the coaching role include fostering peer-to-peer networking and partnerships, providing an information clearinghouse, and providing continuous feedback on progress toward the vision described in Chapter 1.

In both these critical roles, the heritage area must build a knowledgeable staff across a comprehensive, interdisciplinary range of topics, and maintain the staff's continuity and effectiveness with helpful management and sufficient resources. The staff must be versatile enough both to build relationships with partners as described in Chapters 2 through 5 and pursue the heritage area-wide programs described in Chapters 2 and 3. They must be leaders, with a finely honed understanding of how leadership works in a heritage area where partners must do most of the work on the ground. They must also understand how the heritage area's own programs support partners and the regional vision, strategically, with a strong sense of how communications and curatorship fostered by the heritage area will support greater results on the ground.

6.2.3 A Business Plan for Freedom's Way Heritage Association

The legislation that established the Freedom's Way National Heritage Area requires that this management plan include a business plan.

As defined for this management plan, a business plan consists of a general company description (“role” in terms of the legislative specifications), accompanied by a description of the products and/or services the company will provide to its customers, what is generally called programs and projects (“functions”); a marketing plan for reaching customers (functions again); the management and organization of the company, including board of directors and such close advisors as an attorney, accountant, or insurance agent (“operations”); an operational plan,

addressing such issues as personnel, location, financial policies, and the like (operations again); and a financial plan (“financing”).

Here are summary answers to the requirements for a business plan set forth in the legislation for the Freedom’s Way National Heritage Area; in effect, however, this entire chapter is a business plan:

Local Coordinating Entity’s Role: The association is an organization serving other organizations, requiring an emphasis on partnership, as provided on pages 86-98 and 205-210.

Local Coordinating Entity’s Functions – Programs: The association’s functions are described in detail in Chapters 2 through 5: interpretation and education (Chapter 2), communication and collaboration (Chapter 3), stewardship and community enhancement (Chapter 4), and heritage tourism (Chapter 5).

Local Coordinating Entity’s Functions – Marketing: Chapters 2 and 3 provide guidance for reaching visitors and also residents (considered regional visitors); these markets are described in terms of “audiences” on pages 35-38. Chapter 3 is in effect a communications plan to help the association reach partners and residents, specifically addressing audiences on page 77-78. Chapter 5 addresses cultural heritage tourism and a long-range strategy requiring marketing, pages 178-185.

Local Coordinating Entity’s Operation: The association’s plans for its operation are described in this chapter’s following pages, 196-230.

Local Coordinating Entity’s Financing: The association’s budget is discussed on pages 211-216 and resource development is described on pages 217-225.

6.3 ORGANIZING FOR LEADERSHIP, MANAGEMENT, AND OPERATIONS

6.3.1 Leadership and Management: The Board of Directors

The association’s Board of Directors sets policy and direction. It is a governing body that exercises operational authority through an executive director.

The board and executive director make spending decisions in the form of an annual budget and work plan; the executive director executes those decisions, in particular hiring and guiding staff and supporting services in managing the heritage area’s day-to-day operations.

The role of the Board of Directors is also to communicate the management plan’s vision, articulate high standards, and track and celebrate the heritage area’s progress. The board as a whole and individual directors must be passionate advocates for what the association and heritage area partners can achieve.

The board is responsible for securing the resources needed to support the programs of the National Heritage Area and the association’s operations, with the involvement of partners wherever possible. In particular, the



Board of Directors is responsible for ultimate decisions on how the association will spend federal funds and matching (“cost share”) funds – including but not limited to sharing federal funds with partners through matching grants, as described in Chapter 3.

Board Composition and Development

The great variety of work that the Board of Directors must undertake is best complemented by a diverse membership on the board that represents the geographic scope and programmatic breadth of the heritage area.

As this plan is implemented, it is important to focus early on strengthening the board’s composition. The skills, experience, and critical interests of directors affect a nonprofit board’s ability as a whole to participate in decisions concerning which programs, tasks, and topics to emphasize over time. A diverse composition is more likely to enable the board to understand the varied needs of the heritage area, its partners, and its communities.

Moreover, the heritage area’s federal legislation requires diversity of at least a basic variety: “In determining whether to approve the management plan, the Secretary shall consider whether the local coordinating entity represents the diverse interests of the Heritage Area, including governments, natural and historic resource protection organizations, educational institutions, businesses, community residents, and recreational organizations.” (P.L. 111-11, Sec. 8006(f)(4)(B)(i))

The board provides for continuity over time and is also responsible for fairness and geographic consistency in the operations of its programs across the 4-5-town, two-state National Heritage Area, as described above a large territory and a highly diverse one. The skills, experience, and critical interests of directors affect the board’s ability as a whole to govern and

The Old Schwamb Mill in Arlington, MA, is one of the sites identified for the 2015 Freedom’s Way “Hidden Treasures Weekend.” The museum organization now operating the mill notes, “The historic Old Schwamb Mill site itself survives as a continuously operating site where, for more than three hundred years, immigrant Puritan, Yankee, and German entrepreneurs harnessed the free water power of a narrow, fast moving brook to run machines and develop a series of family-owned businesses. The Mill’s story is as compelling as the beauty of the frames produced here for the most recent 137 years....Today The Old Schwamb Mill continues to produce museum quality hand turned wooden oval and circular frames.”

(Photo and text courtesy The Old Schwamb Mill, Inc.)

participate in needed tasks. Boards need variety, good communicators, passionate advocates, people who are willing to ask for support to help develop resources, and people who can put the organization first among their volunteer commitments.

Success in recruiting, for all purposes of this management plan, depends on (1) communicating clearly during the recruitment process how directors are expected to perform on the board, working individually and as a whole, and (2) enabling new directors to gain a clear picture of the status of the organization and its operations.

Individual directors need not know a great deal about National Heritage Area programs from the beginning if they are experienced from service on other nonprofit boards, or if they can contribute expertise in such areas as human resource management or fundraising.

All members of the board must understand what they need to do in response to the organization's needs, and see how the board as a whole can work together effectively. Most critical is that directors are devoted to the organization – the Freedom's Way Heritage Association should be their first choice for giving time, attention, expertise, and funds. Directors currently serving heritage area partners must determine whether they can or should divide their efforts between the board and their other obligations.

Leaders of heritage area partners may not be good candidates for service on the Board of Directors because of the potential for conflict of interest, and should be considered for nomination on a case-by-case basis. Understanding and addressing heritage area partners' interests – without obliging current partner leadership – may also be accomplished by recruiting their former board members, who maybe recommended by those in positions to know which individuals have helped partners most.

The Board of Directors should adopt a code of ethics, in part to enable it to address potential conflicts of interest where directors are or have been involved in other organizations that have a stake in the success of the National Heritage Area.

ACTION: Undertake an annual evaluation of current representation on the Board of Directors and develop plans for expanding diversity and skill sets to support management plan implementation and resource development.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.

ACTION: Develop job descriptions for directors.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.

ACTION: Develop a code of ethics or conflict of interest statement.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors (executive committee).



Princeton, MA, with its spacious common stretched up a steep hill toward Mount Wachusett.

Board Focus

The Board of Directors is responsible for the strategic direction of Freedom’s Way Heritage Association and the heritage area itself. It reviews progress on the management plan, guides program development and evaluation, and develops a strategic plan and budget to support annual staff work planning.

Construction of an agenda is a critical task in managing the board’s involvement and oversight – and in setting the stage for the equally critical tasks described in a section below on evaluation. The Board of Directors’ programs, projects, and routine operations help to implement the management plan. The board’s meetings should not focus on details of these, however. Rather, **board meetings are the place where directors step back from day-to-day concerns to ask three key questions:**

- 1. “How is the management plan being implemented and what is our progress on our vision?”**
- 2. “How is the heritage area obtaining the resources to implement this management plan?”**
- 3. “How are we doing as an organization?”**

The agenda should be set and approved by the President in consultation with the Executive Committee and Executive Director. It is useful to build a standard agenda around the management plan’s topics, examining the Board of Directors’ goals associated with each. Projects, programs, policies, committee work, and information items to be discussed would be grouped by management plan topics – embedding otherwise general conversation in a sense of the direction provided by the management plan. Thus every topic to be raised would be examined as to how it is leading to progress on the management plan.

As the organization grows in capacity, an alternative way to organize the board's agendas would be to structure them around committees that are responsible for assigned management plan topics. It would be the task of each committee to assure the board that progress is being made on its assigned topic. The role of committees is discussed in the next section.

It is critical for all members of the board to be involved in making sure that the organization and the heritage area has as many resources as needed for the success envisioned in this management plan. A separate section is devoted to the role and task of resource development. This topic, as implied in the second question above, should be a focus for discussion every month – regardless of whether a specific committee is formed to lead the organization's work on resource development.

The Board of Directors' growth and development, its culture, and its relationships deserve directors' attention. Routine examination of the third question – "How are we doing as an organization?" – is healthy and can be a topic of governance committee discussion assisted by surveys and interviews with individual directors. Discussion of organizational growth can reinforce the learning experience and help the board make beneficial changes. A board handbook, as a basic reference for each director, is a simple tool to enable this larger task. It helps keep close at hand such key documents as current budget and work program, annual reports, meeting

ACTION: For meetings of the Board of Directors, organize a standing agenda that integrates management plan goals and objectives into programmatic and operational review.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors (president, executive committee, executive director).

ACTION: Set basic standards of excellence and let partners, funders, and the public know such standards are part of the Board of Directors' expectations for doing business.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.

ACTION: Undertake annual board training and orientation for new board members.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors/Committees.

ACTION: Create a board handbook and update it annually.

Timeframe and Responsibility: Immediate and ongoing action of the Board of Directors/Committees.

ACTION: Devote one board meeting each year to the review and evaluation of progress made on management plan objectives and the development of an annual work plan and budget in support of the goals and objectives of the management plan.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.



schedules, and board contact information. There are many examples and sample tables of contents available on the Internet.

There is also a wealth of information and guidance to be had on the responsible operations of nonprofit organizations, the fiduciary responsibility of nonprofit boards, ethical fundraising, and much more on the web and in print. Many graduate programs focus on nonprofit management, as well (often with classes and interns eager to take on projects). Some nonprofits strive to meet independent, external standards as a way of reassuring those they serve and funders alike that their operations are in good order. The national Standards for Excellence Institute identifies best practices in its Standards for Excellence curriculum. A good list of sources of information about standards of excellence is compiled by Independent Sector at: http://independentsector.org/compendium_of_standards.

Board Committees

Meetings of the Board of Directors should focus on the big picture and major decisions for which the board alone must be responsible. Detailed discussion of projects and the activities of partners and staff is generally best handled in committees. Committees are one method for board members to organize routine ways to stay informed about the organization's projects without spending a great deal of board time on such updates.

Project-oriented discussion in board meetings is standard startup mode for heritage areas without a management plan. For any nonprofit organization, a focus on projects can build board cohesion and experience –

One of Nashua's spectacular riverside mills. At a population of about 86,000, this New Hampshire city is the heritage area's largest community. In foreground is the pre-Civil War Greek Revival-style Greeley House, used as special housing for visiting speakers and missionaries by its long-time owner, Gate City Church. Note the walkway under construction beside the Nashua River, part of a series of trails and parks along both the Souhegan and Nashua Rivers.



This artwork in Nashua, NH, stands at the center of “Le Parc De Notre Renaissance Francaise.” According to an accompanying plaque, “The Franco-American community, led by Georgi Laurin Hippauf, co-chair of the city’s French Heritage Committee, privately funded the sculpture and on May 19, 2001 the city dedicated the sculpture in their honor. It is both the first full figure erected in Nashua in a century and the first sculpture in New England honoring Franco-American culture. At 6 feet tall, it pays tribute to the French women and children who worked in the mills during the first half of the 20th century. The first wave of French Canadian immigrants arrived between 1870 and 1872 and by 1936, 14,560 of Nashua’s 31,938 residents were French. The park and sculpture serve as a reminder of Nashua’s French heritage.”

(Photo by Patrice Todisco.)

they are easy to understand, and most board members have project experience to lend to the discussion, providing a powerful learning mode for board discussion and relationship-building.

With the completion of this plan and the early-action phase, in which management planning priorities have been merged with ongoing projects and programs, the Board of Directors can begin to activate committees to provide project leadership through a phased process.

Fully functioning committees make a board far more effective. They can meet routinely and more frequently as needed; ordinary meetings of the board of directors can be reduced in number in recognition of the time required. They allow directors to relate directly to staff who are responsible for programs that directors find particularly interesting, and they can make enough time to permit adequate focus on issues that would benefit from directors’ involvement.

Committee chairs report to the board as a whole, in relation to a standing agenda that reflects the National Heritage Area’s goals, and help to lead any discussion needed at the board level.

The bylaws for FWNHA’s Board of Directors spell out a flexible procedure for establishing committees, leaving the scope of such committees to the board. Just as the bylaws do, this management plan leaves the establishment of committees to the board’s discretion.

Program committees will include non-board members to help share the workload, familiarize partners with the board and heritage area programs, and cultivate future leaders. Such partnership builds involvement of individuals who might then come to serve on the board and helps to maintain transparent operations by involving partners in program design and implementation. Committees would check in with the board for direction as appropriate to the “big picture” level of discussion to be sustained in board meetings, taking responsibility for reporting and leading board discussion.

One concern in establishing program committees is how much work is involved for a small board stretched across the many topics that any National Heritage Area must address. This is one argument for involving partner representatives drawn from outside the board itself, and the reason that all committees will be established as needed within the capacity of the organization to manage them effectively.

The following standing committees are prescribed in the bylaws and represent the first tier (immediate and ongoing) responsibility of the organization:

Executive Committee: Provides a decision-making mode between meetings (prescribed by the bylaws as one annual membership meeting and at least four more each year). This committee can act as a source of advice for the board President on appointments and other operational



This coach, a 2015 “Hidden Treasure” in the Freedom’s Way National Heritage Area’s regional event, was used to move rail passengers from the train station to central Amherst, NH. Restored in 1975, it was built in 1849.

(Photo courtesy Amherst Historical Society.)

responsibilities, and as an additional layer of review for certain board discussions, such as annual budgets. This is also the body that typically leads review of the performance of the executive director, unless the organization establishes an independent committee for personnel and operations. (As the association grows, a committee to help establish policies affecting personnel and operations may also be useful, either temporary or standing.) This committee may also advise the President on agendas for meetings and other support for the strategic planning function of the board, including any special meetings, such as retreats, for board strategic planning and related training.

Finance Committee: Addresses annual and monthly budgeting and such other financial management needs as audits and ensures adequate reporting to the Board of Directors. This committee should also insure that the board is adequately trained to understand and participate in financial discussions. Special to a National Heritage Area, a coordinating entity must also administer the annual federal grant, including all of the duties pertaining to reporting and auditing laid out in the National Heritage Area’s legislation. Monitoring the spending of federal funds falls within the domain of the Finance Committee. In addition, liability insurance for directors and officers (“D&O insurance”), and other kinds of insurance are other functions associated with a board’s financial responsibilities for which the Finance Committee should take the lead.

Nominating Committee: Works to find nominees for board service and “prepare a slate of officers to be presented to the Board of Directors at its first meeting following the Annual Meeting.” A more modern approach is to establish a governance committee that also is responsible for reviewing the bylaws, orienting new board members, arranging for board training, and in general ensuring that the organization follows best practices for nonprofit organization governance (see discussion above regarding standards of excellence). Should the board decide to restructure the nominating committee to ask it to assume these additional responsibilities,

it may or may not wish to keep the current assumption in the bylaws that non-directors might serve on the committee.

A top priority for early action identified during management planning is the formation of a Resource Development Committee. Its responsibilities are addressed further in the section below on resource development.

Resource Development Committee: Fundraising must be a key topic of meeting agendas. The board should decide whether a standing committee or temporary committees are the best way to address resource development. There are advantages to each approach – a standing committee allows focus and building of expertise among a few dedicated individuals, but it may lead other members of the board to tend to see themselves as not as committed to resource development; temporary committees may not provide sufficient continuity and focus, but have the virtue of short-term intensity of involvement for those volunteering.

The following committees may be considered as the capacity of the organization grows and if deemed necessary by the board, as either standing or temporary committees (listed in order treated in this plan):

Interpretation, Education, and Curatorship Committee: Advances the presentation and curatorial/research interests of interpretive attractions, community interpretation, and public education (see Chapters 2 and 3).

Communications and Public Outreach Committee: Ensures adequate communications with heritage area partners and residents, and promotes the heritage area to visitors. (For an expanded discussion of strategies and potential projects for this committee to pursue, see Chapter 3 of this management plan.)

Stewardship and Community Enhancement Committee: Focuses on projects or initiatives involving land conservation, historic preservation, recreation, community planning, and mill town/downtown revitalization

ACTION: Develop and implement, in phases, active board committees to support the organization’s mission and vision and fulfill the goals and objectives of the management plan.

Timeframe and Responsibility: Immediate and ongoing action of Freedom’s Way Heritage Association Board of Directors.

ACTION: Develop job descriptions for existing committees. As new committees are established, establish them by passing board resolutions that include job descriptions.

Timeframe and Responsibility: Immediate and ongoing action of Freedom’s Way Heritage Association Board of Directors.

ACTION: As committees are established, delegate review of programs, projects, and operations to committees that will provide summary reporting in board meetings in relation to accomplishments of the goals of the management plan.

Timeframe and Responsibility: Mid/long-range action of Freedom’s Way Heritage Association Board of Directors.



The town hall in Brookline, NH, occupies the former Daniels Academy Building and retains that name.

(see Chapter 4). Heritage tourism, the subject of Chapter 5, may be addressed by this committee or a separate one.

Special Project Committees: From time to time, the board may need committees to manage specific projects or programs.

6.3.2 Leadership and Management: Structuring Partner and Adviser Involvement

Freedom's Way National Heritage Area is dependent upon the interests and actions of partners and supporters in fulfilling its mission and legislative mandate. A wide range of partners must be engaged, see benefit in participating, and relate with the heritage area's identity. Each participating partner must see its interests, missions, and programs aligned with those of the heritage area and see how its own self-interests are furthered through collaboration with partners across the region.

The Freedom's Way Heritage Association's role as coordinating entity includes cultivating partner involvement. It is not enough to extend benefits to partners – they must feel engaged to the point that they recognize and accept their responsibilities for making the heritage area a success. A key question to be kept in mind as the program grows is the degree to which the Freedom's Way Heritage Association delegates responsibility for implementation to partner-led initiatives using heritage area funding. Over time, the association and partners should work to balance collaboration and leadership, consultation and decision-making, and available resources.

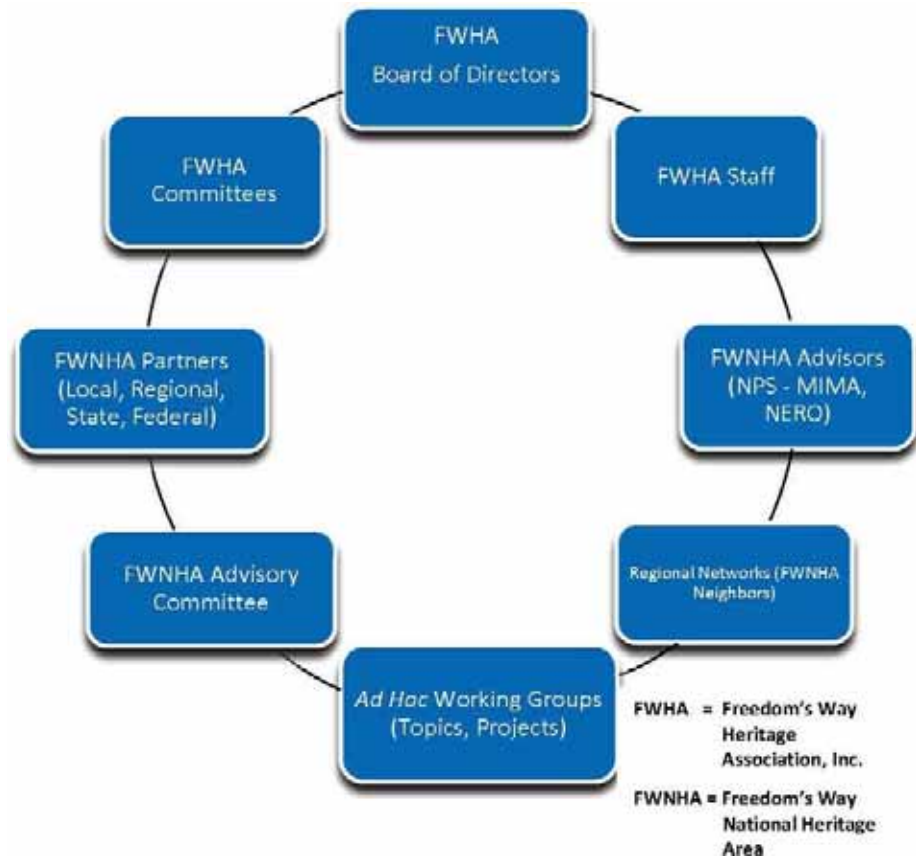
Many types of partners will be involved in the heritage area. These include those serving the wider, and two kinds of local partners – cities and towns, which deserve separate consideration, and the many other varieties of local partners, including such nonprofit organizations as historical societies. In addition, individual supporters, including business leaders, may prove to be valuable advisers as the association seeks counsel, varied perspectives, diversity of skills and experience, and a sense of the big picture across the region.

Two principal ways to structure partner involvement are to be explored as the association builds experience in its next phase of management and



(Photo courtesy Town of Brookline.)

Diagram 6-A Concept of Relationship Structure for the Freedom’s Way National Heritage Area.



seeks sources of leadership, assistance, and advice. First is an Advisory Committee, designed to keep an eye on the interests of the heritage area and its development as a whole. Second is a set of regional networks, designed to insure broad participation from both partners and the public at a more local level. Both will include participation representing the heritage area’s full geographic extent.

Advisory Committee

Regional partners (shorthand for “state and regionally based partners serving the wider region of the heritage area”) are those that serve the heritage area across the region, or large portions of the area, and those that are statewide, all with a strong interest in advancing the heritage area or a major part of its mission. State and regional partners, both governmental entities and nonprofit organizations, can provide vision, information, technical assistance, resources, incentives, and support to the heritage area as a whole and to local partners.

These larger partners typically are staffed and well-organized in terms of organizational structure, long experience, funding, and other resources. Their missions clearly intersect with the heritage area, although they may be so focused on their long-standing programs that some may not readily recognize opportunities from this new player, the heritage area.

Some regional partners, like the Trustees of Reservations, Historic New England, and the Massachusetts Department of Conservation and Recreation, may be larger managers of sites that contribute to the heritage area’s interpretive and educational mission. Others offer important insights into needs of local partners described below, for they often are



Pedestrian bridge in Medford, MA, crossing the Middlesex Canal, a National Historic Civil Engineering Landmark. After the twenty-seven-mile canal linking the Merrimack River with Boston Harbor was completed in 1803, it was studied by engineers working on other major canal projects, including the Erie Canal (completed 1825). The Middlesex Canal operated until 1853. Significant lengths of its route are still visible and the Middlesex Canal Association works to restore and maintain it as much as possible.

also involved in local projects or in building the capacities of local leaders, like the Massachusetts Historical Commission and the New Hampshire Preservation Alliance.

Some of these regional partners may be in a position to carry out elements of the management plan through cooperative agreements with the Freedom's Way Heritage Association. These partners constitute a potential brain trust that could advise the association on projects and initiatives to implement the management plan, and indeed many have contributed to this management plan.

During the management planning process, stakeholder groups largely composed of representatives of state and regional partners came together to work on land conservation, historic preservation, community planning, history and interpretation, and cultural heritage tourism. To help implement this management plan, these groups should continue as sounding boards focused on collaborating on heritage area goals and programs.

As the Association consolidates its position and grows its resources, it will combine these groups into a heritage area-wide Advisory Committee to provide technical assistance, identify and develop programs to serve local partners, advise on building the heritage area's visibility and audiences, and encourage diversification of the geographic distribution of heritage area programs. As leaders of participating organizations gain knowledge about the heritage area, they will provide added visibility to the work of the heritage area as well as their own work.

Without prescribing a hard and fast way of organizing an Advisory Committee structure, the current thinking as this plan is written is that such a group will meet yearly for an all-heritage-area meeting, and more often on a sub-regional or sub-committee basis (or both). This will allow committee members and the association's directors and staff to meet in locations throughout the heritage area. The sub-regional and committee meetings will also more easily involve local partners, aiming for a comfortable mix of expertise, interests, and geographic commonality.

Tasks for Heritage Area Staff and Support

There is a wide range of skills required by a successful heritage area. Following is a resource checklist.

Administration

- One person with an understanding of all aspects of the organization's role, typically an executive director;
- Office administration, including support for information technology;
- Contract management;
- Communications, data management (website, e-newsletter, database of contacts, etc., annual report, meeting management);
- Support for meetings of the Board of Directors and committees;
- Strategic and work planning, budgeting; and
- Public relations.

Finance

- Financial administration (budgeting, bookkeeping, reports, financial reviews);
- Resource development (fundraising) – planning and execution, including grant writing;

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As the Advisory Committee concept develops and matures, the Board of Directors should be alert to the possibility of formalizing it, in two ways. First, the federal legislation establishing Freedom's Way National Heritage Area requires that the coordinating entity "conduct meetings open to the public at least quarterly regarding the development and implementation of the management plan." (P.L.111-11, Sec. 8006(d)(1)(D)) The typical way to fulfill such a requirement is that meetings of the Association's Board of Directors would be held at least quarterly and open to the public, as is currently the case. Once formalized, however, the advisory committee could be considered equally important to the "development and implementation of the management plan" and thus its meetings could also help fulfill this legal requirement. A mix of board meetings, advisory committee meetings, and an "annual meeting" for all comers could insure open consideration of progress on the management plan and show accountability to the public.

The Board of Directors should also consider whether one or more members of the advisory committee, once formalized, should become directors serving as formal representatives of the committee's interests.

ACTION: Establish a Freedom's Way National Heritage Area advisory committee that includes regional and statewide partners to advise on the implementation of the management plan, receive feedback on regional unmet needs, and collaborate on projects and programs.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.

Photo, above: Downtown Fitchburg, MA. The handsome late nineteenth-century building in the center houses the Fitchburg Historical Society.

Regional Networks

Local organizations, again both governmental and nonprofit, take advantage of regional and state programs on a voluntary basis, taking action on the ground in accordance with local priorities and capabilities.

The ideas for an advisory committee discussed above are meant to facilitate heritage-area-wide mustering and synergy of expertise and other

resources. As part of its work, an advisory committee would enable local partners, mostly organized at the town level, to implement programs in their own localities in accordance with local interests, priorities, and capabilities. These local partners would also benefit from being organized into mutually supportive networks, where they can share experience and generate ideas.

Local partners are readily divided into two subgroups: cities and towns, and all others. Cities and towns, for both their leadership and their boundaries, are a ready means of organizing multiple local partners, which is important to successful long-term implementation of the heritage area's program. Elected bodies and agencies vary somewhat throughout the heritage area, and their capacity to engage with the heritage area also varies. **The basic principle is that the community decides** when and how to become involved directly in the heritage area.

Much also happens at the local level in Massachusetts and New Hampshire because of the motivation and capacity of local initiative, through the work of local organizations and individuals making a difference within their own communities. As with cities and towns, such local parties know their communities and landscapes and are well positioned and highly motivated to do what needs to be done. Working at the grassroots level, they are also more likely to have the support of local residents. The state and regional partners described in the preceding section are better positioned to provide regional vision, expertise, and resources, helping to activate grassroots initiative.

Local organizations are expected to respond to opportunities offered through heritage area programs in each area of activity described in preceding chapters in this management plan. While the heritage area would reach out through communications and contacts, **implementation of this heritage area management plan in each community would depend upon local initiative.**

As the heritage area grows and matures, local partners should also be offered a way to participate in developing its programs. Respecting distances, volunteers' time, and other local capacities, enabling this participation needs to be done in a way that makes it easy. Sub-regional and sub-committee organization is an obvious way to do this – perhaps as three sub-regions.

ACTION: Organize sub-regional and sub-committee networks to enlist participation of local partners to implement the management plan and receive input on unmet needs, programs, and priorities with a goal of developing heritage area-wide support for the management plan.

Timeframe and Responsibility: Mid/long-range action of the Freedom's Way Heritage Association Board of Directors.

ACTION: Organize board representation or structure to support regional networks of local partners.

Timeframe and Responsibility: Mid/long-range action of the Freedom's Way Heritage Association Board of Directors.

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- Supervision of incoming and outgoing grants that support the Board of Directors' work, including reports to funders;
- Supervision of small grants given by the Board of Directors to heritage area partners; and
- Contract management support.

Programs and Partner Development

- Interpretation and Education (Chapter 2): education for students and adults; public outreach, including use of the arts and events; historical research; interpretation (the ability to take history and historical research and translate it into meaningful learning experiences);
- Heritage Tourism and Marketing (Chapter 5): tourism, branding, marketing, wayfinding; and
- Stewardship and Community Enhancement (Chapter 4): community planning, land conservation, historic preservation; trail development and other recreation.

As described in Chapter 3, fostering partners' development may be a significant activity as the association's staff capacity increases; interpersonal and organizing experience

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Louisa May Alcott's grave in Sleepy Hollow Cemetery, Concord, MA, can usually be seen with tributes from her admirers.

The more that such regional networks can be seen to meaningfully advance the heritage area and the interests of participants – avoiding meetings that are simply briefings – the more likely they are to be well-

attended. In convening such networks, the Freedom's Way Heritage Association will need to craft agendas carefully, with real questions to be put before these groups, and asking participants to take real responsibility. As noted below, the association by design will have a small staff, with an all-volunteer board. It will need to use these networks to build lasting, helpful relationships where engaged, self-directed participants understand their roles, generate solid buy-in, and make positive contributions.

In addition to more general benefits of facilitating communication and collaboration, from these more “grassroots” oriented regional networks might emerge regional leaders who could become candidates for the Association's Board of Directors. Recognizing this, a strong connection between the Board of Directors and these regional networks is desirable. Directors should make every effort to attend any network meetings in their region. In addition, creating a vice-president for each region would assure regional participation and engagement.

6.3.3 Management and Operations: Staffing and Support

The Board of Directors needs staff to manage the details of the organization's affairs and provide the day-to-day energy and continuity that is required for the organization's successful operations.

Currently, staff consists of four paid individuals, all working part-time: an interim executive director managing the organization during the management planning phase, a communications manager, a business/operations manager, and a project/program coordinator. The latter two were brought onto the payroll quite recently, although the present project/program coordinator has been involved for many years as a volunteer, with modest compensation from time to time when the organization could afford this.

The association's staff size can be expected to change over time as resources become available, programs evolve, partners' needs mature, and available expertise varies. The association's intention is to operate with the minimum number of staff necessary to manage an effective heritage area program.

Following is a staffing plan for the first three to five years of operations:

A full-time **executive director** responsible for all aspects of the organization's role, including leading resource development from the staff side of the organization (or supervising contractual support to accomplish the same);

A part-time **business/operations manager** supervising incoming and outgoing grants, executing financial reporting

Tasks for Heritage Area Staff and Support

(Continued from page 209)

can be important in such capacity-building, along with the following skills:

- Training;
- Public outreach;
- Nonprofit management;
- Information technology;
- Meeting facilitation ;
- Capital projects; and
- Project planning and management.



and reports, and managing donor and membership records and board communications.

A part-time **communications manager** overseeing print and electronic media, communications, and organizational outreach.

Project/program coordinators (consultants and/or part-time) to organize public education and research.

Additional staffing will be shaped to address administrative needs, resource development and fundraising, communications, and program management, including the potential for technical assistance to partners and communities in such areas as interpretation, curatorship, and stewardship.

All of these functions need not necessarily be provided by staff. Alternatives – potentially in combination – include delegating to board committees or individuals or teams of directors, recruiting other volunteers, or asking partners to share the load (through support and contracts where appropriate). It is possible to contract with other organizations or consultants to provide specialized services, temporarily or over time, or engage in agreements with governmental agencies for such services. The intent is that all those with a stake in making the Freedom’s Way National Heritage Area a success be enabled to grow their capacity to participate effectively.

6.3.4 Financial Management and Record-keeping

Budget

Arrangements to fulfill the roles and functions in this management plan will be decided by the Board of Directors. The projected minimum annual budget for other heritage areas with plans similar to this one is \$300,000 to \$600,000 during startup years.

Table 6-1 on the following page is an illustration of projected income and expenses intended as a guide for discussion and long-range planning addressing staff, fundraising, and other budgetary decisions. Under the heading “expense projections,” the table shows that the Freedom’s Way Heritage Association’s budget must cover both staffing and staffing-related

Wood Park along the Assabet River was a “Hidden Treasure” in the town of Hudson, MA, for the Freedom’s Way National Heritage Area’s 2015 region-wide event. A plein aire (outdoor painting) workshop was the featured activity.

(Photo courtesy Town of Hudson Recreation Department.)

Table 6-1 Freedom's Way National Heritage Area Business Plan

Income Projections	FY - 2016	FY - 2017	FY - 2018	FY - 2019	FY - 2020
Earned Revenue					
Advertising Revenue		1,000	1,000	1,000	1,000
Gift Shop/Merchandise Sales (smartphone app)			4,000	6,000	2,000
Interest & Dividends	50	50	50	50	50
Membership Dues/Fees	2,000	3,000	4,000	5,000	6,000
Special Events - Other		500	1,000	2,000	4,000
Sponsorship Revenue		2,000	4,000	8,000	16,000
Touring Fees				2,000	3,000
Workshop & Lecture Fees		500	750	1,000	1,250
Support					
Trustee/Board Contributions	6,000	7,000	8,000	9,000	10,000
Individual Contributions	12,000	16,000	20,000	24,000	28,000
Corporate Contributions	20,000	40,000	80,000	140,000	160,000
Corporate Contributions - Nonprofit Supporters	2,000	3,000	4,000	5,000	6,000
Foundation Contributions	50,000	150,000	205,000	275,000	335,000
Special Events - Fundraising	4,000	6,000	8,000	10,000	12,000
SUBTOTAL – Non-governmental cash to be raised for operations and programs ¹	\$96,050	\$229,050	\$339,800	\$488,050	\$584,300
SUBTOTAL – Minimum in-kind support required to fully match \$300,000 Federal NHA grant	203,950	70,950	0	0	0
SUBTOTAL - Federal National Heritage Area grant ²	300,000	300,000	300,000	300,000	300,000
SUBTOTAL - Additional in-kind support beyond required match for Federal NHA grant	100,000	100,000	200,000	300,000	300,000
TOTAL INCOME PROJECTION (includes in-kind)	700,000	700,000	839,800	1,088,050	1,184,300
TOTAL CASH PROJECTION	396,050	529,050	639,800	788,050	884,300
Expenses					
Salaries, Fringe, & Overhead ³	241,315	253,381	280,380	294,399	309,119
Professional fees: other (contractual assistance) ⁴	31,476	33,050	36,571	38,400	40,320
Grantmaking Expense ⁵	100,000	100,000	140,190	147,199	154,559
Communications ("Advertising and Marketing" line item) ⁶	50,000	50,000	56,076	58,880	61,824
All other expenses ⁷	96,526	101,352	112,152	117,760	123,648
TOTAL EXPENSES	\$519,317	\$537,783	\$625,369	\$656,638	\$689,469
Profit/(Loss)	(123,267)	(8,733)	14,431	131,412	194,831

¹ Does not include local and state governmental contributions, if any.

² Current Federal fiscal year grant; does not include unspent appropriations from prior years, if any.

³ Personnel plan includes salary and 15% overhead/benefits for the following personnel: Executive Director (full-time); Business/Operations manager (part-time; half-time through year 2017, then 75%); Communications Manager (part-time); Project/Program Coordinator (part-time); Development Coordinator (part-time)

⁴ Contractual assistance projected at 15 percent of salary budget first two years, 10 percent starting in third year; may include accounting & audit services, marketing & communications professionals, graphic designers, fundraising professionals, legal fees, public relations, honoraria, interns, temps, and others.

⁵ Projected at 50 percent of salaries after first two years.

⁶ Projected at 20 percent of salaries after first two years.

⁷ Projected at 40 percent of salaries.

operational costs (e.g., travel, office costs, and other items, here included in the simplified “all other expenses” account, also known as a “line item”) and programmatic costs related and unrelated to staffing (e.g., grantmaking, or website or publication costs; the latter two examples would be included in the “communications” line item).

A rule of thumb for budgeting for heritage areas is that staff and non-staff each require approximately half of the cash budget. This obviously will vary from year to year according to actual income and program choices, but it provides a starting point for proposing and evaluating annual budgets. The first two years of the five-year projection in Table 6-1 suggests that staffing costs will predominate, as the association gets organized to implement the plan and takes its beginning, strategic steps. By the third year, staffing (including fees for contractors and other services) will take the back seat over programs implied in the line items for grantmaking, communications and other expenses.

The \$300,000 estimate for a federal National Heritage Area (NHA) grant shown in Table 6-1 is considerably less than the budgets of older heritage areas and is not meant to bind the Board of Directors to any particular size of grant or overall budget. In recent years, it has been suggested under National Park Service guidance that newer heritage areas might expect approximately \$300,000 in federal support once their management plans are complete, and be able to compete for still more funding (in ways that have yet to be implemented and experienced by existing heritage areas with plans complete).

Technically, Freedom’s Way National Heritage Area might collect much more than \$300,000 given its legislation authorizing a yearly matching grant of up to a million dollars, with a maximum of ten million dollars over fifteen years (see sidebar). This is, however, simply an *authorization*. Congress must make an *appropriation* of funding based on heritage areas’ authorizations each year. The total – which is then apportioned by the National Park Service – is generally far less than their total authorizations. (This is why it is important for the association to brief its Congressional delegations about its needs and accomplishments and to participate in the Alliance of National Heritage Areas’ collective programs to educate the Congress, as discussed in Chapter 3.)

A \$300,000 NHA grant, it should be mentioned, would require a dollar-for-dollar (“1:1”) match of \$300,000. This is the practical translation of the authorization language seen in the sidebar, the “Federal share of the total cost of any activity...shall be not more than 50 percent.”

ACTION: Use the annual three-year strategic planning process to review and predict needs for staff and services on an annual basis.

Timeframe and Responsibility: Immediate and ongoing action of Freedom’s Way Heritage Association Board of Directors and Executive Director.

ACTION: Establish regular personnel and hiring/contracting procedures, including plans and budget for staff training.

Timeframe and Responsibility: Mid-term action of Freedom’s Way Heritage Association Board of Directors and Executive Director.



Church cupola, Townsend, MA.

Authorization of Appropriations for the Freedom’s Way National Heritage Area in P.L. 111-11

(i) AUTHORIZATION OF APPROPRIATIONS.—

(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 may be made available for any fiscal year.

(2) AVAILABILITY.—

Funds made available under paragraph (1) shall remain available until expended.

(3) COST-SHARING REQUIREMENT.—

(A) IN GENERAL.—

The Federal share of the total cost of any activity under this section shall be not more than 50 percent.

(B) FORM.—The non-Federal contribution may be in the form of in-kind contributions of

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If the NHA grant were to be matched completely by cash, the heritage area's budget would actually be \$600,000. As the legislative language in the sidebar makes clear, however, the match need not be in cash, but "in the form of in-kind contributions of goods or services fairly valued."

The amount of cash provided in the match, therefore, determines the overall cash budget under discussion here. If the current pattern of the association's operations holds true in coming years, much of the match for the federal NHA grant might be found through in-kind services, plus pass-through match (both described in the resource development section below). **A non-cash match, however, does not provide direct support to the Freedom's Way Heritage Association's budgetary bottom line** (except in allowing the heritage area to draw upon its federal grant).

The projected budget in Table 6-1 assumes that by 2017, the organization will be raising enough cash to operate without the need for in-kind contributions to draw upon the federal grant. Such contributions remain important in helping to support the organization's total operations in other ways, of course. "Leverage," moreover, the amount of non-federal funds stimulated by the NHA grant, remains an important measure of the heritage area's success. The required match, or leverage, of 1:1 is minimal. National Heritage Areas in recent years nationwide have documented an average of about \$5 raised privately as cash and/or received as in-kind contributions for every dollar of federal funding received. (Alliance of National Heritage Areas Annual Report 2010, <http://www.nationalheritageareas.us/documents/AnnualReport2010.pdf>)

One last point about the projections in Table 6-1: the first two years of this five-year projection shows the organization operating with less income than expenses ("in the red"). These shortfalls will be covered by reserves in the form of delayed draw-downs of portions of previous years of federal grants; annual NHA grants are allowed to be drawn down both in advance and over a period of years, allowing the association to manage its cash flow and projections responsibly.

Financial Record-keeping

The association's financial system should be designed to enable making real-time accounting information readily available to board and staff, and the generation of financial data for planning, resource development (fundraising), and reports to funders (including the NPS) and the public. Transparency is the general rule for a body such as the association; an annual report including financial data is a critical element of the communications plan in Chapter 3.

The board's financial management system is expected to accomplish the following, at a minimum:

Track expenses by a "chart of accounts" – "line items" typical of the profit-and-loss budget statements that are usually reviewed by boards at each of their meetings – in sufficient detail to support annual financial reviews and reporting on the IRS Form 990 (the "tax return" filed by nonprofit organizations with cash budgets over \$25,000 per year);

Show the actual cost of programs and initiatives, by allocating portions of costs tracked in the chart of accounts and aggregating them (e.g., "public outreach" would combine such

Authorization of Appropriations for the Freedom's Way National Heritage Area in P.L. 111-11

(Continued from page 213)

goods or services fairly valued.

(j) TERMINATION OF FINANCIAL ASSISTANCE.—

The authority of the Secretary to provide financial assistance under this section terminates on the date that is 15 years after the date of enactment of this Act.



Walden Pond State Park, MA.

line items as a website, costs of the required quarterly public meetings, transportation costs for a director or staff member to visit a local radio station, etc.); and

Enable automated financial reporting specific to grants given to the organization by multiple sources. Financial software can enable not only tracking of expenses by budgetary line items and programs/initiatives but the assignment of those expenses (or a portion of them) to any given source, including

ACTION: Maintain a computerized financial management system that generates sufficient financial data for planning, resource development, and reporting to funders and the public.

Timeframe and Responsibility: Immediate and ongoing action of the Executive Director (and staff).

ACTION: Establish regular financial procedures to support the Board of Directors' fiduciary responsibilities, including an annual budget and regular reviews of progress in meeting the budget.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors (treasurer, finance committee, and Executive Director).

ACTION: Establish a corporate record book documenting all Board of Directors policies and procedures and compiling key organizational records.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

The Old North Bridge, Minute Man National Historical Park.

(Photo by Patrice Todisco.)



specific grants. Once such a breakdown exists, it is easier to compile reports to individual funders.

Any board of directors manages its finances first through establishing an annual budget according to its chart of accounts. Over time, the budget becomes based on historical financial data and resource development experience that enable fairly accurate projections of income and expenses. Budget statements and balance sheets are examined regularly, in order to review progress in meeting the budget and managing such obligations as accounts payable and restricted funds, which are recorded in the balance sheet. Accounting software that allows an at-a-glance understanding of the budget compared to actual spending is important to use. Sometimes the rate of spending, rather than whether the organization is over or under budget in a certain line (the “variance”), is helpful information to keep programs on target.

Staff costs are not always and exclusively “overhead” costs in the sense of the “management and general” category for expenses reported in IRS Form 990. Rather, staff costs (and expenses relating to support for staffing, such as mileage reimbursements) should be allocated as appropriate to programs that benefit from staff time. Many important programs can be achieved completely through the work of staff. Others, like workshops, require funding for such items as educational materials or speakers’ costs, in addition to the funds required to cover associated staff costs.

Other Record-keeping

A corporate record book generally must be maintained under typical state statutes applying to corporations (either for-profit or nonprofit). State statutes may have simple requirements, but can be exceeded in order to create a full record of all significant corporate policies and decisions; such documents as Directors’ & Officers’ (“D&O”) liability insurance, annual Form 990’s (the federal tax return for nonprofits), etc.; and descriptions of such other practices as the roles and responsibilities of committees and current members. This is a critical “best practice” for maintaining long-term coherence of Board of Directors policies and decisions. The “record book” might actually be a series of digital files. A paper copy maintained in a safe location, however, is also desirable for the sake of document integrity and preservation.

A Checklist for Ways to Raise Funds

- Grant applications and requests for funding (or sponsorship) to
 - Foundations;
 - Government agencies;
 - Corporations and businesses;
- Membership programs (often graduated, to guide donors to increase their giving over time);
- Mid-year solicitation for an “annual fund” (unrestricted dollars to support the organization in general);
- An annual campaign for “end-of-year gifts” (also generally understood by donors to be unrestricted);
- A program to solicit major donors;
- A campaign for a specific need, project, or program (restricted funding);

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6.4 PLANNING FOR SUSTAINABILITY AND RESOURCE DEVELOPMENT

A sustainable organization is one that is able to raise sufficient funding year after year from sources diverse enough that it is not overly reliant on any one source or kind of source. For many nonprofit organizations, raising funds tends to be driven by short-term needs for simple survival. The best, however, are able to control their fates and become sustainable, through long-range resource development planning and diligent, imaginative execution of the ideas in their plans.

The Alliance of National Heritage Areas defines a heritage area's sustainability as "the coordinating entity's continuing ability to work with partners through changing circumstances to meet its authorized mission." To be sustainable, a heritage area must leverage and secure resources, which include not only funding, but time, talent, volunteers, donated services, and expertise. This section addresses the actions the Freedom's Way Heritage Association must take to be a sustainable manager of the Freedom's Way National Heritage Area.

Successful fundraising relies on development of close and lasting relationships with funders and donors, existing and potential. This emphasis on developing relationships is the reason why the preferred term for fundraising in recent years has become "resource development."

Grant writing – what many outsiders to the nonprofit world believe to be the way that funds are raised – is just one part of a wider range of activities to cultivate the resources that will sustain a nonprofit organization. Even the most successful grant writing program, in fact, begins with a good understanding of grantors' wishes and programs, often built from personal contact and familiarity built strategically, over time.

The Board of Directors has a large job ahead: to raise the necessary funds to implement this plan. Resource development is the way to achieve a heritage area and coordinating entity capable of such a mission. The goal is sustainability.

6.4.1 The Challenge of Matching the National Heritage Area's Annual Federal Funding

Federal funds allocated to the Freedom's Way National Heritage Area must be matched dollar for dollar ("1:1") with nonfederal funds. There are three ways to accomplish this match.

Cash Match Spent Directly by Partners

If partners receive federal funds from the association, they can be expected to provide a portion of the required match, perhaps much more than the 1:1 minimum (called "overmatch"). Already, in several early actions taken during the management planning process, grantees in the Freedom's Way National Heritage Area have received grants that have enabled high-value projects to proceed – illustrating the idea of "leverage," in which a small grant amount is the "lever" that makes a much larger project or program budget possible. The overmatch can be counted toward the 1:1 obligation, thus supporting activities that may not so readily find support (typically

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- Events and other "grassroots" fundraising at the community level – sometimes called "friend-raising" since such programs are better projected for raising their costs, rather than as a significant source of cash in their own right;
- Endowment and capital campaigns – to build long-range resources;
- Cooperative fundraising activities with partners;
- Fee-for-service activities (charging for technical assistance to partners; or hiring out staff experts beyond the heritage area); and
- Enterprise activities (such as web sales of merchandise related to the heritage area).

such overhead items as copying, equipment maintenance, or software). While these are real dollars applied to the federally required match, they are not dollars that count toward the budget for the association's operations and programs – and thus are sometimes called “pass-through match.” The Freedom's Way National Heritage Area's intended leverage through partners' overmatch is expected to be considerably larger than the minimum. Maintaining a good track record of partners' matches over time will require careful programming, planning with partners, management of prospects, and tracking of projects' progress (since the partners must actually spend their dollars before they can be counted as match). The association must insure that sufficient projects are in the pipeline to be available as the need arises with each task agreement and with each reimbursement request to NPS based on those task agreements.

Cash Match from Non-federal Contributors

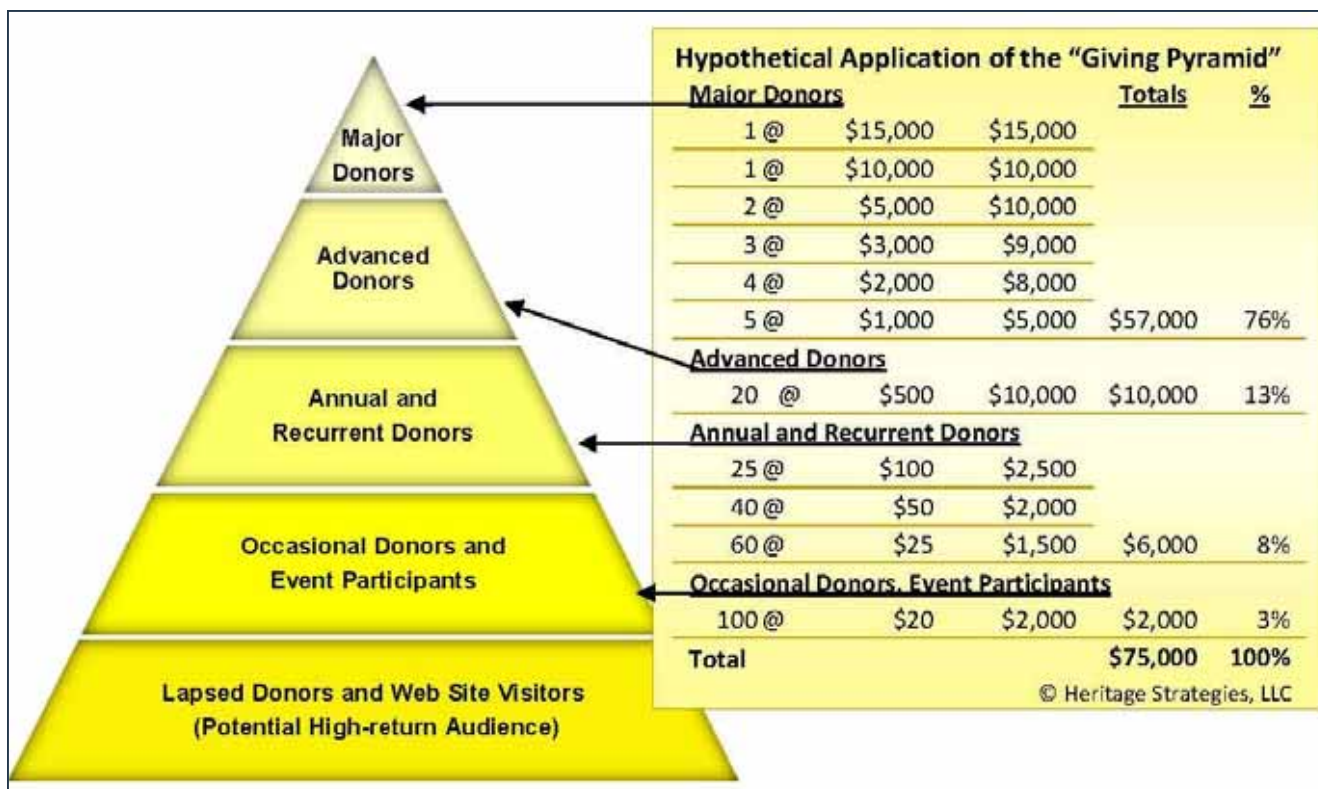
The funding available from federal heritage area allocations will never be enough to accomplish the work laid out in this management plan. Federal funding should be regarded as seed funding. Such funding makes the association a desirable funding partner, however, because the concept of leverage works both ways: those considering a contribution will see that their funds can leverage the federal funds, which are available for a project if a nonfederal match is granted. These are dollars available for operations and programs above and beyond federal heritage area support, and they are critical to long-term sustainability, with or without the continuation of the federal funding after the fifteen years prescribed in the legislation establishing the National Heritage Area.

Sources of cash matches include grants from foundations and private donors. In other heritage areas, contributions made by local and state governments have been important sources of such funds. It is important to explore ways to tap such funding. State and local elected leaders must be educated to recognize that the region would benefit if public appropriations were to help leverage the federal dollars to be made available if non-federal matches can be found.

This section is about finding the federal match, but we should not overlook the possibility of attaining other federal funds for projects. The U.S. Department of Agriculture, the Economic Development Administration, and the U.S. Department of Housing and Urban Development, and perhaps others, have grant programs that may be important sources for particular projects. (U.S. Department of Transportation funding is usually run through MassDOT and generally – but not always – may count as state funding.) Federal funding, however, in general, cannot be used to match other federal funds. Thus any federal funds from non-NPS sources would have similar requirements for non-federal matches.

“In-kind” Contributions

The National Heritage Area's match to its federal allocation is allowed to include the fair value of contributed goods or services, including volunteers' time, donated professional services, donated mileage, and donated materials. While these contributions may make many projects possible thanks to the kindness of individuals and businesses, and may therefore reduce program and staff costs, they do not provide actual dollars for operations and programs that are reflected in an annual budget. That said, such contributions can provide a significant matching value.



The value for volunteers' time is generally based on a state-by-state survey maintained by Independent Sector at http://www.independentsector.org/volunteer_time; Massachusetts residents' contribution of time is currently valued at \$27.00, significantly more than the national average of \$22.55 (2013 figures). The IRS provides an annual figure for the value of donated mileage, since volunteers may deduct that value as a charitable contribution on their federal tax return; the 2014 charitable standard mileage rate was 14 cents per mile.

With regard to the in-kind services described in this last point, beyond their immediate support for projects and programs, however, volunteers have an additional value: they can become friends who are particularly knowledgeable about the National Heritage Area – its partners, programs, and needs – and who can provide effective help to the Board of Directors in raising funds. That is, if they are asked – an example of developing relationships.

Non-governmental Sources of Funding

There are five general sources of funding outside governmental sources mentioned in the preceding section:

- **Grant-making Foundations:** Foundations manage funds set aside by individuals, families, and businesses to support a wide range of community needs and issues. These include foundations managed by large corporations, such as the Target Foundation, which funds educational programs within communities served by its stores, and well-known national foundations with highly competitive grant-making programs.
- **Community and Family Foundations:** Smaller family foundations and community foundations, which often help to manage family foundations,

Diagram 6-B "Giving Pyramid"

The "giving pyramid" is the traditional illustration of the concept that a few funders often provide the preponderance of support for a charity's budget. It is accompanied here with hypothetical numbers, objectives showing specific fundraising targets in relation to each kind of donor. Annual or recurrent donors may be considered members – not only a current source, but friends to be cultivated to rise on the giving pyramid to making larger gifts. Notice how the numbers in the left column increase, reflecting the pyramid – and how the targeted gift amount declines from top to bottom. In this hypothetical case, just 36 sources are assumed for 89% of the funds to be raised.

(Source: Crossroads of the American Revolution National Heritage Area Management Plan, Chapter 11, "Management," chart by Heritage Strategies, LLC)



Winchendon, MA and its old common and 1850 church (above). Just fifty-nine miles east is Medford, MA, and the Royall House (opposite), a National Historic Landmark noted not only for its high Georgian style but also for its colonial-era slave quarters, below. Much of an itinerary linking these two sites would follow historic Route 2, a historic east-west route through Freedom's Way.

(Photo opposite page by Patrice Todisco.)



are more local and regional in nature. The Council on Foundations defines community foundations as “grantmaking public charities that are dedicated to improving the lives of people in a defined local geographic area. They bring together the financial resources of individuals, families, and businesses to support effective nonprofits in their communities. Community foundations vary widely in asset size, ranging from less than \$100,000 to more than \$1.7 billion.” Furthermore, COF says, “Funds come from a variety of sources, including bequests and living trusts, and are invested in perpetuity...There are more than 750 community foundations in the United States and more than 1,800 worldwide.” It is especially important to establish relationships with the four accredited community foundations serving the heritage area. (In Massachusetts,

these are North Central Massachusetts, Greater Lowell, and Greater Worcester; New Hampshire is served by the statewide New Hampshire Charitable Foundation, www.nhcf.org.)

- **Corporations:** In addition to foundations established by corporations to lead their charitable giving efforts, corporations also may devote a portion of their annual operating funds or marketing budgets for charitable giving in the form of sponsorships, cooperative advertising, or outright gifts. They may also choose to partner with nonprofit organizations in offering wellness or volunteer programs to their employees.
- **Small Businesses:** While it is difficult for many small businesses (which technically are also corporations) to establish the kinds of formal and sizable grant-making capabilities found in larger corporations, many are community-oriented and are willing to make smaller donations. This is especially true if they are offered some kind of advertising or promotion in acknowledgment of their gifts – think of the businesses that buy advertising in programs for local events (e.g., sports, cultural performances, and festivals).
- **Individuals:** Individual giving is frequently the most sustainable of all income sources, but it requires much cultivation and visibility to attract such giving. In targeting individual giving, the association must focus on individuals with an eye to the long-range development of the organization’s resources, building a base of friends and identifying prospects that emerge from the association’s programs, outreach, and volunteers.

In addition, long-range, the association should consider establishing an endowment. Major organizations on the order of the Freedom’s Way



Heritage Association with far-sighted management often generate significant funding from their endowments for annual support. A rule of thumb is about five percent of the invested general endowment can be drawn down without disturbing the principal. Even a small endowment represents the right start toward gaining such a valuable independent, unrestricted source of funding. The association might also consider establishing its grantmaking program as a flagship program within an independently formed community foundation, which could then work with other donors to establish related giving programs focusing on heritage-area-related initiatives, again on a long-range basis.

6.4.2 Organizing for Resource Development and Sustaining the National Heritage Area

A successful organization with strong, visible programs, a good reputation, and clear results is attractive to supporters and donors. The most important factors in successful resource development, however, are focus and determination. Every day, someone associated with the Board of Directors must ask, “What will it take for the heritage area to be a flourishing initiative ten years from now, and what must we do today to make that happen?” A plan simply organizes and documents all the ideas that can answer that question.

Financial planning must provide background information for the Board of Directors regarding the potential scope, cash flow, and expenditures involved in implementing this management plan. Good financial information, forecasting, and budgeting will always be critical to effective resource development – without knowing what dollars and other resources the organization needs, it is difficult to understand the possibilities for raising funds and other resources and to make good choices.

Evaluating a Project or Program for Initiation

For each activity proposed for an annual work plan, evaluate priority and emphasis based on the following information:

- Project description;
- Specific measurable objective(s);
- How the project supports management plan goals and activities;
- Steps and timeframe for completion;
- Committee(s) responsible for coordination or leadership;
- Partner(s) and their roles;
- Cost, including staff hours; and
- Performance measures.

Critical Questions for Committee Review

For any board committees or groups in charge of project review before board approval:

- Is the project well designed? (That is, are objectives, partners, partners' roles, steps, and performance measures clearly and effectively defined?)
- What level of board involvement and reporting to the board by the committee is required?
- What level of staff reporting to the committee is required?
- Can any board members undertake specific roles in support of this project?
- Can the committee support and lead discussion of this project before the board?



Organizing for resource development is equally critical. It starts with a determination to involve everyone with a stake in the success of the National Heritage Area, and to build their enthusiasm and skills for the effort. The Board of Directors and staff must be ready to pitch in where needed and be constantly on the lookout for opportunities. Everyone anywhere in the organization – including volunteers – should see raising funds as a part of his or her role in the National Heritage Area. Resource development must be a team effort that engages everyone involved in the organization's endeavors:

- The chair of the Board of Directors, in tandem with the Executive Committee;
- A Resource Development Committee (when established – see committee discussion earlier in this chapter);
- A fully engaged Board of Directors, with time on every agenda to address resource development, a willingness to learn about the resource development process, and the ability to participate in calls on potential grantors and donors; and
- All staff and all volunteers, who should be helped to see that their leadership in this endeavor is necessary to the association – to take initiative in seeing that everything they do supports or leads to resource development.

Critical staff to support resource development includes those for which first-phase priority has already been assigned, including the executive director, the business/operations manager, and the communications manager. A resource development contractor or staff specialist should help to provide focus and guidance for all involved – especially in creating the first resource development plan, as described in the next section.

Photo, above: Wright's Tavern, Concord, MA, a National Historic Landmark, where the Provincial Congress met during the Revolution.

ACTION: Make resource development a regular part of the Board of Directors' agenda.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors.

ACTION: Promote and support an organizational culture that includes resource development and board and staff giving and integrate resource development into all aspects of the association's programs and operations. Include resource development skills in staff and board training plans. Build resource development policies, procedures, and expectations as guidelines and performance indicators.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

ACTION: Review and adjust as necessary fiscal management practices and systems to support resource development and reporting.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

6.4.3 Developing and Carrying Out a Plan for Resource Development and Sustainability

A basic ingredient in organizing for resource development and sustainability is a plan. The plan is a record of decisions and direction based on research into sources, strategies, and objectives.

There are two levels to resource development planning. The first level is a long-range plan that sets goals and direction for approximately three to five years, updated periodically. Given the speed with which the context for resource development can change, a long-term resource development plan for more than five years is difficult to determine.

A solid development plan is integral to two other integral, on-going planning tasks of the heritage association: strategic planning and annual work plans. Integrating resource development planning with strategic planning can help to set priorities and suggest ways to design programs to optimize the likelihood of raising needed resources.

An annual work plan guides the daily work of resource development identified in the long-range resource development plan, step by step. It is a road map, as opposed to the general description of the itinerary and destination that would be comparable to the long-range plan. The long-range plan ensures that the objectives and activities in the annual work plan are moving the heritage association toward ultimate resource development goals. It is a more general guide, setting objectives against which longer term achievement can be measured.

An experienced fundraising professional can advise the Board of Directors in creating the long-range plan, and can assist in carrying it out if planning reveals the desirability of such added horsepower. There are also many good how-to resources available through websites and books.

Critical Questions for Board Review

The following list provides critical questions that would be asked by the Board of Directors as a project is conceived and undertaken.

- Is the project clearly defined and related to the core mission, vision, goals, and plan?
- Does the project fit with the core competencies of staff?
- Do the resources exist to support the project at the level it requires?
- Will the program's or project's design effectively and efficiently achieve the goals and vision, and carry out the mission and the plan?
- Will the project advance or mesh well with other projects?
- Can a partner or other agency/organization do this project better?
- Is success well defined?
- What are the opportunity costs? (What are we not doing or what will we choose not to do because we are undertaking this project?)

(Credit, three evaluation sidebars, pages 221-23: Crossroads of the American Revolution National Heritage Area Management Plan (New Jersey), approved by the Secretary of the Interior on December 31, 2011, pp. 11-46, 47.)

Key Questions to be Answered in the Formal Evaluation of Freedom's Way

Following is an excerpt from the introduction to the National Park Service's National Heritage Area Evaluation Guide (May 2014).

The Guide is designed to assess the roles, processes, and structures that are common across National Heritage Areas, but also to be sensitive to each NHA's unique American story and context. It recognizes the roles that NHAs play in resource preservation, community and economic development, education and historical interpretation, and recreation, and ensures that the evaluation design captures these roles. The NHA evaluation methodology incorporates a case study design that addresses three main evaluation questions:

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

The action items in this entire section provide the foundation for a more detailed plan for resource development. Other components of such a plan include setting priorities, including identifying the timing and/or phasing required; and setting measurable objectives, especially in articulating what is expected to be accomplished in terms of relationships and actual funding obtained.

ACTION: Develop a three-year resource development plan and an accompanying short-range plan with financial targets and measurable objectives. Coordinate with annual work plan. Update the resource development plan regularly to maintain a time horizon beyond the annual work plan of at least three years.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

ACTION: Develop a "case statement" to provide a basis for a message and an appeal for resources tailored to the needs of each prospect.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

ACTION: Continuously research prospects, including existing relationships, and match them with directors, staff, and friends.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

ACTION: Build and nurture relationships with local and state corporations and foundations whose interests intersect with those of the Freedom's Way National Heritage Area and its programs.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

ACTION: Develop a donor database and begin gathering information about prospects using a software system designed to support long-term growth of the database.

Timeframe and Responsibility: Immediate and ongoing action of Freedom's Way Heritage Association Board of Directors and Executive Director.

6.4.4 Working with Partners on Resource Development

The Freedom's Way Heritage Association's mission is to support the heritage area as a whole. It would be counterproductive for resource development efforts to reduce local support for partners and stakeholders as the heritage area works to raise funds. In short, to resort to a useful cliché, resource development must "grow the pie" of resources and support, not divide or redistribute what already exists.

Fortunately, the National Heritage Area's large geographic region provides a broad base for support, making it possible to attract funders for



Glacial pond in Acton, MA.

the whole who might not be interested in funding individual programs or sites. This would afford high-priority opportunities to leverage resources with and for local interpretive attractions and the programs of various partners – opportunities that individual partners might not be large enough to seek on their own, but which they might secure by working collectively through the association.

Heritage area partners should be encouraged to understand the association’s needs in meeting the responsibility to raise support for the entire heritage area, and to regard that challenge as their own, as partners with a stake in the heritage area’s success. Such partners as the Montachusett Regional Trails Coalition are already working on this basis with the association.

ACTION: Communicate the new resource development vision and possibilities to partner organizations and articulate mutual benefits in ways that are clear and consistent. Seek opportunities for resources that benefit both Freedom’s Way sites individually or collectively and the association as local coordinating entity.

Timeframe and Responsibility: Immediate and ongoing action of the Freedom’s Way Heritage Association’s Board of Directors and Executive Director, in consultation with partners.

6.5 IMPLEMENTATION

As the Freedom’s Way Heritage Association implements this plan, it needs ways to maintain strategic focus and a feedback mechanism to learn from its experience, measure progress, and adapt programs accordingly.

6.5.1 Maintaining Strategic Focus

As this management plan amply demonstrates, a heritage area demands attention to a wide variety of needs and goals. Moreover, for every topic,

"In the early hours of April 19, 1775, an alarm rider reaches Hollis, New Hampshire, calling the town Minute Company into action. The three Nevins brothers hear this news just as they are in the midst of shifting a pesky boulder in one of their fields. They prop it up with smaller stones and rush to muster with the rest of the company, which will soon march off toward Concord, about thirty miles distant, to confront Regular Army troops sent there from Boston.

"The Nevins brothers never finished their task – the boulder was left propped up, the work halfdone, a modest but enduring reminder of ordinary lives interrupted. Nevins Stone now sits on Hollis Common, brought there decades ago from its original location."

(Photo and story from the Freedom's Way National Heritage Area's February 2015 newsletter announcing the new Hidden Treasures Weekend program.)



there will be many ideas seeking the Board of Directors' attention. The purpose of this plan is to avoid getting off course, by providing a framework for the orderly development of programs that respond to the legislation, mission, vision, and goals documented in Chapter 1.

Year to year priority-setting is the responsibility of the Board of Directors. Some organizations develop three-year strategic plans every year, alongside their annual work plans, to keep a realistic sense of priorities and timing in mind. Strategic plans are guided by longer range planning like this management plan, but are selective in their focus, and brief. This section is designed to stand in for a first strategic plan, for the first two years, allowing the association's board and staff the time to take many other start-up steps demanding their immediate attention.

The Board of Directors establishes an annual budget that allows for comparison of actual and estimated income and expenses. A detailed plan for how to spend these resources, in the form of an annual work plan describing annual workload and intended results, is a critical companion to the budget and a critical step implementing the strategic plan. A work plan compiles descriptions of existing and proposed individual projects and programs, including goals, measurable objectives, and individual budget requirements; and assembles these for across-the-board priority-setting. In this way, despite the organization's diverse day-to-day activities, the board and staff can maintain a broader perspective in implementing this plan.

Highest priority activities during the first phase of plan implementation (approximately three years) are activities (1) for which no other organizations are directly responsible, (2) that encourage communities and partners to take collective action to support the heritage area and take individual advantage of its benefits; and (3) that grow the capacity of the Board of Directors to address the full span of heritage area programs. These are criteria applicable to any and all programs and projects.

Specific ideas for program and project development are based on concepts explained and developed in Chapters 2 through 5:

- Engage and coordinate with regional partners in each area of activity described in Chapters 2 through 5, using networking structures described in this chapter;
- Confirm/revise branding, graphic identity, website, and exhibit formats;
- Define and pursue a first phase for presenting regional orientation and context (website, map, brochure, kiosks, entry signage);
- Define and pursue a first phase for support of and coordination with regional attractions;
- Establish a small grant program that encourages in-school programming, local interpretive initiatives, and local community enhancement (land conservation, historic preservation, agricultural heritage development, downtown and village vitality, trails, etc.), balanced across topics and the heritage area’s geography unless the board deliberately chooses emphasis or themes from year to year;
- Encourage peer-to-peer networks among local leaders and organizations where such networks do not already exist, focusing on community enhancement (community interpretation, historic preservation, agricultural heritage development, downtown and village vitality, trails, etc.; land trusts already have their peer network, but may wish to participate in a network focusing on the heritage area);
- Provide opportunities for board development to be experienced by the Freedom’s Way Heritage Association’s own Board of Director (for some topics, there may be opportunities to create shared board-development workshops to encourage capacity-building on the part of partners as well); and
- Organize and plan for resource development, followed though to successful fundraising.

As the board and staff craft their work programs each year, each of these strategic steps can be further defined through specific initiatives (programs or projects). They also need specific performance measures or objectives that will help to evaluate progress and define success.

Sidebar on pages 221-223 suggest basic program/project descriptions that should be developed and maintained over time. All involved in the Freedom’s Way Heritage Association should understand what is meant by “program” (an ongoing activity) and “project” (an activity with a defined end). Anyone should be able to access program and project descriptions and understand how they relate to the association’s mission and the vision for the heritage area.



Markers on the Groton, MA common (above, foreground) and along the road to battle in Lincoln, MA (below) are among many other memorials keeping memory of the Revolutionary War alive.



Measuring Progress

There's an old saying among planners and other public administrators – “you get what you measure.” That is, ask questions about what a program is producing, and program leaders will receive answers tailored to the questions, no more, but also no less. National Heritage Areas are asked on an annual basis to describe their programs in basic terms and numbers, reporting to the National Park Service. Following are topics on which they report, including both numeric measures of progress and qualitative descriptions of outcomes:

- **Financial Assistance**
(leverage – all other funds raised, versus NHA grant; number of grants and total dollar amount awarded to partners)
- **Capacity Building**
(organizations provided technical assistance; organizations provided grants)
- **Historic Preservation & Community Development Projects** (both in-process and completed work: National Register nominations completed; sites preserved; sites maintained; community development projects completed)
- **Collections: Documentation and Conservation Projects** (paintings, artifacts, archives, oral histories, video histories, etc.; grants for both in-process and completed work)

(Continued on page 229)

6.5.2 Evaluation

Evaluation is a critical, ongoing activity for any organization. There are two basic kinds of evaluation. First is the annual programmatic feedback and review that should be built into any organization's administrative practices. If a program is properly designed, it will have performance measures that will help administrators understand what was expected to be achieved and whether the program hit its mark. It should be a simple process to make adjustments based on targets achieved, exceeded, or missed. Heritage areas routinely report on a number of programmatic measures that have been developed over time by the National Park Service in partnership with heritage areas (see sidebar). Each heritage area can match these general measures to its own goals and emphasis to explain achievements and outcomes, and adjust. Some heritage areas may choose to focus on visitor experience, for example, and others on preservation projects or on interpretation.

The second type of evaluation is generally an independent process based on methodologies and practices maintained by social-science and planning program experts, used when in-depth understanding of a program is needed. It involves carefully considered data collection and thorough analysis according to a framework designed as part of the process. In response to requirement by Congress, the National Park Service has undertaken independent evaluation meeting rigorous standards set by the federal Office of Management and Budget of twelve long-time heritage areas. This kind of evaluation is required of the Freedom's Way National Heritage Area prior to any reauthorization (see sidebar, page 224). The process is described in a May 2014 report by the National Park Service, *National Heritage Area Evaluation Guide*.

In anticipation of such an independent evaluation, the Freedom's Way Heritage Association should develop a brief “logic model” for investigators, using guidance from one of the classic explanations of how to develop a logic model, the W.K. Kellogg Foundation's *Logic Model Development Guide: Using Logic Models to Bring Together Planning, Evaluation, and Action* (January 2004). The logic model should lay out an understanding of the Freedom's Way National Heritage Area's work at the time the model is developed. This analysis, plus the association's

ACTION: Establish board procedures for review, approval and funding, and evaluation of new projects and programs.

Timeframe and Responsibility: Immediate and ongoing action of the Freedom's Way Heritage Association's Board of Directors and Executive Director.

ACTION: Complete an annual work plan in accord with an annual budget and tied to the annual task agreement required under NPS procedures for annual NHA grants.

Timeframe and Responsibility: Immediate and ongoing action of the Freedom's Way Heritage Association's Board of Directors and Executive Director.

ACTION: Undertake periodic strategic planning to support annual work planning.

Timeframe and Responsibility: Immediate and ongoing action of the Freedom's Way Heritage Association's Board of Directors and Executive Director.



annual reporting to the National Park Service (see sidebar), annual reports to the public and other grant sources, a solid in-house annual evaluation, and diligent record-keeping should provide independent investigators with sufficient material to reach sound conclusions as to the worth and achievements of the Freedom’s Way National Heritage Area.

The design employed in the first three publicly available evaluations for older heritage areas addressed these topics:

- Overarching goals for the National Heritage Area;
- Resources and key partnerships available to help the National Heritage Area accomplish its goals;
- Activities and strategies that are being implemented to accomplish the goals;
- Intended short and long term outcomes; and
- The linkages among the activities, strategies, and outcomes.

6.6 CONCLUSION

Freedom’s Way National Heritage Area is a complex area, geographically speaking and resource-wise. Even more so, it is complex in the number of partners already at work in this much-loved, storied region. Ultimately, this is one of the region’s greatest strengths. The Freedom’s Way Heritage Association must deploy limited resources, strategically, but it has many partners that can work collaboratively to achieve even greater results on the ground.

Careful attention to resources and best practices for both administration and program development are the foundations for encouraging excellence in heritage interpretation and education; curatorship and communications; land conservation, historic preservation, agricultural heritage, trail development, and community vitality; and heritage tourism.

(Continued from page 228)

- **Land, Water & Environmental Conservation Projects** (both in-process and completed work: grants awarded, number of projects in land restoration, waterway restoration, and other environmental conservation projects)
- **Recreation Development Projects** (both in-process and completed work: grants awarded, new trails completed, trails maintained, other recreation projects)
- **Education and Interpretation – Public Learning** (both in-process and completed work: grants awarded, programs offered, products offered)
- **Promotion and Marketing** (grants awarded; products offered - brochures, economic impact studies, websites, etc.)
- **Outreach and Engagement** (partners, volunteers; on a less than annual basis, heritage areas may be asked about participation in their own programs & events and the number of visitors to interpretive attractions)

Photo above: A view of the park beside the millpond and dam in Milford, NH.

(Photo by Patrice Todisco.)



*Stone walls line a country road
in Lincoln, MA.*

(Photo by Patrice Todisco.)

If the association and its partners do this work well, Freedom's Way will remain a region that is outstanding in terms of heritage resources – and become known to the public as one of the nation's greatest places to live, learn, work, and play.

Evaluation Requirement in P.L. 111-11

(2) EVALUATION; REPORT.—

(A) **IN GENERAL.**—Not later than 3 years before the date on which authority for Federal funding terminates for the Heritage Area under subsection (j), the Secretary shall—

- (i) conduct an evaluation of the accomplishments of the Heritage Area; and
- (ii) prepare a report with recommendations for the future role of the National Park Service, if any, with respect to the Heritage Area, in accordance with subparagraph (C).

(B) **EVALUATION.**—An evaluation conducted under subparagraph (A)(i) shall—

- (i) assess the progress of the local coordinating entity with respect to—
 - (I) accomplishing the purposes of this section for the Heritage Area; and
 - (II) achieving the goals and objectives of the approved management plan for the Heritage Area;
- (ii) analyze the Federal, State, local, and private investments in the Heritage Area to determine the leverage and impact of the investments; and
- (iii) review the management structure, partnership relationships, and funding of the Heritage Area for purposes of identifying the critical components for sustainability of the Heritage Area.

(C) **REPORT.**—

- (i) **IN GENERAL.**—Based on the evaluation conducted under subparagraph (A)(i), the Secretary shall prepare a report that includes recommendations for the future role of the National Park Service, if any, with respect to the Heritage Area.
- (ii) **REQUIRED ANALYSIS.**—If the report prepared under this subparagraph recommends that Federal funding for the Heritage Area be reauthorized, the report shall include an analysis of—
 - (I) ways in which Federal funding for the Heritage Area may be reduced or eliminated; and
 - (II) the appropriate time period necessary to achieve the recommended reduction or elimination.
- (iii) **SUBMISSION TO CONGRESS.**—On completion of a report under this subparagraph, the Secretary shall submit the report to—
 - (I) the Committee on Energy and Natural Resources of the Senate; and
 - (II) the Committee on Natural Resources of the House of Representatives.

IMPLEMENTATION – SUMMARY OF ACTIONS

Specific ideas for program and project development are based on concepts explained and developed in Chapters 2 through 5:

- **Engage and coordinate with regional partners** in each area of activity described in Chapters 2 through 5, using networking structures described in this chapter;
- Confirm/revise **branding**, graphic identity, website, and exhibit formats;
- Define and pursue a **first phase for presenting regional orientation** and context (website, map, brochure, kiosks, entry signage);
- Define and pursue a **first phase for support of and coordination with regional attractions**;
- Establish a **small grant program** that encourages in-school programming, local interpretive initiatives, and local community enhancement (land conservation, historic preservation, agricultural heritage development, downtown and village vitality, trails, etc.), balanced across topics and the heritage area’s geography unless the board deliberately chooses emphasis or themes from year to year;
- Encourage **peer-to-peer networks** among local leaders and organizations where such networks do not already exist, focusing on community enhancement (community interpretation, historic preservation, agricultural heritage development, downtown and village vitality, trails, etc.; land trusts already have their peer network, but may wish to participate in a network focusing on the heritage area);
- Provide opportunities for **board development** to be experienced by the Freedom’s Way Heritage Association’s own Board of Director (for some topics, there may be opportunities to create shared board-development workshops to encourage capacity-building on the part of partners as well); and
- Organize and plan for **resource development**, followed though to successful fundraising.

Following are actions found in the five “action chapters” supporting these strategies.

Page #	Chapter 2: Sharing the Heritage Area's Stories ▪ <i>Interpretation and Education</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTIONS						
	2.1 Interpretation and Education Approach					
	2.2 Interpretive Framework					
	Heritage Area-Wide Orientation and Context					
39	Provide heritage area orientation information and context for the heritage area using a variety of media, introducing heritage area themes, linking to partners and the landscape, and encouraging residents and visitors to explore the region.	■				FWHA
	Wayfinding and Signage					
40	Work with partners to identify the need for wayfinding and site identification signage with a goal of developing a comprehensive planning strategy for the development and implementation of such a program. Incorporate wayfinding and site identification signage into grant and other implementation programs for partners supported by the heritage area.	■				FWHA
	2.2.3 Supporting Existing Interpretive Attractions					
41	Support the missions and programming of existing interpretive attractions. Collaborate with attractions in identifying needs, seeking resources, and organizing support. Feature attractions within the heritage area-wide presentation. Use programmatic agreements where appropriate to identify roles and commitments and mutual support.	■				FWHA and existing interpretive attractions
	Regional Attractions					
43	Focus on encouraging regional attractions to develop themselves as places where residents and visitors may be introduced to the heritage area-wide presentation through orientation; the introduction of themes, stories, and interpretive context; and information on opportunities to explore.		■	■		FWHA and regional attractions
	2.2.4 Partnership Media and Exhibit Program					
45	Develop a family of graphic formats and associated interpretive framework using the Freedom's Way graphic identity and brand for use by partners in a heritage area-wide interpretive presentation.		■			FWHA
45	Develop supporting formats in a variety of media using the Freedom's Way identity, including maps, brochures, guides, apps, and other forms of technology, to support local interpretation.		■			FWHA
45	Create a program and process through which partners can develop and install interpretive exhibits or other forms of interpretive media at their sites, using heritage area formats, and be promoted as part of the Freedom's Way presentation. Operate the program as an ongoing initiative managed by Association staff to be implemented over time, adding interpretive experiences in accordance with the interest and initiative of partners and the availability of resources.			■		FWHA and regional and local interpretive partners
	2.2.5 Town, Village, and Community Presentations					
47	Establish a program to assist towns, villages, and other community centers in planning and implementing community-wide interpretive presentations, driven by the interest and initiative of partners and the availability of resources.			■	■	FWHA and interested community partners

Page #	Chapter 2: Sharing the Heritage Area's Stories ▪ <i>Interpretation and Education</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTIONS						
	2.2.6 Thematic Tours, Routes, and Linkages					
50	Work with interested partners in developing themed interpretive presentations linking sites interpreting common subjects, topics, and themes. Identify self-guiding tours and driving routes that can serve as linkages between communities and sites.		■		■	FWHA and interested partners
	2.2.7 Recreational Interpretive Experiences					
51	Work with interested partners to develop and interpret recreational experiences throughout the heritage area. Feature hiking trails, bicycling routes, and river paddling that engage residents with the landscape. Use on-site, online, and published interpretive media to tell the story of each landscape traversed and relate landscapes to heritage area themes and context. Prioritize initiatives based upon the interest and commitment of partners and the availability of resources.			■	■	FWHA and interested partners
	2.2.8 Public Art					
52	Include public art in interpretive presentations in communities throughout Freedom's Way. Encourage local partners preparing interpretive presentations within the heritage area program to involve local arts and cultural organizations and artists to participate in their initiatives.			■	■	FWHA and interested partners
	2.3 Education					
	2.3.1 Educational Approach: Lifelong Learning					
	2.3.2 Heritage Area Programs and Events Offered by Freedom's Way					
54	Continue to develop and present a variety of Freedom's Way educational programs and workshops for diverse audiences in collaboration with local and regional partners.	■				FWHA and local and regional partners
	2.3.3 Heritage Area Programs Offered by Partners					
55	Create a program and process through which partners can identify relationships between their programs and heritage area themes and engage with the heritage area to promote their programs and events.	■				FWHA and regional visitor bureaus
	2.3.4 Living History Engagement					
56	Collaborate with regional attractions in engaging living history interpreters and providing creative mechanisms through which to share their stories including through the participation in local and regional programming and events and off-site on-line opportunities.	■				Regional partners and FWHA
	2.3.5 Local Programs and Event					
57	Organize a program through which local organizations can be engaged and supported and local educational programming can be encouraged, expanded, and enhanced in accordance with available resources.	■				FWHA and regional partners

Page #	Chapter 2: Sharing the Heritage Area's Stories ▪ <i>Interpretation and Education</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTIONS						
	2.4 Working with Youth					
	2.4.1 School Systems					
	2.4.2 School Programming by Partners					
	2.4.3 On-Site Programming for School Groups					
61	Develop a coordinated approach to supporting, expanding, and enhancing on-site educational programming for school students at historical and natural resource sites and attractions.			■		Regional partners and FWHA
	2.4.4 In-School Programming in Freedom's Way					
63	Develop a coordinated approach to assessing, supporting, expanding, and enhancing in-school educational programming that includes place-based and experiential learning in local communities.			■	■	Regional partners and FWHA
	2.4.5 Teacher Network, Training, and Engagement					
65	Support existing teacher training and development programs offered by regional partners. Coordinate, enhance, and expand the programming to create a heritage area-wide teacher network and professional development initiative.			■	■	Regional partners and FWHA
	2.4.6 Curriculum Frameworks					
65	Consider state curriculum frameworks in developing educational programming for students.	■				Regional partners and FWHA
	2.4.7 Student Internships					
66	Develop a student internship program through the regional community colleges that engages students in work with regional interpretive attractions and nonprofit organizations.			■	■	Regional partners and FWHA
	2.5 Encouraging Research					
67	Continue to undertake historical research within Freedom's Way communities that documents stories associated with heritage area themes and relates them to real places at the local level. Further develop heritage area programs to encourage and support research at the local level.	■				local historical societies and historians in association with regional partners and FWHA
	2.5.1 Regional Research					
68	Monitor and stay in touch with the research undertaken by organizations and educational institutions at the regional and state level related to history, landscape, and community development within Freedom's Way.	■				Regional partners and FWHA

age #	Chapter 3: Engaging People in Freedom's Way ▪ Communication and Collaboration ACTIONS	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	3.1 The Planning Foundation for Communications and Collaboration (no actions)					
	3.2 Approach – Serving as a Catalyst					
	3.2.1 Audience Development (no actions)					
	3.2.2 Planning for Communications					
78	Establish an annual communications plan tied to the Freedom's Way Heritage Association's annual work plan and budget.	■	■			FWHA
	3.3 Curating the Freedom's Way Experience					
	3.3.1 Managing the Curatorial Role					
81	Develop a curatorial management plan to ensure that data from historical research, collections and other curators, Geographic Information Systems, and other sources are used in imaginative and innovative ways.	■	■			FWHA
81	Develop staff capability for data management, social media development, and other technological initiatives as the digital realm evolves and its power for reaching organizations and individuals grows.	■	■			FWHA
81	Develop an intensive curatorial initiative to take advantage of digital information, resources, and partnership opportunities within the heritage area. Gather, organize, share, promote, and link to information appropriate to the heritage area and developed by partners and others			■		FWHA
	3.3.2 The Freedom's Way Website					
83	Periodically assess, update, and redesign the Freedom's Way website using the heritage area's graphic identity.	■	■			FWHA
83	Evaluate the website's service to partners; use the results of this evaluation to support periodic enhancements.	■	■			FWHA
83	Evaluate the website's service to audiences that include visitors and residents wishing to explore the heritage area both physically and virtually; use the results of this evaluation to support periodic enhancements.			■	■	FWHA
	3.4 Creating a Regional Presence – Promoting a Place-based Identity and Brand					
85	Create a regional presence throughout the heritage area that is visible and recognizable to residents and visitors. Use heritage area programs to build the regional presence over time.	■				FWHA
85	Assess the existing graphic identity for Freedom's Way and update or redesign it as appropriate.		■			FWHA
85	Develop a brand concept statement as a ready reference for use in developing and promoting heritage area programs of all kinds, enabling program leaders to understand how to manage the brand and deliver on its promises.		■			FWHA

age #	Chapter 3: Engaging People in Freedom’s Way ▪ <i>Communication and Collaboration</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	ACTIONS					
85	Assess progress in branding Freedom’s Way through the annual communications plan. Evaluate brand and name recognition, reputation, and expectations of various audiences. Develop strategies to promote and strengthen the brand in response to what is learned through such assessment and evaluation.			■	■	FWHA
	3.5 Cultivating Creative Partnerships					
	3.5.1 Defining Partners (no actions)					
	3.5.2 Critical Elements of the Partner Network					
	Federal Role in the National Heritage Area					
89	Build relationships with agencies at the federal level whose work affects the Freedom’s Way National Heritage Area or which can provide services and funding.	■				FWHA, partners
89	Provide routine briefings to members of the Massachusetts and New Hampshire Congressional delegations.	■				FWHA, partners
	The National Park Service’s Role in the National Heritage Area					
91	Maintain a cooperative agreement with the NPS to obligate National Heritage Area funding for assistance with the Freedom’s Way Heritage Association’s role as coordinating entity.	■				FWHA and the National Park Service
91	Explore the possibility of creating a memorandum of understanding or cooperative agreement with Minute Man National Historical Park addressing shared resources and strategies.	■				FWHA and the National Park Service
	Maintaining Support and Involvement in the NPS’s National Heritage Area Program					
91	Maintain full membership in the Alliance of National Heritage Areas and provide the resources for staff to participate in organizational activities.	■				FWHA
	Role of Communities					
92	Build relationships with community leaders and organizations; organize delivery of services to communities and community groups community by community.	■				FWHA, partners
	Partnerships with Educational Institutions (See Chapter 2)					
	Role of the States – Massachusetts, New Hampshire					
93	Provide routine briefings to the Governors and seek help with coordination of state agencies’ contributions to implementation of the management plan.	■				FWHA, partners
93	Provide routine briefings to elected officials representing heritage area jurisdictions in the state legislatures.	■				FWHA, partners
93	Build relationships with agencies at the state level in both states whose work affects the Freedom’s Way National Heritage Area or which can provide services and funding.					FWHA, partners

Page #	Chapter 3: Engaging People in Freedom's Way ▪ <i>Communication and Collaboration</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	ACTIONS					
	Tribal Role					
95	Periodically inform tribal nations active within or with historic ties to the heritage area about progress on the management plan, beginning with standard contact as advised by the National Park Service as the management is completed. Working with the Secretary of the Interior and the National Park Service concerning federally recognized tribes, use periodic contact to explore further engagement and development of projects of mutual benefit.	■	■			FWHA and the National Park Service
	3.5.3 Assisting Local Partners through Partner Development					
96	Establish a partnership assistance program that recognizes the many ways that the National Heritage Area can support the growth and development of partners' capacity and programs. Periodically assess progress in developing this program through partner involvement in evaluation.	■	■			FWHA, partners
96	Reserve a portion of annual federal heritage area funding for small monetary grants that will build partners' capacity. Develop and implement a process and annual schedule for the identification and selection of partner projects to receive support in the form of grants.	■	■			FWHA, partners
	3.5 Advocacy					
	3.6.1 Engagement with National Partners					
97	Engage with partners at the state and national levels to support heritage area goals and programs.	■				FWHA, partners
	3.6.2 Local Advocacy					
98	When appropriate and as resources allow, assist local partners in advocating for heritage issues.	■				Partners, FWHA

Page #	Chapter 4: Stewards of the Heritage Area ▪ <i>Enhancing Quality of Life through Community Planning and Resource Conservation</i>	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	ACTIONS					
	4.1 Context for Community Planning and Landscape Stewardship					
	4.1.1 Foundation for Planning and Stewardship					
	4.1.2 The Freedom's Way Landscape					
	4.1.3 Inventory of Natural, Historic, and Recreational Resources					
	The Future of the FWNHA GIS Database					
112	Evaluate the need and benefits of maintaining, updating, and expanding a heritage area GIS inventory database for the use of the Association, partners, and potentially the general public.			■		FWHA and partners

Page #	Chapter 4: Stewards of the Heritage Area • Enhancing Quality of Life through Community Planning and Resource Conservation ACTIONS	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	4.2 Approach to Community Planning and Stewardship					
	4.2.1 Promoting the Stewardship Message					
115	Use heritage area communications and interpretive and educational programming to raise awareness about landscapes and historic sites and build support for stewardship initiatives.	■				FWHA and educational and interpretive partners
115	Encourage life-long learning opportunities that engage the general public in the care of natural and historic properties.			■		FWHA and statewide preservation partners
	4.2.2 Promoting Teamwork among Stewardship Partners					
117	Encourage coordination of regional stewardship activities through networking of all partners to share information, identify priorities, and plan strategies.	■				Regional partners and FWHA
117	Encourage ongoing educational programs tailored to the stewardship interests of local volunteers on local government committees.			■		FWHA and statewide preservation partners
	4.2.3 Aligning Heritage Area Programs to Support Partners					
118	Adapt heritage area programming to align with actions and initiatives of stewardship partners where appropriate.	■				FWHA and regional stewardship partners
118	Create a matching grant program to support stewardship in communities.		■	■		FWHA
	4.2.4 Encouraging Holistic Local Planning for Stewardship					
	Cultural Landscapes and the Heritage Landscape Program					
122	Use a cultural landscape approach and methodology in the identification, evaluation, assessment, and treatment of communities, landscapes, and sites.	■				Freedom's Way conservation and historic preservation partners
122	Encourage further use of the Heritage Landscape Inventory Program and broaden its approach in melding local preservation and conservation interests and initiatives.				■	Local preservation partners with support from statewide partners and FWHA
122	In setting priorities for aligning heritage area programs to cultural landscape protection, include a focus on linking corridors and greenways and communications about the need for a networked landscape to sustain healthy ecosystems.	■				Freedom's Way conservation and historic preservation partners
	Including Cultural Values in Land Conservation Projects					
124	Take a leadership role in the consideration of historical and cultural values in conservation and land management decision making.	■				Regional preservation partners and FWHA
	4.3 Planning within Freedom's Way					
	4.3.1 Local Government Planning					
	Strategic Heritage Area Support for Community Planning					
127	Adapt heritage area programming to align with local planning initiatives and processes where appropriate.	■				FWHA and partners
127	Support and provide assistance to local partners in community planning.	■				FWHA and partners

Page #	Chapter 4: Stewards of the Heritage Area • Enhancing Quality of Life through Community Planning and Resource Conservation ACTIONS	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	4.3.2 Regional Planning					
	Strategic Heritage Area Support for Regional Planning					
135	Collaborate with regional planning agencies, local governments, and nonprofit partners in pursuing a regional vision for community planning and growth management that promotes place-based identity, protects special resources, strengthens local economies, promotes sustainability, and enhances local quality of life. Work with these partners to synthesize regional visions within the framework of a cultural landscape approach.	■				FWHA, regional partners, and communities
135	Support regional planning agencies as they undertake regional planning and provide local planning services, technical assistance, and incentives to local governments consistent with the heritage area's mission.	■				Local governments, nonprofit partners, and FWHA
135	Advocate for state and federal policies and resources in support of regional and local planning.	■				Regional planning organizations, local governments, nonprofit partners, and FWHA
	4.4 Land Conservation in Freedom's Way					
	4.4.1 Context for Land Conservation					
	4.4.2 Recreational Use of Conserved Land					
	4.4.3 Encouraging Conservation at the Local Level					
139	Support land conservation initiatives of local governments and other local conservation partners across the heritage area	■				Regional conservation partners, communities, and FWHA
	4.5 Historic Preservation in Freedom's Way					
	4.5.1 Preservation Planning Context					
	4.5.2 Freedom's Way as a Regional Preservation Partner					
	Element 1: Collaborating with Statewide Historic Preservation Partners					
	Element 2: Assessment and Ongoing Feedback					
145	Undertake a general heritage area-wide survey and assessment of stewardship activity and the needs of historic and other resources at the local level within the heritage area.		■			FWHA and statewide nonprofit partners with local preservation partners
145	Collaborate with statewide historic preservation partners and regional planning agencies in organizing, developing, and implementing a regional historic preservation strategy.	■	■			FWHA and nonprofit statewide historic preservation partners
	Element 3: Creating a Historic Preservation Peer-to-Peer Network					
146	Encourage local networks of organizations engaged in multiple stewardship disciplines, built around the concept of protecting community character and the cultural landscape, through which these organizations can communicate with each other and share information and experiences.		■			FWHA with local partners

Page #	Chapter 4: Stewards of the Heritage Area • Enhancing Quality of Life through Community Planning and Resource Conservation ACTIONS	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
146	Create one or more historic preservation networks providing a forum through which preservation organizations can communicate with each other and share information and experiences.			■		FWHA with local partners
	Element 4: Building Relationships with Interested Communities					
	Element 5: Aligning Heritage Area Programs to Support Local Historic Preservation					
147	Develop an ongoing program of support and technical assistance to communities for historic preservation.			■	■	FWHA and nonprofit statewide partners
	Element 6: Supporting Local Preservation Action					
147	When appropriate, assist local partners in advocating for historic preservation.	■				FWHA and partners
	4.5.3 Best Practices for Local Preservation					
	Historic Preservation Inventories					
149	Work to expand historic preservation inventories in heritage area communities.	■				Local preservation partners with support from statewide partners and FWHA
	Local Historic Preservation Planning					
152	Work to expand historic preservation or stewardship planning in heritage area communities.	■				Local preservation partners with support from statewide partners and FWHA
152	Encourage communities to participate in state and federal historic preservation programs managed by the Massachusetts Historical Commission and New Hampshire Division of Historical Resources and other state agencies, and make use of the wide variety of preservation tools available under state law.	■				Local preservation partners with support from statewide partners and FWHA
	4.6 Enhancement of Community Centers					
159	Develop and implement special programs for communities that address local interests and unmet needs while implementing the strategic heritage area-wide objective to promote place-based identity.			■	■	FWHA with local governments, local business organizations, regional planning agencies, and state, regional, and nonprofit partners
	4.7 Strengthening Agricultural Traditions					
	4.7.1 Agricultural Context					
	4.7.2 A Vision and Plan for the Region's Agriculture					
165	Participate in the development of a regional vision and plan for agriculture in Massachusetts, New Hampshire, and New England.	■				Local and regional partners and FWHA
165	Work toward implementation of the vision and plan for food systems and agriculture within Freedom's Way communities.				■	Regional planning councils, local governments, and agricultural partners with support from FWHA

Page #	Chapter 4: Stewards of the Heritage Area ▪ Enhancing Quality of Life through Community Planning and Resource Conservation ACTIONS	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	4.7.3 Support for Regional Farms					
166	Support farming and public interest in local foods. Promote farms, farm stands, and orchards as agricultural attractions for visitors. Incorporate farms into heritage area programming and the heritage are-wide interpretive presentation.	■				Local and regional partners and FWHA

Page #	Chapter 5: Attracting Visitors to Freedom’s Way ▪ Cultural Heritage Tourism ACTION	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
	5.1 Defining Cultural Heritage Tourism					
	5.2 The Economics of Tourism Development					
	5.3 Existing Tourism in Freedom’s Way					
	5.4 Long-Range Planning for Cultural Heritage Tourism in Freedom’s Way					
	5.4.1 Cultural Heritage Tourism Data in Freedom’s Way					
175	Require all grantees in the heritage area’s programs to establish and maintain an ongoing method to measure visitation or attendance as accurately as possible over time.	■	■			FWHA
175	Support matching grants to partners to enable them to participate in the American Association for State and Local History’s “Visitors Count” program (http://tools.aaslh.org/visitors-count/).	■	■			FWHA
175	Establish a region-wide baseline attendance at attractions and events.			■	■	FWHA, regional/statewide and local partners
175	Work with state and regional tourism agencies to conduct visitor research periodically (preferably annually or biennially) to measure the heritage area’s effects on the region’s cultural heritage tourism, encouraging them to collaborate to fine-tune and align their data-gathering to the heritage area’s boundaries.			■	■	FWHA, regional/statewide and local partners
	5.4.2 Collaborating with Key Partners					
177	Work with state, regional, and local tourism agencies and chambers of commerce to develop a collaborative structure to support cultural heritage tourism in the heritage area.	■	■			FWHA; regional/statewide and local partners; state, regional, and local economic development agencies and other supportive groups.
177	Work with state, regional, and local tourism agencies and chambers of commerce to undertake one region-wide project to build focus, learning, momentum, and relationships.		■			FWHA, regional/statewide and local partners

Page #	Chapter 5: Attracting Visitors to Freedom's Way ▪ Cultural Heritage Tourism	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTION						
177	Undertake a needs assessment of interpretive sites and community interpretive opportunities to support mid-term planning.		■	■		FWHA, regional/statewide and local partners
5.4.3 Taking Cultural Heritage Tourism to the Next Level						
179	Work with state, regional, and local tourism agencies and chambers of commerce and other stakeholders to develop a Cultural Heritage Tourism Economic Development Plan for the heritage area.			■		FWHA, regional/statewide and local partners
5.4 Marketing and Promotion Strategies						
181	Encourage state, regional, and local tourism agencies and chambers of commerce to begin promoting heritage area-related programs as they continue their ordinary market analysis and continue their advertising and promotion to usual markets.		■			FWHA, regional/statewide and local partners
181	Undertake a heritage area-wide calendar of events.		■	■		FWHA, regional/statewide and local partners
181	Work with state, regional, and local tourism agencies and chambers of commerce to develop and implement a plan to market and promote the Freedom's Way National Heritage Area as a recognizable destination in its own right.				■	FWHA, regional/statewide and local partners

Page #	Chapter 6: Coordinating the Heritage Area ▪ A Business and Implementation Plan for Freedom's Way Heritage Association	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTION						
6.1 The Planning Foundation for Management						
6.2 Approach to Management and Implementation						
6.3 Organizing for Leadership, Management, and Operations						
6.3.1 Leadership and Management: The Board of Directors						
Board Composition and Development						
198	Undertake an annual evaluation of current representation on the Board of Directors and develop plans for expanding diversity and skill sets to support management plan implementation and resource development.	■	■			FWHA Board of Directors
198	Develop job descriptions for directors.	■	■			FWHA Board of Directors
198	Develop a code of ethics or conflict of interest statement.	■	■			FWHA Board of Directors (executive committee)

Page #	Chapter 6: Coordinating the Heritage Area ▪ A Business and Implementation Plan for Freedom’s Way Heritage Association	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTION						
	Board Focus					
200	For meetings of the Board of Directors, organize a standing agenda that integrates management plan goals and objectives into programmatic and operational review.	■	■			FWHA Board of Directors (president, executive committee) and Executive Director
200	Set basic standards of excellence and let partners, funders, and the public know such standards are part of the Board of Directors’ expectations for doing business.	■	■			FWHA Board of Directors
200	Undertake annual board training and orientation for new board members.	■	■			FWHA Board of Directors
200	Create a board handbook and update it annually.	■	■			FWHA Board of Directors/Committees
200	Devote one board meeting each year to the review and evaluation of progress made on management plan objectives and the development of an annual work plan and budget in support of the goals and objectives of the management plan.	■	■			FWHA Board of Directors
	Board Committees					
204	Develop and implement, in phases, active board committees to support the organization’s mission and vision and fulfill the goals and objectives of the management plan.	■	■			FWHA Board of Directors
204	Action: Develop job descriptions for existing committees. As new committees are established, establish them by passing board resolutions that include job descriptions.	■	■			FWHA Board of Directors
204	As committees are established, delegate review of programs, projects, and operations to committees that will provide summary reporting in board meetings in relation to accomplishments of the goals of the management plan.			■	■	FWHA Board of Directors
	6.3.2 Leadership and Management: Structuring Partner and Advisor Involvement					
	Advisory Committee					
208	Establish a Freedom’s Way National Heritage Area advisory committee that includes regional and statewide partners to advise on the implementation of the management plan, receive feedback on regional unmet needs, and collaborate on projects and programs.	■	■			FWHA Board of Directors
	Regional Networks					
209	Organize sub-regional and sub-committee networks to enlist participation of local partners to implement the management plan and receive input on unmet needs, programs, and priorities with a goal of developing heritage area-wide support for the management plan.			■	■	FWHA Board of Directors
209	Organize board representation or structure to support regional networks of local partners.			■	■	FWHA Board of Directors
	6.3.3 Management and Operations: Staffing and Support					
213	Use the annual three-year strategic planning process to review and predict needs for staff and services on an annual basis.	■	■			FWHA Board of Directors and Executive Director

Page #	Chapter 6: Coordinating the Heritage Area ▪ A Business and Implementation Plan for Freedom’s Way Heritage Association	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
ACTION						
213	Establish regular personnel and hiring/contracting procedures, including plans and budget for staff training.			■		FWHA Board of Directors and Executive Director
6.3.4 Financial Management and Record-keeping						
Financial Record-keeping						
215	Maintain a computerized financial management system that generates sufficient financial data for planning, resource development, and reporting to funders and the public.	■	■			FWHA Executive Director (and staff)
215	Establish regular financial procedures to support the Board of Directors’ fiduciary responsibilities, including an annual budget and regular reviews of progress in meeting the budget.	■	■			FWHA Board of Directors (treasurer, finance committee) and Executive Director
Other Record-keeping						
215	Establish a corporate record book documenting all Board of Directors policies and procedures and compiling key organizational records.	■	■			FWHA Board of Directors and Executive Director
6.4 Planning for Sustainability and Resource Development						
6.4.1 The Challenge of Matching the National Heritage Area’s Annual Federal Funding						
6.4.2 Organizing for Resource Development and Sustaining the National Heritage Area						
223	Make resource development a regular part of the Board of Directors’ agenda.	■	■			FWHA Board of Directors
223	Promote and support an organizational culture that includes resource development and board and staff giving and integrate resource development into all aspects of the Association’s programs and operations. Include resource development skills in staff and board training plans. Build resource development policies, procedures, and expectations as guidelines and performance indicators.	■	■			FWHA Board of Directors and Executive Director
223	Review and adjust as necessary fiscal management practices and systems to support resource development and reporting.	■	■			FWHA Board of Directors and Executive Director
6.4.3 Developing and Carrying Out a Plan for Resource Development and Sustainability						
224	Develop a three-year resource development plan and an accompanying short-range plan with financial targets and measurable objectives. Coordinate with annual work plan. Update the resource development plan regularly to maintain a time horizon beyond the annual work plan of at least three years.	■	■			FWHA Board of Directors and Executive Director
224	Develop a “case statement” to provide a basis for a message and an appeal for resources tailored to the needs of each prospect.	■	■			FWHA Board of Directors and Executive Director
224	Continuously research prospects, including existing relationships, and match them with directors, staff, and friends.	■	■			FWHA Board of Directors and Executive Director

Page #	Chapter 6: Coordinating the Heritage Area ▪ A Business and Implementation Plan for Freedom’s Way Heritage Association ACTION	Timeframe				Responsibility/Role (Lead; Partners)
		Ongoing	Short-term (1-3 years)	Mid-term (4-7 years)	Long-term (8-10 years)	
224	Build and nurture relationships with local and state corporations and foundations whose interests intersect with those of the Freedom’s Way National Heritage Area and its programs.	■	■			FWHA Board of Directors and Executive Director
224	Develop a donor database and begin gathering information about prospects using a software system designed to support long-term growth of the database.	■	■			FWHA Board of Directors and Executive Director
	6.4.4 Working with Partners on Resource Development					
225	Communicate the new resource development vision and possibilities to partner organizations and articulate mutual benefits in ways that are clear and consistent. Seek opportunities for resources that benefit both Freedom’s Way sites individually or collectively and the Association as local coordinating entity.	■	■			FWHA Board of Directors and Executive Director; partners
	6.5 Implementation					
	6.5.1 Maintaining Strategic Focus					
228	Establish board procedures for review, approval and funding, and evaluation of new projects and programs.	■	■			FWHA Board of Directors and Executive Director
228	Complete an annual work plan in accord with an annual budget and tied to the annual task agreement required under NPS procedures for annual NHA grants.	■	■			FWHA Board of Directors and Executive Director
228	Undertake periodic strategic planning to support annual work planning.	■	■			FWHA Board of Directors and Executive Director

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APPENDIX A

PUBLIC LAW 111–11—MAR. 30, 2009 123 STAT. 991

Public Law 111–11
111th Congress

An Act

To designate certain land as components of the National Wilderness Preservation System, to authorize certain programs and activities in the Department of the Interior and the Department of Agriculture, and for other purposes.

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

SECTION 1. SHORT TITLE

(a) SHORT TITLE.—This Act may be cited as the “Omnibus Public Land Management Act of 2009”.

[...]

Public Law 111-111 SEC. 8006. FREEDOM’S WAY NATIONAL HERITAGE AREA, MASSACHUSETTS AND NEW HAMPSHIRE.

(a) **PURPOSES.**—The purposes of this section are—

- (1) to foster a close working relationship between the Secretary and all levels of government, the private sector, and local communities in the States of Massachusetts and New Hampshire;
- (2) to assist the entities described in paragraph (1) to preserve the special historic identity of the Heritage Area; and
- (3) to manage, preserve, protect, and interpret the cultural, historic, and natural resources of the Heritage Area for the educational and inspirational benefit of future generations.

(b) **DEFINITIONS.**—In this section

- (1) **HERITAGE AREA.**—The term “Heritage Area” means the Freedom’s Way National Heritage Area established by subsection (c)(1).
- (2) **LOCAL COORDINATING ENTITY.**—The term “local coordinating entity” means the local coordinating entity for the Heritage Area designated by subsection (c)(4).
- (3) **MANAGEMENT PLAN.**—The term “management plan” means the management plan for the Heritage Area required under subsection (d)(1)(A).
- (4) **MAP.**—The term “map” means the map entitled “Freedom’s Way National Heritage Area”, numbered T04/80,000, and dated July 2007.
- (5) **SECRETARY.**—The term “Secretary” means the Secretary of the Interior.

(c) **ESTABLISHMENT.**—

- (1) **IN GENERAL.**—There is established the Freedom’s Way National Heritage Area in the States of Massachusetts and New Hampshire.
- (2) **BOUNDARIES.**—
 - (A) **IN GENERAL.**—The boundaries of the Heritage Area shall be as generally depicted on the map.
 - (B) **REVISION.**—The boundaries of the Heritage Area may be revised if the revision is—
 - (i) proposed in the management plan;

- (ii) approved by the Secretary in accordance with subsection (e)(4); and
 - (iii) placed on file in accordance with paragraph (3).
- (3) AVAILABILITY OF MAP.—The map shall be on file and available for public inspection in the appropriate offices of the National Park Service and the local coordinating entity.
- (4) LOCAL COORDINATING ENTITY.—The Freedom’s Way Heritage Association, Inc., shall be the local coordinating entity for the Heritage Area.

(d) DUTIES AND AUTHORITIES OF LOCAL COORDINATING ENTITY.—

- (1) DUTIES OF THE LOCAL COORDINATING ENTITY.—To further the purposes of the Heritage Area, the local coordinating entity shall—
- (A) prepare, and submit to the Secretary, in accordance with subsection (e), a management plan for the Heritage Area;
 - (B) assist units of local government, regional planning organizations, and nonprofit organizations in implementing the approved management plan by—
 - (i) carrying out programs and projects that recognize and protect important resource values within the Heritage Area;
 - (ii) establishing and maintaining interpretive exhibits and programs within the Heritage Area;
 - (iii) developing recreational and educational opportunities in the Heritage Area;
 - (iv) increasing public awareness of, and appreciation for, natural, historic, and cultural resources of the Heritage Area;
 - (v) protecting and restoring historic buildings in the Heritage Area that are consistent with the themes of the Heritage Area; and
 - (vi) ensuring that signs identifying points of public access and sites of interest are posted throughout the Heritage Area;
 - (C) consider the interests of diverse units of government, businesses, organizations, and individuals in the Heritage Area in the preparation and implementation of the management plan;
 - (D) conduct meetings open to the public at least quarterly regarding the development and implementation of the management plan;
 - (E) submit an annual report to the Secretary for each fiscal year for which the local coordinating entity receives Federal funds under this section specifying—
 - (i) the accomplishments of the local coordinating entity;
 - (ii) the expenses and income of the local coordinating entity;
 - (iii) the amounts and sources of matching funds;
 - (iv) the amounts leveraged with Federal funds and sources of the leveraged funds; and
 - (v) grants made to any other entities during the fiscal year;
 - (F) make available for audit for each fiscal year for which the local coordinating entity receives Federal funds under this section, all information pertaining to the expenditure of the funds and any matching funds;
 - (G) require in all agreements authorizing expenditures of Federal funds by other organizations, that the receiving organizations make available for audit all records and other information pertaining to the expenditure of the funds; and
 - (H) encourage, by appropriate means, economic development that is consistent with the purposes of the Heritage Area.
- (2) AUTHORITIES.—The local coordinating entity may, subject to the prior approval of the Secretary, for the purposes of preparing and implementing the management plan, use Federal funds made available under this section to—
- (A) make grants to the States of Massachusetts and New Hampshire, political subdivisions of the States, nonprofit organizations, and other persons;

- (B) enter into cooperative agreements with, or provide technical assistance to, the States of Massachusetts and New Hampshire, political subdivisions of the States, nonprofit organizations, Federal agencies, and other interested parties;
 - (C) hire and compensate staff;
 - (D) obtain funds or services from any source, including funds and services provided under any other Federal law or program;
 - (E) contract for goods or services; and
 - (F) support activities of partners and any other activities that further the purposes of the Heritage Area and are consistent with the approved management plan.
- (3) PROHIBITION ON ACQUISITION OF REAL PROPERTY.—The local coordinating entity may not use Federal funds received under this section to acquire any interest in real property.
- (4) USE OF FUNDS FOR NON-FEDERAL PROPERTY.—The local coordinating entity may use Federal funds made available under this section to assist non-Federal property that is—
- (A) described in the management plan; or
 - (B) listed, or eligible for listing, on the National Register of Historic Places.

(e) MANAGEMENT PLAN.—

- (1) IN GENERAL.—Not later than 3 years after the date on which funds are made available to develop the management plan, the local coordinating entity shall submit to the Secretary for approval a proposed management plan for the Heritage Area.
- (2) REQUIREMENTS.—The management plan for the Heritage Area shall—
- (A) describe comprehensive policies, goals, strategies, and recommendations for the conservation, funding, management, and development of the Heritage Area;
 - (B) take into consideration existing State, county, and local plans in the development and implementation of the management plan;
 - (C) provide a framework for coordination of the plans considered under subparagraph (B) to present a unified historic preservation and interpretation plan;
 - (D) contain the contributions of residents, public agencies, and private organizations within the Heritage Area;
 - (E) include a description of actions and commitments that governments, private organizations, and citizens plan to take to protect, enhance, and interpret the natural, historic, scenic, and cultural resources of the Heritage Area;
 - (F) specify existing and potential sources of funding or economic development strategies to conserve, manage, and develop the Heritage Area;
 - (G) include an inventory of the natural, historic, and recreational resources of the Heritage Area, including a list of properties that—
 - (i) are related to the themes of the Heritage Area; and
 - (ii) should be conserved, restored, managed, developed, or maintained;
 - (H) recommend policies and strategies for resource management that—
 - (i) apply appropriate land and water management techniques;
 - (ii) include the development of intergovernmental and interagency agreements to protect the natural, historic, and cultural resources of the Heritage Area; and
 - (iii) support economic revitalization efforts;
 - (I) describe a program for implementation of the management plan, including—
 - (i) restoration and construction plans or goals;
 - (ii) a program of public involvement;
 - (iii) annual work plans; and
 - (iv) annual reports;
 - (J) include an analysis of, and recommendations for, ways in which Federal, State, tribal, and local programs may best be coordinated (including the role of the National Park Service and other Federal agencies associated with the Heritage Area) to further the purposes of this section;

- (K) include an interpretive plan for the Heritage Area; and
- (L) include a business plan that—
 - (i) describes the role, operation, financing, and functions of the local coordinating entity and of each of the major activities described in the management plan; and
 - (ii) provides adequate assurances that the local coordinating entity has the partnerships and financial and other resources necessary to implement the management plan for the Heritage Area.
- (3) TERMINATION OF FUNDING.—If the management plan is not submitted to the Secretary in accordance with this section, the local coordinating entity shall not qualify for additional financial assistance under this section until the management plan is submitted to, and approved by, the Secretary.
- (4) APPROVAL OF MANAGEMENT PLAN.—
 - (A) REVIEW.—Not later than 180 days after the date on which the Secretary receives the management plan, the Secretary shall approve or disapprove the management plan.
 - (B) CRITERIA FOR APPROVAL.—In determining whether to approve the management plan, the Secretary shall consider whether—
 - (i) the local coordinating entity represents the diverse interests of the Heritage Area, including governments, natural and historic resource protection organizations, educational institutions, businesses, community residents, and recreational organizations;
 - (ii) the local coordinating entity has afforded adequate opportunity for public and governmental involvement (including through workshops and public meetings) in the preparation of the management plan;
 - (iii) the resource protection and interpretation strategies described in the management plan, if implemented, would adequately protect the natural, historic, and cultural resources of the Heritage Area;
 - (iv) the management plan would not adversely affect any activities authorized on Federal or tribal land under applicable laws or land use plans;
 - (v) the Secretary has received adequate assurances from the appropriate State, tribal, and local officials whose support is needed to ensure the effective implementation of the State, tribal, and local aspects of the management plan; and
 - (vi) the local coordinating entity has demonstrated the financial capability, in partnership with others, to carry out the management plan.
 - (C) ACTION FOLLOWING DISAPPROVAL.—
 - (i) IN GENERAL.—If the Secretary disapproves the management plan, the Secretary—
 - (I) shall advise the local coordinating entity in writing of the reasons for the disapproval; and
 - (II) may make recommendations to the local coordinating entity for revisions to the management plan.
 - (ii) DEADLINE.—Not later than 180 days after receiving a revised management plan, the Secretary shall approve or disapprove the revised management plan.
 - (D) AMENDMENTS.—
 - (i) IN GENERAL.—An amendment to the management plan that substantially alters the purposes of the Heritage Area shall be reviewed by the Secretary and approved or disapproved in the same manner as the original management plan.
 - (ii) IMPLEMENTATION.—The local coordinating entity shall not use Federal funds authorized to be appropriated by this section to implement an amendment to the management plan until the Secretary approves the amendment.

(f) DUTIES AND AUTHORITIES OF THE SECRETARY.—

(1) TECHNICAL AND FINANCIAL ASSISTANCE.—

- (A) **IN GENERAL.**—On the request of the local coordinating entity, the Secretary may provide technical and financial assistance, on a reimbursable or nonreimbursable basis (as determined by the Secretary), to the local coordinating entity to develop and implement the management plan.
- (B) **COOPERATIVE AGREEMENTS.**—The Secretary may enter into cooperative agreements with the local coordinating entity and other public or private entities to provide technical or financial assistance under subparagraph (A).
- (C) **PRIORITY.**—In assisting the Heritage Area, the Secretary shall give priority to actions that assist in—
 - (i) conserving the significant natural, historic, and cultural resources of the Heritage Area; and
 - (ii) providing educational, interpretive, and recreational opportunities consistent with the purposes of the Heritage Area.

(2) EVALUATION; REPORT.—

- (A) **IN GENERAL.**—Not later than 3 years before the date on which authority for Federal funding terminates for the Heritage Area under subsection (j), the Secretary shall—
 - (i) conduct an evaluation of the accomplishments of the Heritage Area; and
 - (ii) prepare a report with recommendations for the future role of the National Park Service, if any, with respect to the Heritage Area, in accordance with subparagraph (C).
- (B) **EVALUATION.**—An evaluation conducted under subparagraph (A)(i) shall—
 - (i) assess the progress of the local coordinating entity with respect to—
 - (I) accomplishing the purposes of this section for the Heritage Area; and
 - (II) achieving the goals and objectives of the approved management plan for the Heritage Area;
 - (ii) analyze the Federal, State, local, and private investments in the Heritage Area to determine the leverage and impact of the investments; and
 - (iii) review the management structure, partnership relationships, and funding of the Heritage Area for purposes of identifying the critical components for sustainability of the Heritage Area.
- (C) **REPORT.**—
 - (i) **IN GENERAL.**—Based on the evaluation conducted under subparagraph (A)(i), the Secretary shall prepare a report that includes recommendations for the future role of the National Park Service, if any, with respect to the Heritage Area.
 - (ii) **REQUIRED ANALYSIS.**—If the report prepared under this subparagraph recommends that Federal funding for the Heritage Area be reauthorized, the report shall include an analysis of—
 - (I) ways in which Federal funding for the Heritage Area may be reduced or eliminated; and
 - (II) the appropriate time period necessary to achieve the recommended reduction or elimination.
 - (iii) **SUBMISSION TO CONGRESS.**—On completion of a report under this subparagraph, the Secretary shall submit the report to—
 - (I) the Committee on Energy and Natural Resources of the Senate; and
 - (II) the Committee on Natural Resources of the House of Representatives.

(g) RELATIONSHIP TO OTHER FEDERAL AGENCIES.—

- (1) **IN GENERAL.**—Nothing in this section affects the authority of a Federal agency to provide technical or financial assistance under any other law.
- (2) **CONSULTATION AND COORDINATION.**—To the maximum extent practicable, the head of any Federal agency planning to conduct activities that may have an impact on the Heritage Area is encouraged to consult and coordinate the activities with the Secretary and the local coordinating entity.
- (3) **OTHER FEDERAL AGENCIES.**—Nothing in this section—
 - (A) modifies, alters, or amends any laws (including regulations) authorizing a Federal agency to manage Federal land under the jurisdiction of the Federal agency;
 - (B) limits the discretion of a Federal land manager to implement an approved land use plan within the boundaries of the Heritage Area; or
 - (C) modifies, alters, or amends any authorized use of Federal land under the jurisdiction of a Federal agency.

(h) PROPERTY OWNERS AND REGULATORY PROTECTIONS.—

Nothing in this section—

- (1) abridges the rights of any owner of public or private property, including the right to refrain from participating in any plan, project, program, or activity conducted within the Heritage Area;
- (2) requires any property owner to—
 - (A) permit public access (including Federal, tribal, State, or local government access) to the property; or
 - (B) modify any provisions of Federal, tribal, State, or local law with regard to public access or use of private land;
- (3) alters any duly adopted land use regulations, approved land use plan, or any other regulatory authority of any Federal, State, or local agency, or tribal government;
- (4) conveys any land use or other regulatory authority to the local coordinating entity;
- (5) authorizes or implies the reservation or appropriation of water or water rights;
- (6) diminishes the authority of the States of Massachusetts and New Hampshire to manage fish and wildlife, including the regulation of fishing and hunting within the Heritage Area; or
- (7) creates any liability, or affects any liability under any other law, of any private property owner with respect to any person injured on the private property.

(i) AUTHORIZATION OF APPROPRIATIONS.—

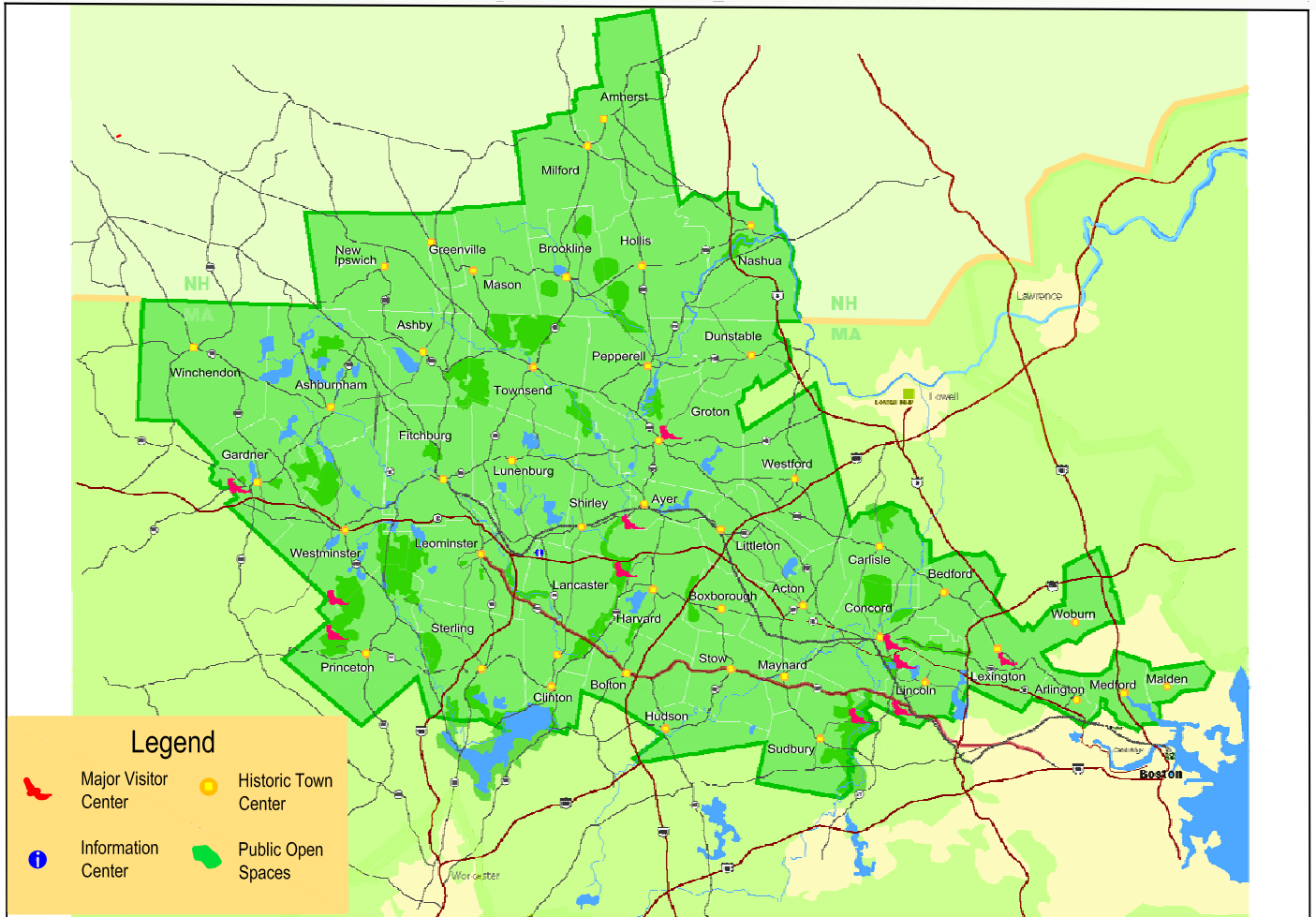
- (1) **IN GENERAL.**—There is authorized to be appropriated to carry out this section \$10,000,000, of which not more than \$1,000,000 may be made available for any fiscal year.
- (2) **AVAILABILITY.**—Funds made available under paragraph (1) shall remain available until expended.
- (3) **COST-SHARING REQUIREMENT.**—
 - (A) **IN GENERAL.**—The Federal share of the total cost of any activity under this section shall be not more than 50 percent.
 - (B) **FORM.**—The non-Federal contribution may be in the form of in-kind contributions of goods or services fairly valued.

(j) TERMINATION OF FINANCIAL ASSISTANCE.—

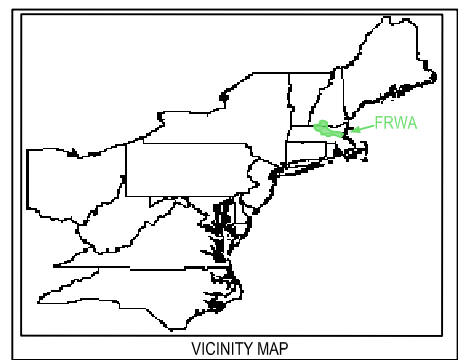
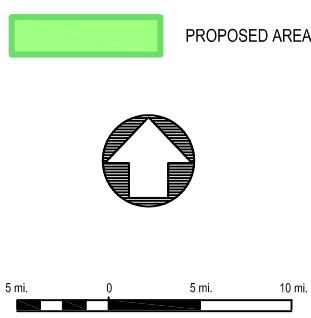
The authority of the Secretary to provide financial assistance under this section terminates on the date that is 15 years after the date of enactment of this Act. [March 30, 2024]

Freedom's Way National Heritage Area Boundary Map

National Park Service
U.S. Department of the Interior



OFFICE: Land Resources Program Center
 REGION: Northeast Region
 AREA: FRWA
 MAP NUMBER: T04/80,000
 DATE: JULY 2007



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APPENDIX B

THE PLANNING PROCESS

In 2011, preliminary planning for work on the management plan for Freedom's Way began with development of mission and vision statements by the Freedom's Way Heritage Association's Board of Directors. In the fall of 2012, information was collected from various sources to create an initial inventory of natural, historic, and cultural resources within the heritage area, which was compiled into a summary report and database (Brown Walker 2012).

In the spring of 2013, the Association conducted a series of three public workshops with assistance from the planning firm Vanasse Hangen Brustlin, Inc. (VHB) to gather input on the upcoming management plan. During the summer of 2013, VHB also compiled an extensive GIS database of inventory information within the heritage area from state and regional sources. The Brown Walker report and VHB GIS database comprise the inventory information required for the management plan.

An Interim Executive Director was hired for Freedom's Way in August 2013 to oversee the management plan process. An online survey of potential partners was conducted in September to obtain information on organizational interests and priorities. Seventy-eight potential local and regional partners participated. In January 2014, the planning firm Heritage Strategies, LLC was retained to assist in preparation of the plan.

A review of existing conditions within Freedom's Way was undertaken by the planning team between January and April 2014. The review included conversations with individuals involved with the heritage area, review of inventory and background information, field work, and online research. Information on potential state and regional partners was collected and initial contacts were made by phone and email.

In mid-January, initial meetings were held with the Freedom's Way Board of Directors and the Steering Committee for the management plan. Interviews were conducted with a variety of individuals familiar with the heritage area and the region, and a workshop was held with regional historians, educators and, interpreters.

In late March, a series of five focus groups were conducted on the topics of land conservation, historic preservation, community planning, history and interpretation, and heritage tourism. For each topic, representatives of appropriate potential state, regional, and local partners were invited to attend to discuss existing conditions; the heritage area initiative; and the activities, interests, and capabilities of their own organizations. These and subsequent workshops were a preliminary means through which potential partners were identified and engaged in the planning process. Follow-up meetings and discussions were held with key partners as appropriate.

Regular workshops were also conducted with the Freedom's Way Board and Steering Committee. In conjunction with the focus group sessions noted above, a vision session was held with Board members at which the planning team reviewed their findings relative to existing conditions. The heritage area's mission and vision statements were discussed.

In mid-May, a Board retreat was held to review the roles, responsibilities, and best practices of a non-profit broad. The retreat was led by a representative of The Non-Profit Center at LaSalle University's School of Business and resulted in a memorandum on observations, recommendations, and assigned actions for moving forward (Greenberg 2014).

In early May the planning team submitted a draft Summary of Existing Context for the heritage area which reviewed the team's findings and existing conditions on the topics of geography and landscape, community

organization and governance, demographics, community planning, historic preservation, interpretation and heritage tourism, education, conservation and open space, agriculture, and arts and culture.

The Summary characterized the region's dynamics and provided background information for the development of initial strategies and recommendations. The Summary was reviewed by members of the Steering Committee and revised in early June. It is included in the management plan as **Appendix C**.

Also in mid-June, the planning team presented their initial Outline of Recommendations for the management plan. The Outline included revised mission and vision statements, goal statements, and strategies and recommendations around the following topics:

- Management and Implementation – A Business Plan for the Heritage Area
- Telling the Heritage Area's Stories – Interpretation and Heritage Tourism
- Engaging Residents and Youth – Education and Research
- Stewards of Our Landscape – Conservation Initiatives
- Preserving Our History – Historic Preservation
- Planning for Our Communities – Enhancing Quality of Life
- Strengthening Our Agricultural Traditions – Farming and Local Foods

Workshops on the Outline of Recommendations were held in late June with the Steering Committee and Board. In late July, focus groups with potential partners were reconvened to discuss the recommendations, combining the original five focus groups into three: historic preservation and community planning, land conservation, and interpretation and heritage tourism.

In August, an outline for the management plan was prepared, reviewed by the Steering Committee, and revised. Outlines for the interpretive and management chapters were also prepared for review. Changes were made to the outline based upon input received, including combining of several of the chapters whose topics were related.

Among the plan's early actions, programmatic agreements were developed with several key partners, joint programs were conducted, and funding support was provided for a number of partner initiatives. Joint programs included an oral history project with the Nashua River Watershed Association; a series of trail events with the Montachusett Regional Trails Coalition; and research, scholarship, and training on stories of Revolutionary War history with local communities in continuation of the heritage area's Patriot's Paths initiative in partnership with the Massachusetts Society of the Cincinnati.

Draft chapters of the plan were produced in September through November and submitted to the Steering Committee for review on a rolling basis. Chapters were reviewed by staff, board members, and partners familiar with the topics they addressed. A workshop on interpretive themes was conducted in late October. Comments for several of the chapters were provided to the planning team and revisions were made to those chapters.

In December 2014 through February 2015, Freedom's Way staff and colleagues undertook a comprehensive review of the draft chapters. Chapters were reorganized and reordered, and significant details and content were addressed. Heritage area themes were reconsidered and further developed in accordance with advice received from the National Park Service. The planning team reworked chapters based upon the direction received, and Freedom's Way staff reworked and further developed several chapters.

A Draft Management Plan was completed in early March and submitted to the National Park Service for review for consistency with the heritage area's enabling legislation. Revisions were made as suggested. Shortly thereafter, a series of forums were held with partners throughout the heritage area to review strategies and recommendations. Upon completing final revisions, the Management Plan was submitted to the Secretary of the Interior for approval.

APPENDIX C

SUMMARY OF EXISTING CONTEXT

TEXT: JUNE 10, 2014

MAPS: JUNE 15, 2015

Freedom's Way National Heritage Area is preparing a management plan that will guide its initiatives and activities over the next five to ten years. Prepared in accordance with requirements of its federal enabling legislation, the management plan outlines how partners throughout the heritage area will work together to fulfill the vision and mission conceived by the partners and expressed in the legislation's statement of purpose.

This Summary of the Existing Context provides a brief overview of existing conditions within the heritage area that will shape the strategies and approach to the heritage area's implementation. It is prepared following an initial round of background review, consultations, and workshops to understand the context within which the heritage will work and the partners that will be involved.

BACKGROUND

Freedom's Way National Heritage Area was conceived in the mid-1990s by local citizens at the grassroots level concerned about the increasing loss of land and historic sites to unplanned development. Reaching out to adjacent towns, proponents sought a means through which regional identity could be strengthened and local support for preserving sense of place could be encouraged.

With state support, a feasibility study for Freedom's Way as a heritage area was prepared in 1997 laying the groundwork for review by the National Park Service in 2000 and preparation of an amendment to the feasibility study addressing National Heritage Area criteria in 2001.

Federal legislation proposing the Freedom's Way National Heritage Area was first introduced in Congress in 2001 but, along with other proposed National Heritage Areas, was not brought to fruition until passage of the Omnibus Public Land Management Act of 2009 and its signature by President Obama on March 23, 2009.

In the meantime, the non-profit Freedom's Way Heritage Association continued to grow and develop and work toward passage of state legislation for recognition as a heritage area. Massachusetts passed legislation recognizing Freedom's Way in November 2006 and New Hampshire followed suit in 2007.

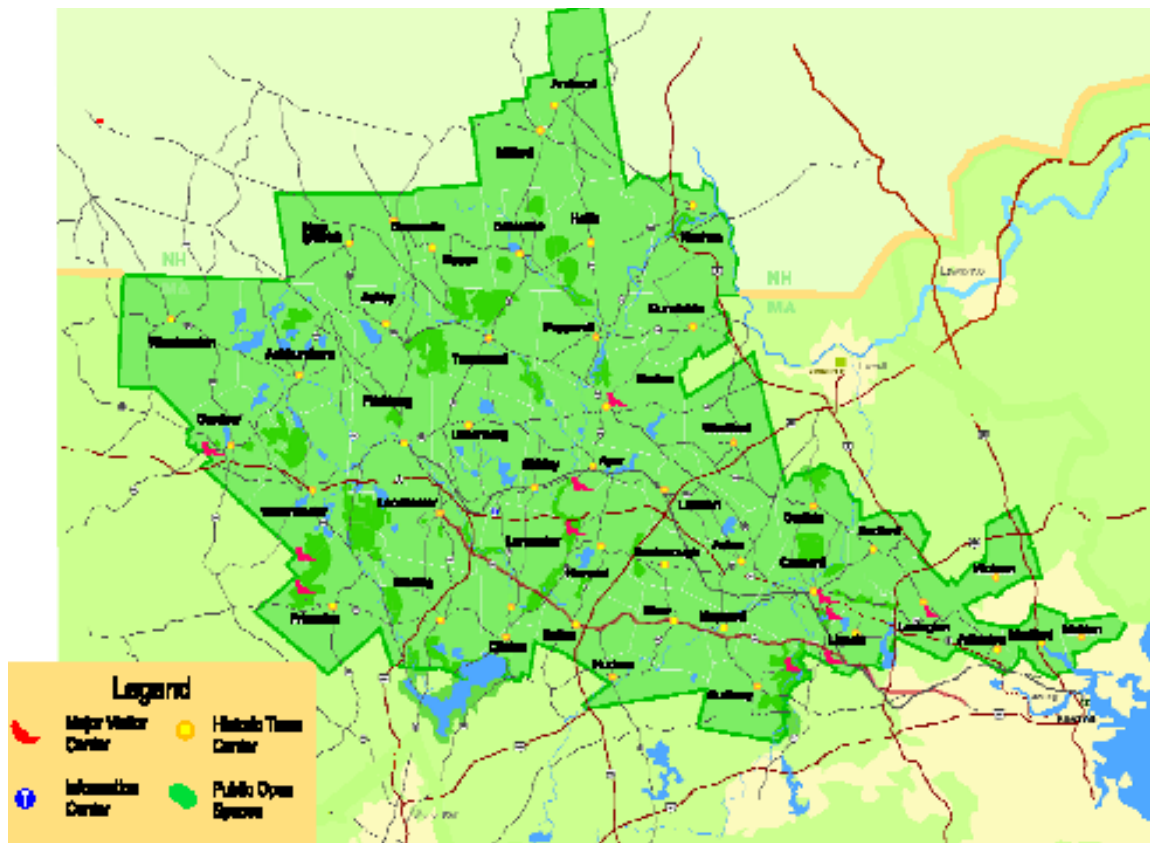
Before federal designation, Freedom's Way began developing programs to engage communities, partners, and the public. Significant programs included town tours, lectures, publications, events, and promotion of the events and initiatives of organizations and communities within the region. Among its initiatives was participation in the Heritage Landscapes Program developed by the Massachusetts Department of Conservation and Recreation (DCR) in which 22 Massachusetts communities identified local heritage landscapes in accordance with DCR processes. An enhanced website featuring heritage area themes and communities was brought online in 2007.

With national designation, Freedom's Way continued to formalize and enhance its programming and regularly promote the events and initiatives of participating organizations and communities. Newsletters were published by email to interested parties three times a year featuring the programs and events of partners. Key Freedom's Way programs included:

- Paths of the Patriots – organizing research by partners in participating towns;
- Strollin' and Rollin' – yearly tours of towns and groups of towns;

- Oral History Project – initially focused on farming and farm landscapes;
- In Thoreau’s Footsteps – lectures and walks featuring living history interaction;
- Harvest Home – presentations by local farm programs and advocates;
- The Story of Nahum – play telling the story of an African American slave; and
- Technical assistance workshops, author presentations, and other events and programs with a variety of local and regional partners.

The 2009 federal legislation outlines the purposes of the heritage area and requires preparation of a management plan for its implementation. Freedom’s Way Heritage Association, Inc. was designated as the heritage area’s coordinating entity. Planning for work on the management plan began in 2011 with the development of a mission and vision. Active work on the management plan began in the spring of 2013. All the while, Freedom’s Way continued to reach out to partners and conduct ongoing programming.





GEOGRAPHY AND LANDSCAPE

Freedom's Way National Heritage Area is comprised of 45 communities, 37 of which are in Massachusetts and 8 of which are in New Hampshire. Roughly triangular in shape, the boundary of the heritage area has its point near the city of Boston and widens out to the northwest encompassing a large part of north-central Massachusetts and a portion of southern New Hampshire. The configuration of the heritage area's boundaries were focused on the towns of Concord and Lexington and the historic road connecting them to Boston along which fighting took place on April 19, 1775, sparking the American Revolution. To the northwest, the heritage area includes many of the towns from which local militias responded on April 19th and engaged in the fighting.

Geologically, this is a landscape **shaped by glaciers**, specifically the last of the Wisconsin era glaciers to advance and retreat across New England, known as the Laurentide ice sheet, which began its retreat about 12,000 years ago. As it retreated, the ice sheet left a topography of low but varied relief with hills formed as moraines and as glacial outwash. Soils range in their degree of stoniness based upon the conditions of their formation, but they are mostly mixed rocks, stones, and sands of varying size. Low lying areas were lake bottoms or river courses of silt, and many areas do not drain well or at all. There are numerous swamps and kettle holes, and the terrain can be unpredictable.

The resulting landscape is one of low hills, winding topography, with small spaces and short vistas. The heritage area is comprised primarily of **three rivers** and their tributaries, all ultimately flowing northeast toward the Merrimack River near the border of New Hampshire and Massachusetts.

The largest of these three rivers is the Nashua, once a glacial lake, which drains northeast through the heart of the heritage area and includes its largest area of floodplain (and good agricultural soils). To the west of the river, a series of smaller east-flowing tributaries drains most of the heritage area, its more elevated uplands.

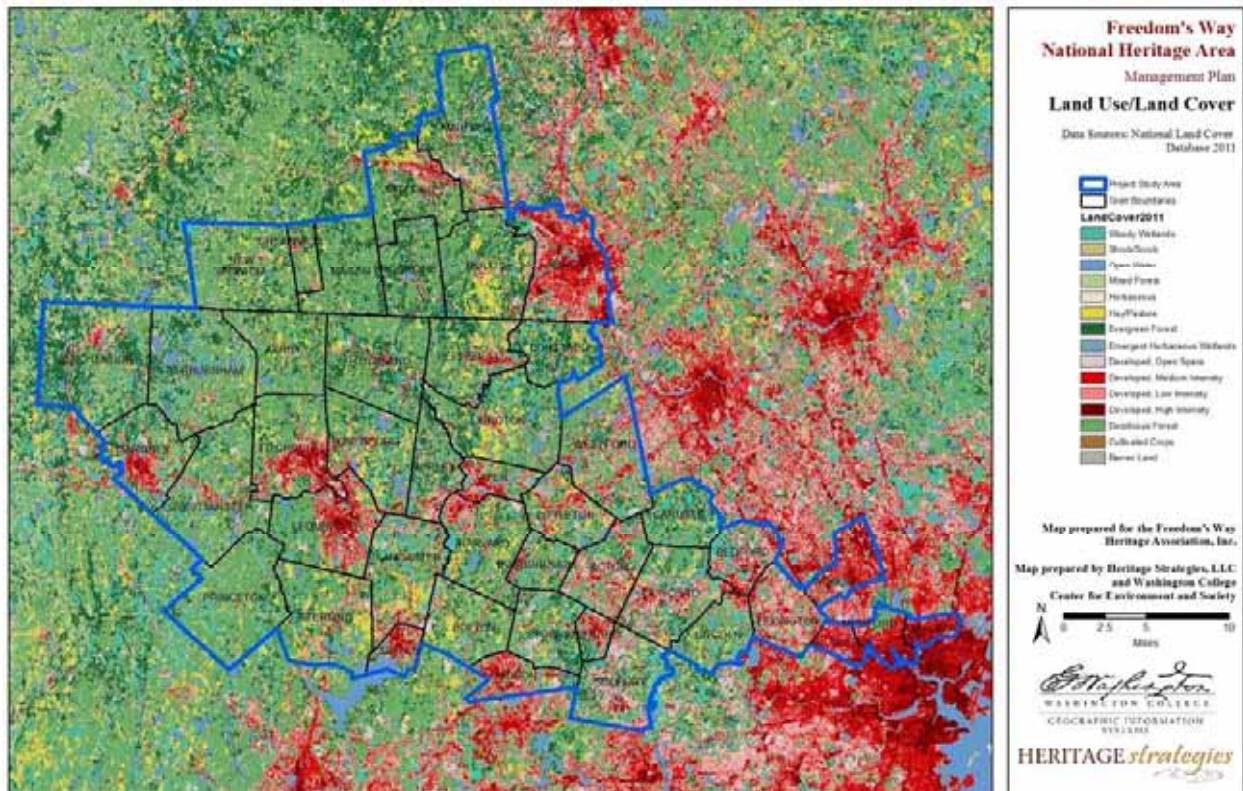
To the east of the Nashua is the smaller but still significant Concord River, flowing northeast, with its southern tributaries, the Sudbury and the Assabet Rivers, joining in the town of Concord. In northern Massachusetts and southern New Hampshire, the northeast flowing Souhegan River courses through Ashburnham and Ashby (MA) and New Ipswich, Milford, and Amherst (NH) toward the Merrimack. Smaller portions of the heritage area are drained by the Shawsheen and Mystic Rivers in the east and Millers River in the west.

Both the Nashua and the Concord Rivers are known for their wetlands and wildlife, both having large areas preserved as National Wildlife Refuges. Twenty-nine free-flowing miles of the Sudbury, Assabet, and Concord Rivers have been designated as Wild and Scenic.

The landscape exists in two broad formations, the Southern New England Coastal Plain in the eastern and central portions of the heritage area and the uplands of the Monadnock Plateau to the far northwest. Each has distinct variations in its plant communities and ecologies.

In terms of **land use**, Freedom’s Way spans the full gradient from urban to rural. From its southeastern point near Boston to the beltway created by I-95, about 10 miles out, the heritage area is *urban/suburban* in character and densely populated. Primarily late nineteenth and early twentieth century in character, little of the region’s Colonial heritage, save topography, early road course, and names, remain.

Between I-95 and the beltway created by I-495, another 15 miles out, is the *suburban* portion of the heritage area. Fully occupied but retaining much of its natural landscape character, this area has been a desirable place to live within the Boston metropolitan area for many decades.



Beyond I-495 is an ever-widening belt of *rural/suburban* landscape with woodlands, fields, large landholdings, scattered suburban subdivisions, and many single family homes. Commuter railroad lines link this area to the inner suburbs and downtown Boston, establishing commercial centers at many railroad stops. The rural/suburban belt continues to expand as new residents continue to move further north and west into the countryside. But at some point, the extensive woodlands that begin in the suburbs and increase further westward with less and less interruption become dominant and establish the character of rural central Massachusetts and southern New Hampshire.

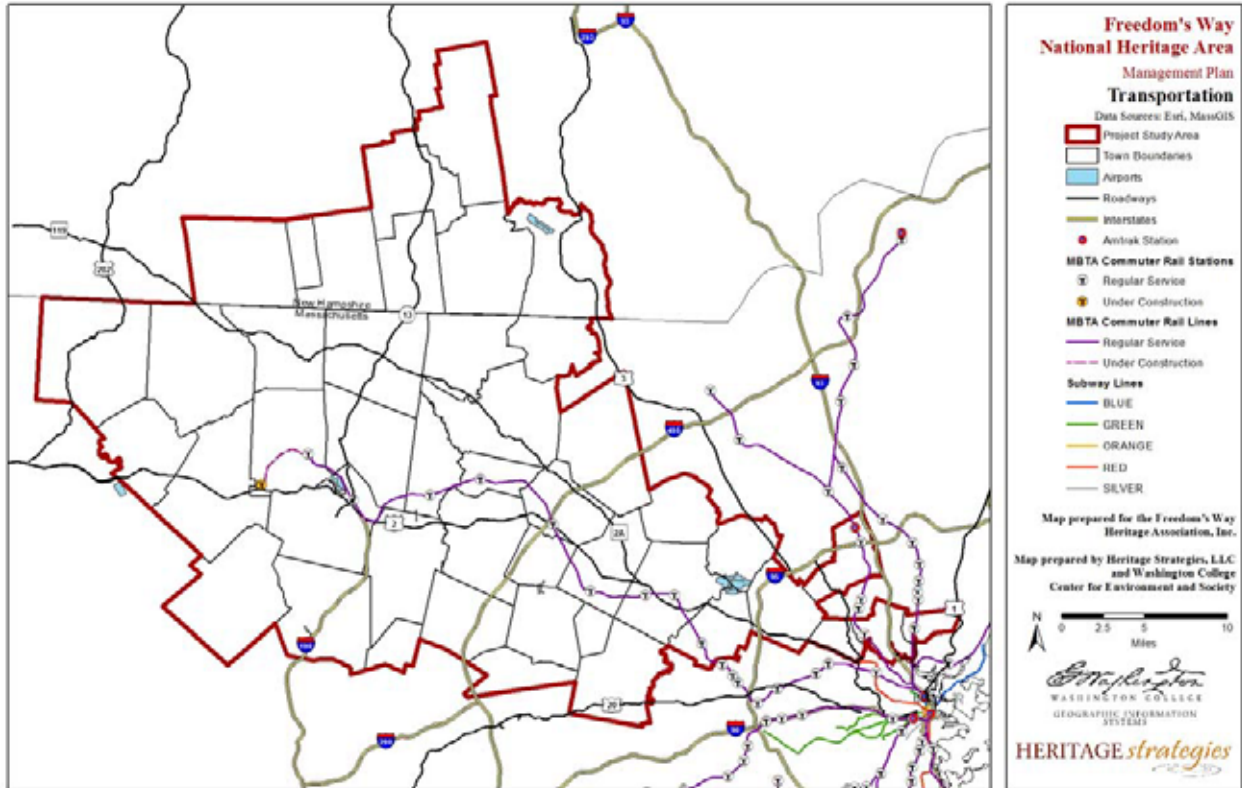
Interrupting this pattern are the several nineteenth century **mill towns** established at economically propitious points within the landscape. These towns, small cities really, are densely occupied with urban commercial and industrial cores along rivers and neighborhoods of wood framed residences around them. Most are now struggling economically. Some have their own suburban surroundings extending into the rural countryside.

Beneath all this later development is the landscape structure created by the natural landforms and their ecological tendencies as well as the manmade structure superimposed upon it by the region's Colonial settlers, which is central to the thematic interests of the heritage area. Colonial village centers and the old roads connecting them are evident everywhere, heavily developed but still extant in the urban southeast, pastoral and fully occupied in the suburbs, and forested and still functioning in the rural north and west. Past changes in land use are clearly visible in remnant features such as stone walls, field patterns, roads, and farm lanes as well as in patterns of successional plant communities that give evidence of previous use. The extensive woodlands of central Massachusetts and southern New Hampshire, a consequence of the widespread abandonment of farmland within the region, are a principal character-defining feature of the landscape.

As a consequence of its geological formation, varied low-lying landforms, small winding rivers, and significant wetlands, the landscape of the Freedom's Way National Heritage Area is complex. The landscape is rich in its varied detail, intimate spaces, and many possibilities for exploration. Landscape conservation and stewardship have become a principal focus of most communities within the heritage area, as the woodlands, meadows, wetlands, and waterways are recognized as community assets important to local quality of life. They are also historic assets.

The region's **transportation network** is characterized by overlapping layers of historic road development and its relationship to the expanding Boston metropolitan region. Beautiful and historically significant is the region's network of **small two-lane roads**, many of which connect historic village centers and which dated to Colonial and even Native American times. These roads follow the topography and showcase the intimate scale of the rolling landscape, often revealing new features and spatial experiences every few hundred yards. Historic turnpikes created in the early and mid-nineteenth century were among the first efforts to improve roads and facilitate transportation between towns.

At the opposite end of the scale, **Interstates** I-95 and I-495 are southwest-to-northeast beltways through the heritage area, providing important access points for entrance and departure at particular locations but not really facilitating travel within the heritage area. I-190 connects Leominster to Worcester and the Massachusetts Turnpike and is an important access to the western portion of the heritage area.



Regional connectors were established and further developed and improved in the early, mid, and late-twentieth century to expedite travel throughout central Massachusetts and southern New Hampshire. Many of these regional connectors were created by widening, straightening, and re-grading older historic roads. In some cases, new bypasses were constructed. Today, these roads provide for efficient travel, but they are less appealing as touring and biking routes due to their driving speeds, width, and commercial development. **Traffic** within the suburban metropolitan area can be heavy during morning and evening commutes with backups along heavily traveled roads in many places.

Perhaps most significant as a regional connector is the **Route 2** corridor, which begins in Arlington and has grown to become a divided highway extending west through Fitchburg and Gardener to western Massachusetts. Route 2 creates an east-west spine through the heritage area and facilitates access to many locations.

Massachusetts has long had an well-developed **rail system**, established in the nineteenth century, and has included an extensive electric railway network serving the Boston suburbs. The railroad network had a strong influence upon commercial and residential development within the region. While some railroad lines have been abandoned, railroads continue to serve the suburban communities and are an important commuter link to downtown Boston.

COMMUNITY ORGANIZATION AND GOVERNANCE

The organization of Freedom's Way into distinct towns as the principal form of governance as well as social and economic structure is fundamental to the region's culture and harkens back to its Puritan antecedents almost four hundred years ago. While this community structure is typical of New England as a whole, it has particular relevance to Freedom's Way and its central story associated with the events at Concord and Lexington. It was the British threat to local self-government throughout greater

Massachusetts that sparked the events of 1775. And it was this already well developed form of local governance that enabled a rapid and thorough response to that threat. Freedom's Way is the place to tell that story.

At the core of New England culture is the **tradition of self government, local control, and direct democracy**. Towns are the organizing unit for that tradition. In 17th and early 18th century New England, towns were established by authorized community groups who set about organizing and managing their jurisdictions with a great degree of local autonomy. Comprised of extended families, homogeneous in nature and belief, and moving in as complete groups, this form of settlement was unique to New England and did not occur in other places.

The **town meeting** was the means through which communities governed themselves. Broad participation was expected. Through the process of direct democracy in town meeting, residents themselves made decisions about every aspect of community activity and elected representatives of their peers to manage day-to-day affairs on their behalf. **Individual liberty within the context of community coordination and activity for the common good** was the basis of town governance. Residents had faith in government because they were part of it and had confidence that a frugal, prudent, local government could manage shared assets and accomplish certain things for the betterment of all.

That local tradition still exists today and is the key to successful implementation of the heritage area's program. Freedom's Way has the opportunity to implement program by inspiring, incentivizing, and supporting local grassroots action at the town level.

Today, **state law** in Massachusetts and New Hampshire establishes the primacy of town government as the vehicle for community organization and action. It also sets limits on those actions, helping to preserve individual freedoms. Intermediate units of government, such as counties, do not have extensive powers and, in Massachusetts, are practically nonexistent. At the state level, **incentivized programs** are offered in which towns may participate to their own betterment, but participation is largely voluntary.

Town meeting is central to local governance. **Cultivation of community support** is essential to getting anything done. The separate election of bodies with different areas of authority within the town (selectmen, planning board, zoning board, others) broadens responsibility among a number of local officials rather than concentrating it among a few.

A lot happens at the local level in Massachusetts and New Hampshire because of the capacity of **local initiative**. Local governance empowers engaged residents to undertake projects of their own making and their own initiative for the common good.

DEMOGRAPHICS

Population

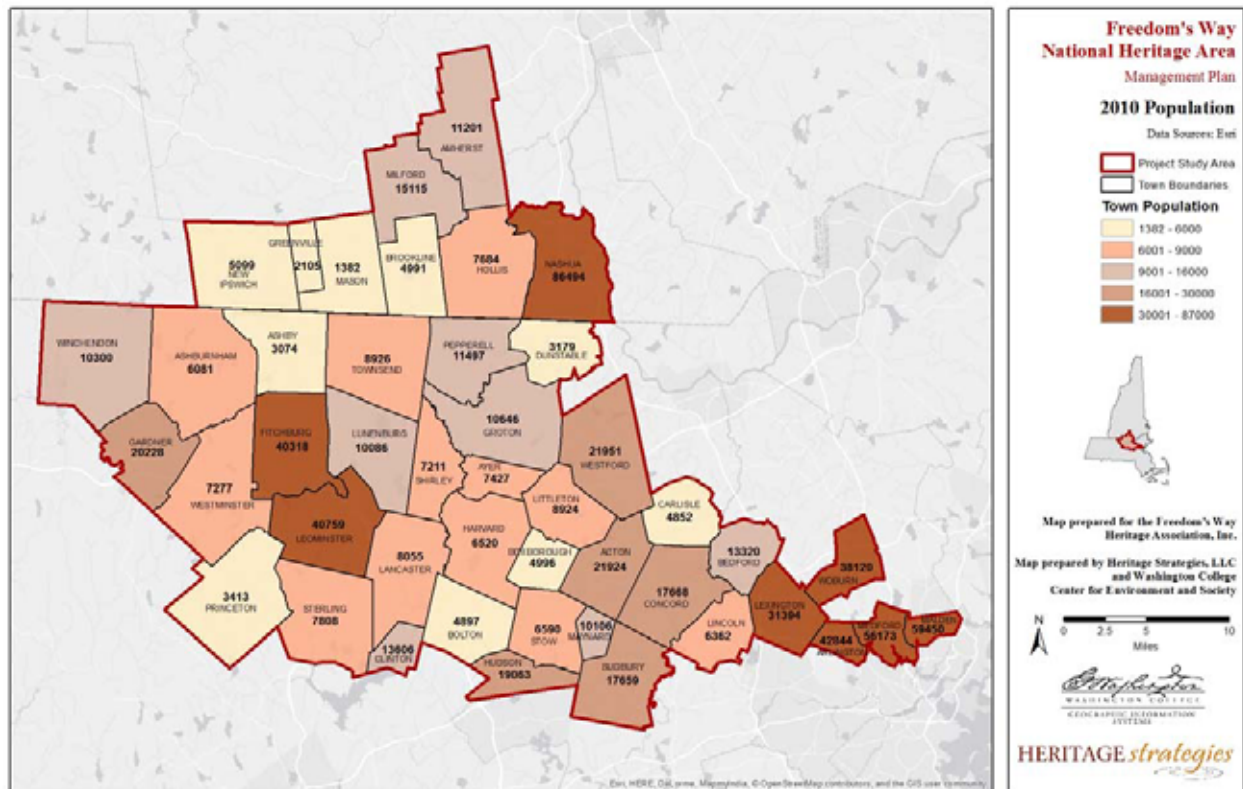
Population within the 45 communities of Freedom's Way has increased about 3.2% in the decade between 2000 and 2010. Current populations range from about 31,000 to 59,000 people in the southeastern urban towns; 13,000 to 20,000 in the suburbs; 5,000 to 7,000 in the outer suburbs, and 5,000 to 10,000 in the northwestern rural towns. The lowest population levels are in New Hampshire's Greenville (2,105) and Mason (1,382).

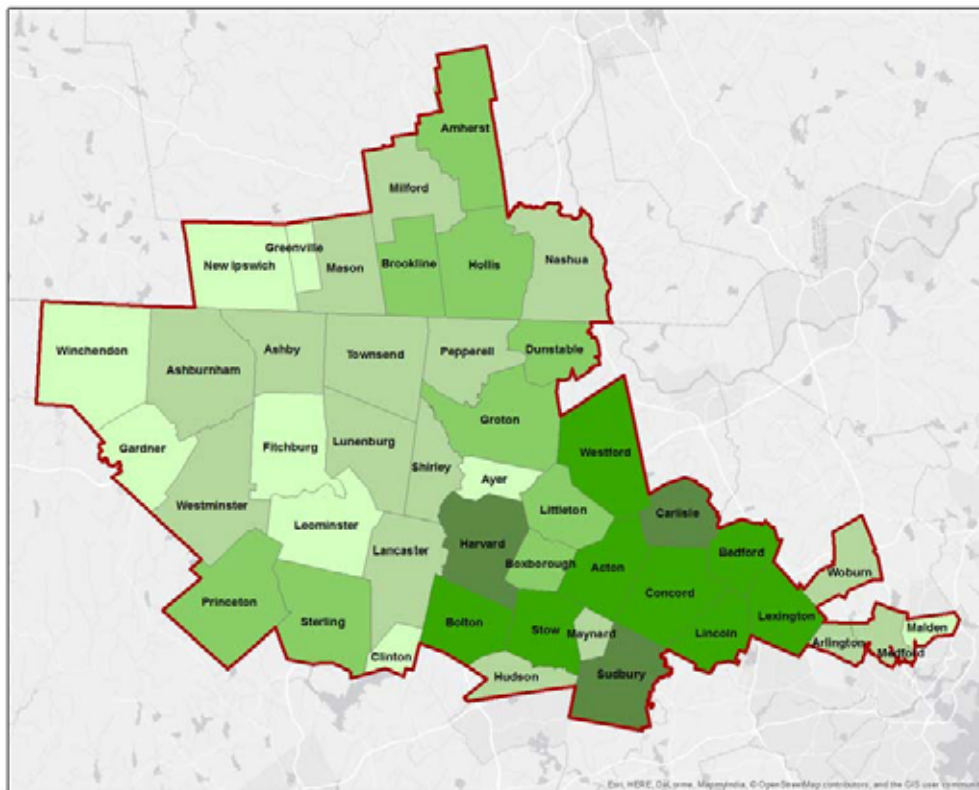
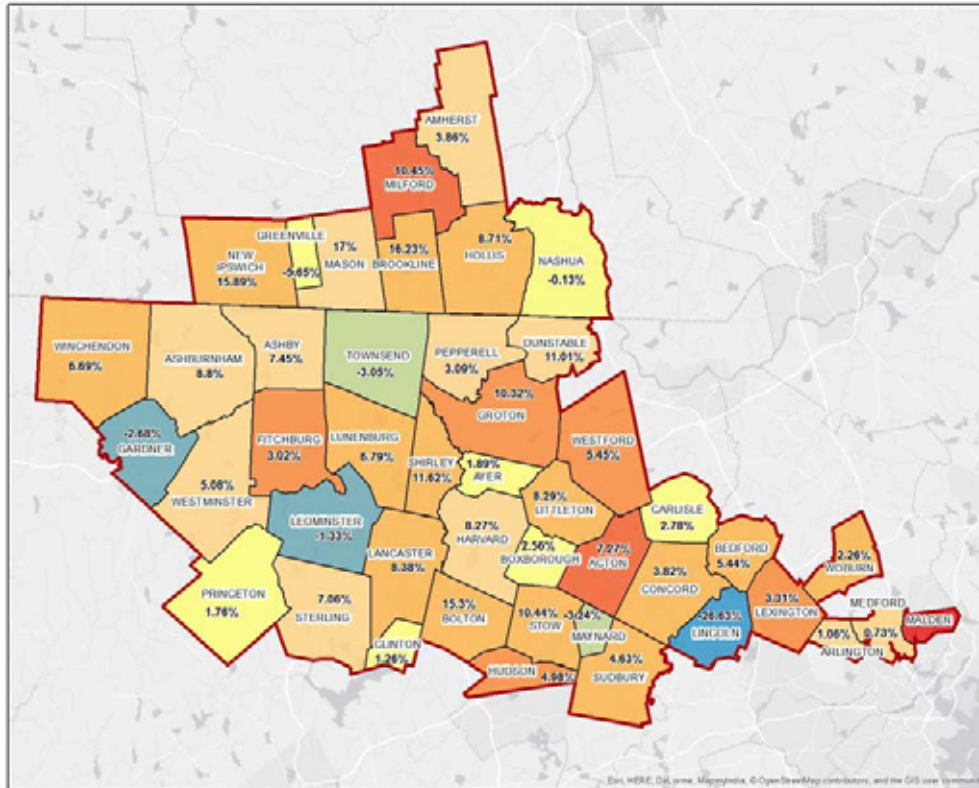
The mill towns range from about 10,000 to 40,000 in size, with Nashua the exception at 86,494, the highest population of any community within the heritage area. Mill town populations have stayed fairly steady between 2000 and 2010 with increases for Fitchburg and its suburb Lunenburg and decreases for Nashua and Maynard.

Looking at census figures over the past 80 years, it appears that there has been fairly steady population increase throughout the region with particular spikes in the 1960s and 70s in the suburbs of Acton, Concord, Bedford, Lincoln, and Groton. In the urban core of Medford, Malden and Arlington, population peaked in the 1970s, declined for a decade or two, and is now slowly rising again. In the rural west and north, low populations have risen steadily. In some cases increases appear dramatic due to increases in low overall population totals.

The largest population increases between 2000 and 2010 were in rural New Hampshire’s Mason (17%), Brookline (16.23%), and New Ipswich (15.89%). Bolton in led Massachusetts with an increase of 15.3%. In Massachusetts, increases occurred in Dunstable (11.01%), Groton (10.32%), Ashburnham (8.8%), Littleton (8.29%), Harvard (8.27%), Sterling (7.06%), Lunenburg (6.79%), and Winchendon (6.69%).

Decreases were seen in Lincoln (-26.63%), Greenville (-5.65%), Maynard (-3.24%), Townsend (-3.05), Gardner (-2.68), Leominster (-1.33), and Nashua (-0.13). The large decrease in Lincoln was due to a one-time special circumstance.





Income Level

Median household income, poverty level, and educational level maps for the heritage area illustrate how suburban communities around Boston are among the most affluent in the state. The affluent suburbs continue expanding west and north, even into southern New Hampshire. Rural western towns and mill towns are less affluent by comparison.

Racial Composition

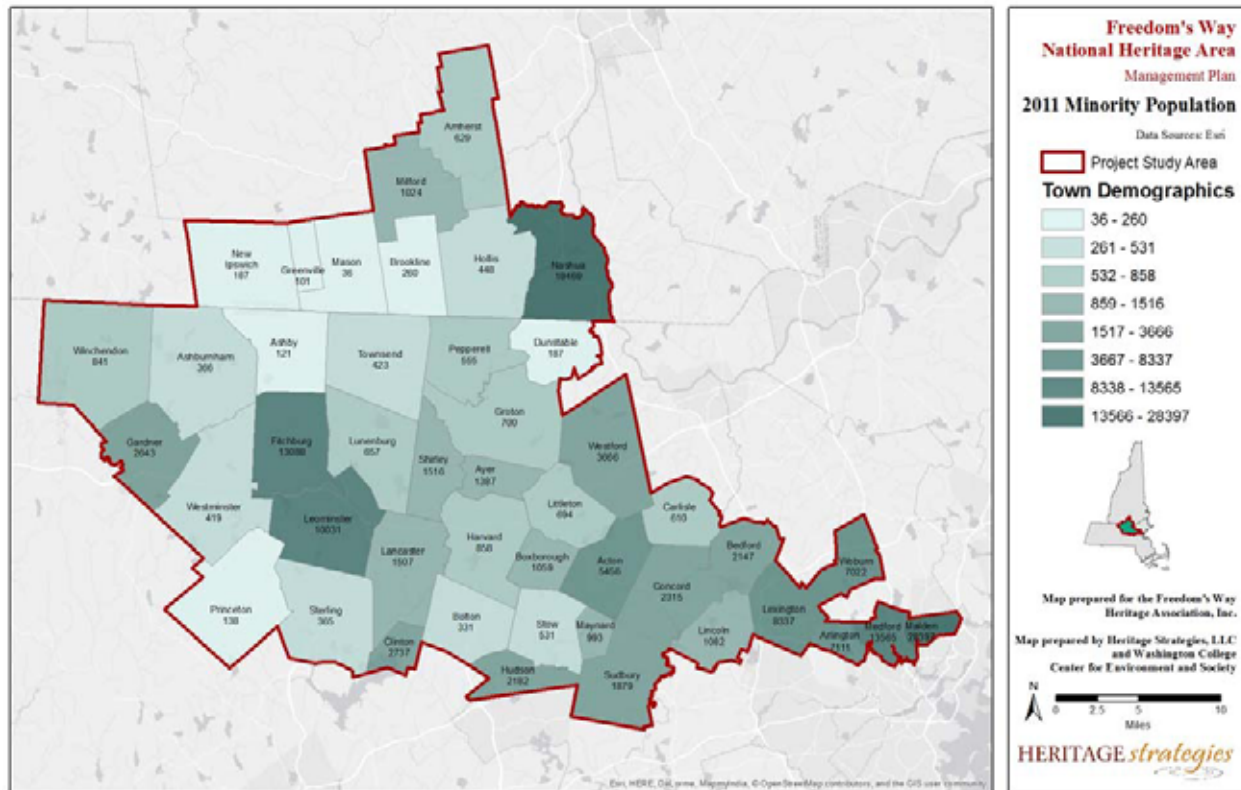
Overall, the population of Freedom’s Way is about 89% white. The limited minority populations include African Americans (2.9%), Asians (4.6%), and Hispanic (4.2%).

Larger concentrations of African Americans are located in the larger towns of Malden (8.2%) and Medford (6.1), each of which has over 55,000 in total population. Smaller towns with significant

African American populations include Ayer (5.7%), Lincoln (4.8%), Shirley (6.7%), and Harvard (4.5%).

The heritage area’s relatively large Asian population is spread across ten communities, most of which are urban and larger suburban towns. They include Acton (8.7%), Arlington (5.0%), Fitchburg (4.3%), Lexington (10.9%), Malden (14.0%), Nashua (6.5%), Westford (4.8%), and Woburn (4.9%). Smaller communities with Asian concentrations include Bedford (5.4%) and Boxborough (8.5%).

Individuals of Hispanic heritage also tend to be located in urban areas, including Malden (4.8%), Clinton(11.6%), Fitchburg (15.0%), Leominster (11.0%), and Nashua (9.8%). Smaller communities with significant Hispanic populations include Ayer (4.7%), Shirley (6.9%), and Harvard (6.1%).



COMMUNITY PLANNING

In keeping with the historical tradition of local governance, community planning in Massachusetts and New Hampshire is undertaken at the local level by individual towns. State law establishes the planning and zoning authority of towns and also its limits, providing protections for individual property and other rights. A variety of state non-profit organizations provide information and support for different planning topics and interests.

Most towns are comprised of **three administrative bodies**, each elected independently and each with roles in community planning and its implementation. The *Board of Selectmen* is responsible for overall town administration. The *Planning Board* reviews proposed subdivision and land development projects and also usually oversees preparation of the local comprehensive plan. The *Zoning Board of Appeals* reviews proposed changes to, or relief from, zoning regulations requested by property owners. Each entity has its own distinct area of authority, none reporting to another, and contested decisions of each are appealed directly to the state court system.

As noted previously, **town meeting** is the most important source of governing authority, the living embodiment of New England's tradition of direct, participatory democracy. Practically all matters of general administration and governance are put to a vote in town meeting, which takes place yearly (sometimes more often). Perhaps most important are approval of the town budget and any proposed changes to the town code, both of which directly affect planning. Towns with large populations use a form of representative town meeting in which a number of delegates are elected to represent the residents of various districts within the town because the population is too large for direct participation. Gaining approval of measures at town meeting requires extensive cultivation and support of local residents.

Most towns are administered by a **town manager** who reports to the Board of Selectmen. Staff sizes for towns working under the town manager vary based upon the size of the town, however most include at least administrative support, police, and public works staff responsible for road maintenance and public infrastructure. Cities have a slightly different organizational structure and more staff due to their larger size and increased public infrastructure. (See Appendix H for table offering details on town and city structure.)

Towns tend to have an array of **commissions and committees** of volunteers appointed by the Board of Selectmen to deal with various issues and aspects of local governance, many of which are planning related. State law authorizes administration over topics of public interest, such as affordable housing, water supply, or wetlands, and also provides incentive programs for public planning and enhancements. Many of these involve appointed commissions and committees. In Massachusetts, Conservation Commissions overseeing publicly owned lands, natural resources, and wetlands; Agricultural Commissions supporting agricultural planning and activities; and Community Preservation Act committees funding public enhancement projects are examples of state-enabled local programs with planning impacts. New Hampshire has similar laws and programs.

Many of the state programs are **important vehicles** for community planning initiatives, and the commissions and committees provide strong, active centers of support for implementing initiatives at the local level.

Local comprehensive plans are prepared by each community to establish a vision and to guide policy. Subdivision and land development ordinances and zoning ordinances are two primary sets of local planning regulations and are both authorized and limited by state law. Local ordinances are be tools for the implementation of policies outlined in the local comprehensive plan. Additional ordinances may be

created to take advantage of other planning mechanisms as inferred through the discussion of commissions and committees above.

Among the entities created at the state level to support local municipalities are **regional planning councils**. Both Massachusetts and New Hampshire divide their states into regions, each of which has a designated regional planning council or commission whose role is to help coordinate and support planning at the local level. Transportation planning is a large part of their mandate, but they also provide technical assistance for other aspects of planning to communities, many of which have small staffs and rely heavily upon volunteers. The support provided by the regional planning councils is the only source of professional planning services available to some towns. The regional councils also serve as arms of the state to help coordinate planning and growth management between communities on a regional basis.

However, the regional planning councils are not as well funded as they could be and are limited in the services they can provide to towns. Most rely upon fee-for-service projects requested by towns for a portion of the funding needed to support their staffs. They are therefore limited in the amount of visioning and support they can provide to towns and are not able to provide significant incentives to towns to undertake good planning.

Planning is therefore a **significant challenge** for the communities of Freedom's Way. Towns vary widely in the quality and extent of their planning and in the state-authorized planning programs they choose to implement. There can be limited incentive for communities to work together, and they can be protective of their own ways or even in conflict with their neighbors.

Nonetheless, towns and cities are the key vehicles through which to accomplish planning, conservation, preservation, and community enhancement goals. Their **strength** is in the **local knowledge** they have of their community and its landscape, the **strong interest** local residents have in the quality of their community, and in the extraordinary degree of **volunteerism** residents provide through participation in local community organizations and programs.

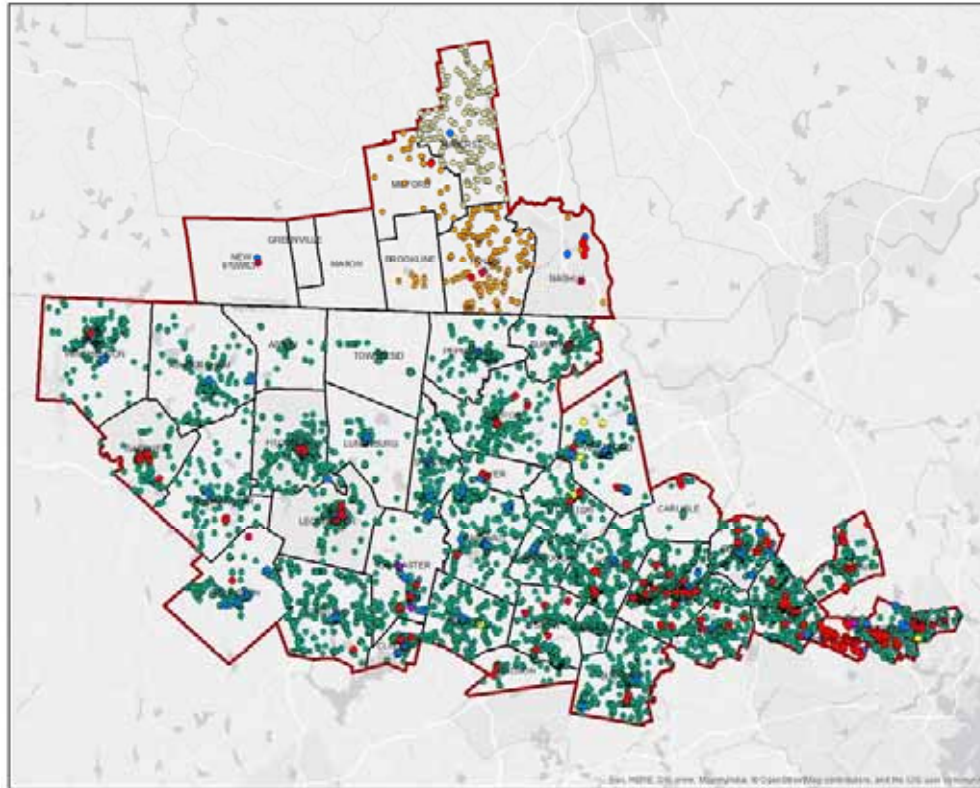
Key potential partners for community planning include:

- Local towns and cities
- Nashua Regional Planning Commission (NH)
- Montachusets Regional Planning Commission (MA)
- Metropolitan Area Planning Council (MA)
- Northern Middlesex Council of Governments (MA)
- Central Massachusetts Regional Planning Commission (MA)
- Southwest Regional Planning Commission (NH)
- WalkBoston
- Massachusetts Smart Growth Alliance

HISTORIC PRESERVATION

Communities within Freedom's Way, and New England in general, convey a strong sense of **historical identity**, particularly with their Colonial history. In part, this is because of the central place that historic town and village centers have within the community landscape and to the preservation of historic buildings and commons in village centers as community icons.

It is also because of the strength-of-story of Colonial times in New England. Metropolitan Boston has grown and expanded enormously, especially in the twentieth century, as have the many mill towns located along rivers in Massachusetts and New Hampshire. But the sense of Colonial history remains



Freedom's Way National Heritage Area Management Plan
Inventoried Historic Resources

Data Sources: National register of Historic Places accessed March 2015, Massachusetts Historical Commission accessed May 2015, Nashua Regional Planning Commission accessed March 2015

- Project Study Area
- Town Boundaries

National Register Points

- National Register Historic Buildings
- National Register Historic District
- National Register Historic Object
- National Register Historic Site
- National Register Historic Structure

New Hampshire Historic Points

- Nashua Regional Planning Commission Historical Inventory
- Aphenet Historical Inventory

Massachusetts Historic Points

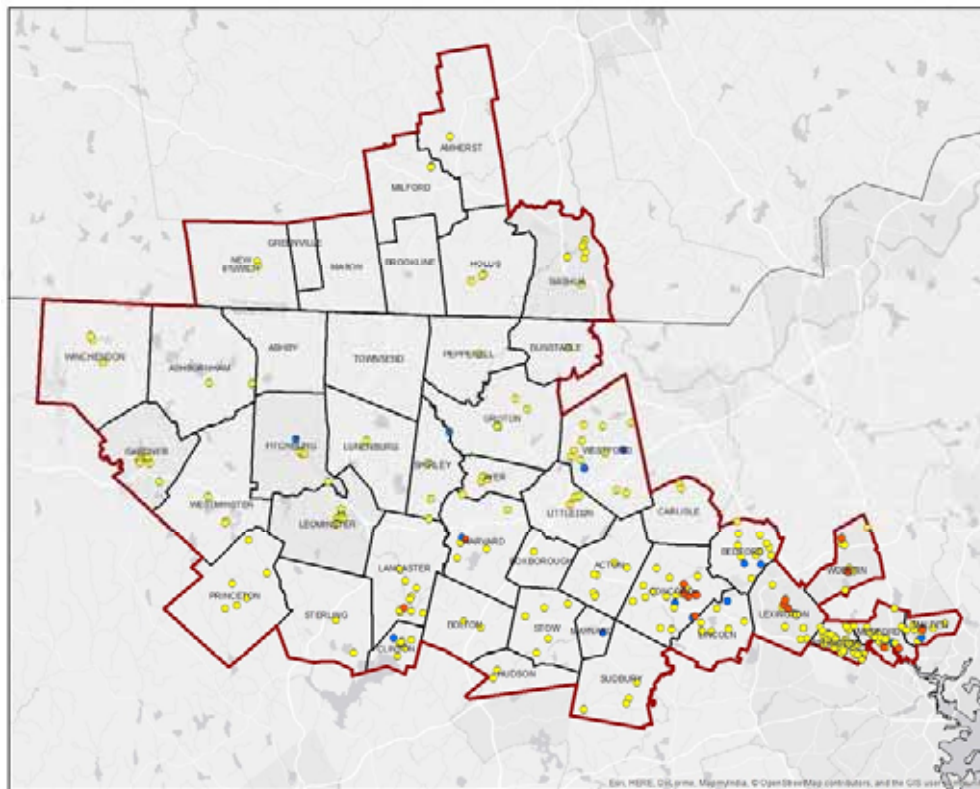
- MHC Inventory Points

Map prepared for the Freedom's Way Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

0 2.5 5 10 Miles

Heritage Strategies
 WASHINGTON COLLEGE
 GEOGRAPHIC INFORMATION SYSTEMS
 HERITAGE strategies



Freedom's Way National Heritage Area Management Plan
Sites & Districts Listed in the National Register of Historic Places

Data Sources: National Register of Historic Places accessed March 2015

- Project Study Area
- Town Boundaries

- National Register Historic District
- National Register Historic Site
- National Historic Landmark

Map prepared for the Freedom's Way Heritage Association, Inc.

Map prepared by Heritage Strategies, LLC and Washington College Center for Environment and Society

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Heritage Strategies
 WASHINGTON COLLEGE
 GEOGRAPHIC INFORMATION SYSTEMS
 HERITAGE strategies

pervasive in the New England landscape, and the stories of the Puritans and the Minute Men are of mythic proportions to the American experience.

In general, **historic resources**, especially buildings, are highly valued and widely recognized. Historical societies are present in almost every town, and most communities participate in some level of historic preservation programming. The need for preservation awareness is not limited to Colonial era resources but relates to resources from the region's entire history. **Community character** and quality of life is closely linked to the treatment of historic building and landscape resources.

The identification of building and landscape resources that are of historical significance and that contribute to the character of communities is not even or complete across the region. **Historic resource inventories** and surveys have been undertaken at the town level in many communities and tend to emphasize concentrations of 18th and 19th century buildings. Surveys are not complete across the entire area of every town, and they do not always identify significant resources from every era.

Information on local historic resource surveys are kept in town files and are compiled at the state level by the Massachusetts Historical Commission (MHC) and New Hampshire Division of Historic Resources (DHR). MHC has an accessible online database called the Massachusetts Cultural Resource Information System (MACRIS) that lists most surveyed resources within Massachusetts communities and provides

access to their survey forms. MHC is in the process of mapping its surveyed resources in the MassGIS database and verifying the locations of surveyed resources town-by-town. DHR does not yet have such a database. Examination of local historic resource surveys reveals that completion of comprehensive local surveys and the updating of older surveys is an ongoing need. Each state has only a limited amount of funding and staffing available to assist towns with the survey of resources within their boundaries. The first map on the preceding page shows surveyed historic resources in Massachusetts and New Hampshire from available data. The data for Massachusetts includes 15,584 individual survey sites. Because the data are different in each state, they are displayed in differing colors. [For display in the first chapter of the plan, for the sake of displaying uniformity between the two states, we are endeavoring to create a map of only National Register sites and districts (including NHLs); as seen in the second map, historic district data are questionable (large blue polygons covering thousands of acres), and so we have elected not to display it at this time in the primary document. Research continues during the NPS review phase to endeavor to complete a map of points only.]

MHC and DHR are designated as State Historic Preservation Offices within their respective states. The federal government administers a **nationwide historic preservation program** through the National Park Service in accordance with requirements of the National Historic Preservation Act of 1966 as amended. The National Historic Preservation Act was enacted to establish a process through which federal impacts on historic resources could be appropriately managed in collaboration with states. However, it also provided programs through which each state can offer services and programs to encourage historic preservation initiatives at the local level.

These programs have become the framework for grassroots historic preservation initiatives nationwide. In addition to these federal programs, Massachusetts and New Hampshire have created their own complementary **programs at the state level** that local communities can avail themselves of as well. More state-supported historic preservation programs are available in Massachusetts than in New Hampshire. In combination, however, these state and federal programs can be a very effective means through which local communities can preserve and manage historic resources.

The degree to which towns in Massachusetts and New Hampshire participate in federal and state historic preservation programming varies. A preliminary assessment has been made of preservation related programs and bylaws adopted by towns from information gathered by MHC and other sources.

The information needs to be verified on a town-by-town basis. Nonetheless, it appears to indicate that towns could avail themselves of additional mechanisms through which historic preservation could be encouraged. Examples of preservation related programs and bylaws include:

- Historic preservation chapters in town master plans or local comprehensive plans
- Community Preservation Act (Massachusetts)
- Flexible dimension zoning
- Transfer of development rights
- Local historic districts
- Certified Local Government program
- Design review board
- Demolition delay bylaw
- Scenic roads byway
- Heritage Landscapes Program (Massachusetts)
- Local land trusts

The **Heritage Landscapes Program** is an initiative undertaken through the Massachusetts Department of Conservation and Recreation through which participating communities are given assistance in identifying and prioritizing distinct historic landscapes within their borders. Twenty-two towns participated in a first round of heritage landscape inventories within Freedom's Way in 2006. How these identified landscapes can then be preserved is addressed in the study for each town. It is an excellent program and approach. The idea that each town is an evolving cultural landscape in its entirety, however, could be strengthened in both how the studies are conceived and how they are implemented.

Bottom line is that historic preservation is most effective when it happens through the grassroots level, through initiatives within individual towns. Due to limited capacity, the dependency upon volunteers, and turnover of personnel at the local level, information, guidance, planning support, and other forms of **technical assistance** for local communities is and **will remain an ongoing need**. State agencies do what they can, but are limited by funding and staff resources. Also, while they can be called upon for information and assistance, they do generally play a proactive advocacy role. Regional planning councils, discussed in a previous section, can provide support but do not generally take an active role in historic preservation programming.

Preservation Massachusetts and the New Hampshire Preservation Alliance are **state-wide non-profit organizations** that provide information, guidance, and technical assistance to local communities. They can also serve as advocates at the national, state, and local levels. They have a unique and important role, but are also limited by funding and staff capacity.

Key potential partners in historic preservation programming include:

- Local towns and cities
- Massachusetts Historical Commission
- New Hampshire Division of Historic Resources
- Preservation Massachusetts
- New Hampshire Preservation Alliance
- Massachusetts Department of Conservation and Recreation (heritage landscapes)

INTERPRETATION AND HERITAGE TOURISM

Interpretation and heritage tourism within Freedom's Way are presently concentrated around four primary topics as demonstrated by current tourism promotion:

- Concord and Lexington— events that sparked the Revolutionary War;
- Concord authors;

- Conservation and natural resources; and
- Specialty farms.

Most of the interpretive and heritage tourism activity is found within the Concord and Lexington vicinity. The large majority of heritage area communities have limited heritage tourism ambitions. The regional economy is not dependent upon heritage tourism income. Only a few towns, such as Lexington and Arlington, appear to actively organize and promote themselves as heritage tourism destinations.

Interpretation of the events associated with **Concord and Lexington** on April 19, 1775 is well developed. Minute Man National Historical Park is the principal attraction, but other attractions such as the Lexington Green and historic houses and Concord Museum are of high quality as well. Minute Man features two visitor centers, historic sites, historic houses, and Battle Road Trail, which extends the length of the roughly four-mile long park.

Minute Man is noted to have a visitation of about 1 million people a year, including about 14,000 students participating in over 300 educational programs. It is among the top ten visitor destinations in the state. With only two regular and three seasonal interpretive staff, the park is overwhelmed and greatly in need of added resources and capacity. Due to government budget reductions, staffing at Minute Man has decreased from about 39 to 27 people in recent years.

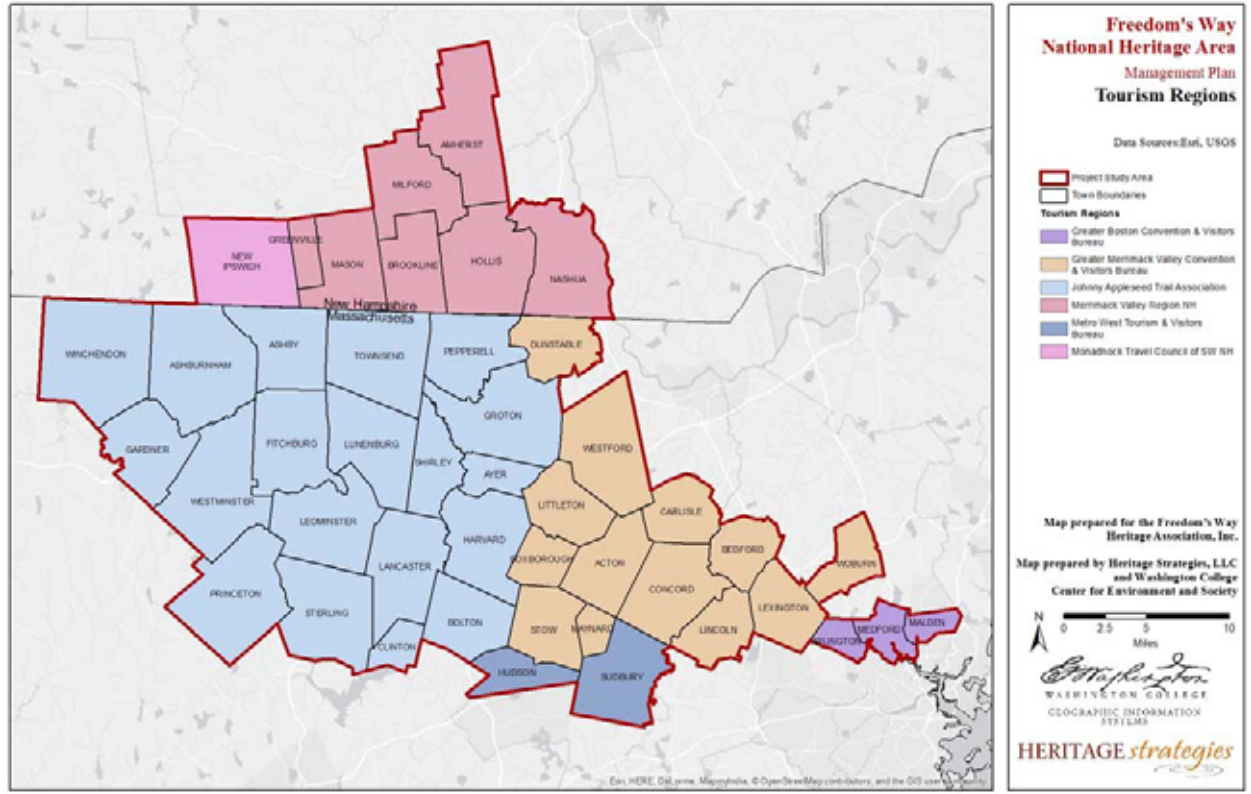
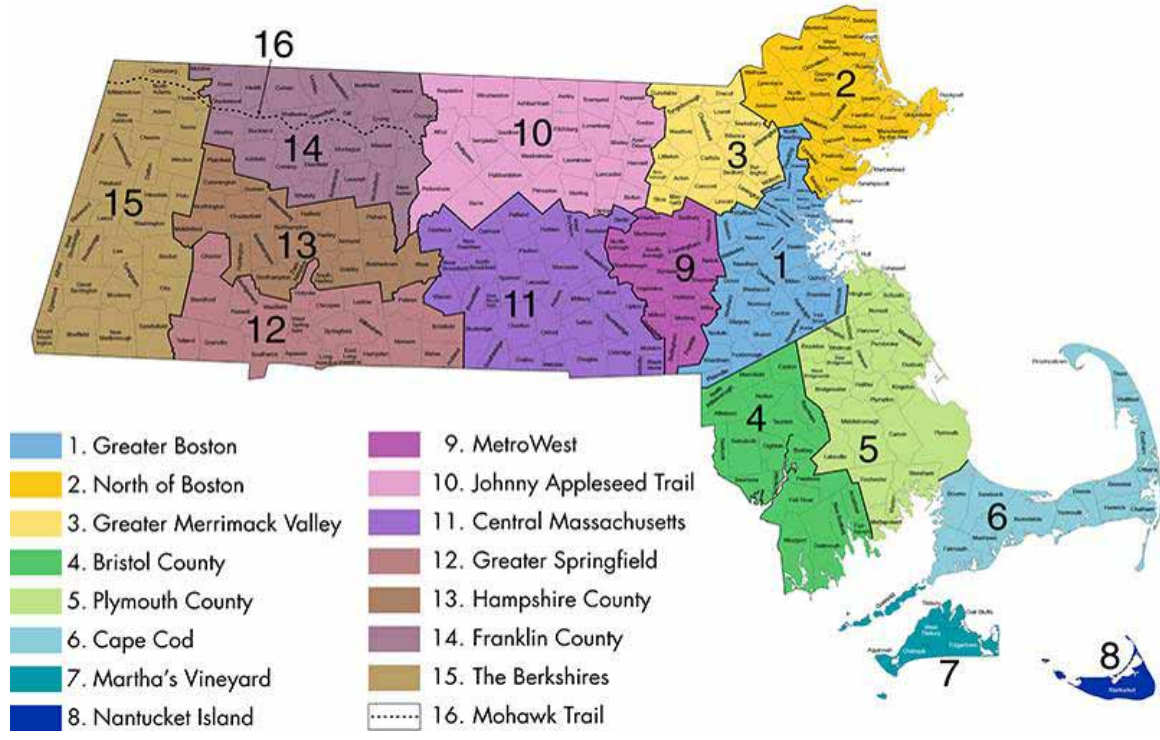
The stories of Concord's renowned **authors** intertwine with those of the Revolutionary War. Attractions include five house museums (four in Concord and one in Harvard) where various authors lived, as well as Walden Pond, made famous by Henry Thoreau. A guided trolley tour in Lexington and bike tours and step-on guides in Concord add to the interpretive offerings.

The towns of Concord, Lexington, Lincoln, and Arlington have collaborated in creation of the **Battle Road Scenic Byway** with technical assistance from the Metropolitan Area Planning Council. A byway committee has been created to coordinate its initiatives. The byway could undertake roadway enhancements, management, and promotions and could help coordinate interpretation and visitor experience.

Interpretive programming related to **conservation and natural resources** is undertaken at a number of venues throughout the heritage area. Drumlin Farm, Fruitlands Museum, and Beaver Brook Nature Center are three leading private non-profit venues with interpretive programming. A number of federal and state sites offer a range of programming as well as recreational opportunities. Perhaps this interpretive programming would be better framed as educational rather than heritage tourism related. A great deal of the programming offered is oriented toward students and is of great value and importance to the region. Two National Wildlife Refuges are located within the heritage area and are attractions for birders, walkers, and wildlife enthusiasts, however, they offer limited programming.

The Massachusetts Department of Agricultural Resources promotes farms, farm markets, and agricultural production throughout the state. Freedom's Way has a number of **specialty farms** that feature farm stands and pick-your-own opportunities. A particular concentration is located along the southern portion of the heritage area from Lincoln to Sterling. Regional farms are a significant visitor attraction particularly in the Fall.

Freedom's Way attractions are promoted primarily by two state-designated **regional visitor bureaus** that cover most of the Massachusetts portion of the heritage area. The visitor bureaus serve as brokers of information between the many communities and attractions, which can be a challenge. A key role is to put out information provided to them by communities and attractions to as wide an audience as possible. Despite limited funding support (derived from the state lodging tax), the visitor bureaus work well together and cross-promote when possible.



The Merrimack Valley Conference and Visitors Bureau, based in Lowell, features the attractions in Concord and Lexington as one of its principal marketing initiatives. The Johnny Appleseed Trail Association covers most of the central and western portions of the heritage area and features the country experience of farm stands, orchards, hiking, and biking to leisure travelers.

New Hampshire's tourism promotion is managed by the state's Division of Travel and Tourism Development. There are no regional visitor bureaus serving the **New Hampshire** communities located within Freedom's Way. New Hampshire designates tourism regions, however, which are thematically based and are promoted by the state and by local organizations, usually chambers of commerce. Most of the New Hampshire's heritage area communities are located in the Merrimack Valley Region, which is centered in the City of Merrimack. New Ipswich is located within the Monadnock Region, centered in Keene. Neither region features themes or attractions associated with the heritage area. The largest New Hampshire community within the heritage area, the City of Nashua, does not appear to have a tourism program.

Visitor service areas are not a prominent feature of the region's economy. Concord and Lexington and other urban towns feature shops and fine restaurants in their historic downtowns. Excellent restaurants are located in some other communities as well, most within the affluent suburban and rural suburban areas. Lodging tends to be located along the I-95 and I-495 corridors. However, there are some fine small inns and bed and breakfast establishments, again mostly within the affluent suburbs. Most commercial areas are oriented toward local residents rather than visitors. The central, northern, and western portions of the heritage area have few visitor services.

Historic villages throughout the heritage area tend not to be commercial centers but rather historic religious and community centers. Some feature small general stores. Later nineteenth century commercial town centers tend to be organized around railroad stations, some of which feature local restaurants. **Mill towns** are potential centers for heritage tourism services but are struggling economically. Heritage tourism does not appear to be a strong local economic development strategy. Some have restaurants, but they are not yet specifically developed as visitor destinations.

Key potential partners in interpretation and heritage tourism include:

- Minute Man National Historical Park
- Lexington Historical Society
- Lexington Chamber of Commerce
- Concord Museum
- Fruitlands Museum
- Orchard House
- Emerson House
- Battle Road Scenic Byway Committee
- Walden Pond State Reservation
- Drumlin Farm – Massachusetts Audubon Society
- Great Meadows National Wildlife Refuge
- Oxbow National Wildlife Refuge
- Beaver Brook Nature Center
- Historic New England
- Fitchburg Art Museum
- Museum of Russian Icons
- Local town museums
- Greater Merrimack Valley Convention and Visitors Bureau
- Johnny Appleseed Trail Association

- New Hampshire Division of Travel and Tourism Development
- Massachusetts Department of Conservation and Recreation
- Massachusetts Department of Agricultural Resources

EDUCATION

School districts in Massachusetts and New Hampshire are organized by town and city and are another example of local governance and control. Some towns with smaller populations partner with adjacent towns to create one district, sometimes entirely and sometimes just for the upper grades. Schools therefore have strong local affiliation with their communities.

At the state level, the *Massachusetts Department of Elementary and Secondary Education* and *New Hampshire Department of Education* provide guidance and support to local school districts as well as developing and implementing standards as authorized under state law. Both states have adopted **Curriculum Frameworks** that help educators understand what students should know and be able to demonstrate by providing clear goals for student learning. Both states have also participated in the national, state-led Common Core State Standards Initiative, the purpose of which is to establish a single set of clear educational expectations for English language arts/literacy and mathematics that states can share and voluntarily adopt.

The two content areas associated with state curriculum frameworks most pertinent to Freedom’s Way are *history/social studies* and *science* (including natural history and the environment). Both Massachusetts and New Hampshire have adopted curriculum frameworks for these two content areas dated to 2006, and adaptations that align to the common core standards have recently been made.

Educational and interpretive sites within Freedom’s Way that serve school groups have developed their programming to directly support the curriculum frameworks in order to make sure that their programs are as useful as possible. Some provide additional instructional materials that teachers can use to coordinate classroom instruction with field activities. These programs are important to make sure that the sites are as relevant as possible to the needs of students, teachers, and the educational community.

Freedom’s Way is home to three **community colleges** serving residents of towns within its boundaries. Community colleges present an important opportunity to engage with communities regionally and locally. *Nashua Community College* is part of the Community College System of New Hampshire serving the greater Nashua region including the New Hampshire towns within Freedom’s Way. *Mt Wachusett Community College* serves 29 towns and cities including communities within Freedom’s Way west of I-495. Mt Wachusett has campuses in Gardner, Leominster, and Devens. Freedom’s Way has partnered with Mt Wachusett on educational projects in the past.

The eastern portion of the heritage area is served by *Middlesex Community College*, with campuses in Bedford and Lowell. Middlesex Community College was founded in 1970 and has grown to become one of the largest community colleges in Massachusetts.

Education has historically been of great importance to Massachusetts communities and residents. The state is a world leader in educational institutions, many of which are located in the Boston metropolitan region. There is opportunity for the heritage area to partner with educational programs and faculty interested in its historical, conservation, and community focuses.

Freedom’s Way, however, is home to **five colleges and universities**. *Fitchburg State University*, part of the Massachusetts state university system, was founded in 1894 and has about 3,100 full and 4,000 part-time students. Begun as a normal (teacher’s) school, Fitchburg State now offers forty-nine undergraduate degree programs in eighteen academic departments as well as masters and other

graduate degree programs. *Tufts University* is nationally renowned private research university and is located in Medford in the southeastern portion of the heritage area.

Rivier University is located in Nashua and is a Catholic liberal arts university offering undergraduate, graduate and doctoral degrees through day and evening courses through 60 programs. The university has a total student population of 2,341. *Daniel Webster College*, also located in Nashua, is a privately owned college specializing in aviation disciplines as well as business management. *Atlantic Union College* in Lancaster, MA is a college of the Seventh Day Adventist Church that closed in 2011 due to financial problems and is reopening with degree programs in theology and health sciences.

Key potential partners in education include:

- Historic and natural resource educational and interpretive sites
- Local school districts
- Massachusetts Historical Society
- American Antiquarian Society
- Mt Wachusett Community College
- Middlesex Community College
- Nashua Community College
- Tufts University

CONSERVATION AND OPEN SPACE

Land conservation is an important topic within Freedom's Way. A look at the Land Use Map for Freedom's Way (see Geography and Landscape section above) gives an indication of the large amount of forested land within the heritage area. Most towns have undertaken land conservation initiatives including the purchase of significant amounts of public land with support from state entities, regional planning councils, and non-profit organizations. Almost every town within the heritage area has its own **land trust** which owns and manages conserved lands within its boundaries. Land conservation and the preservation of open space have received broad public support at the local level.

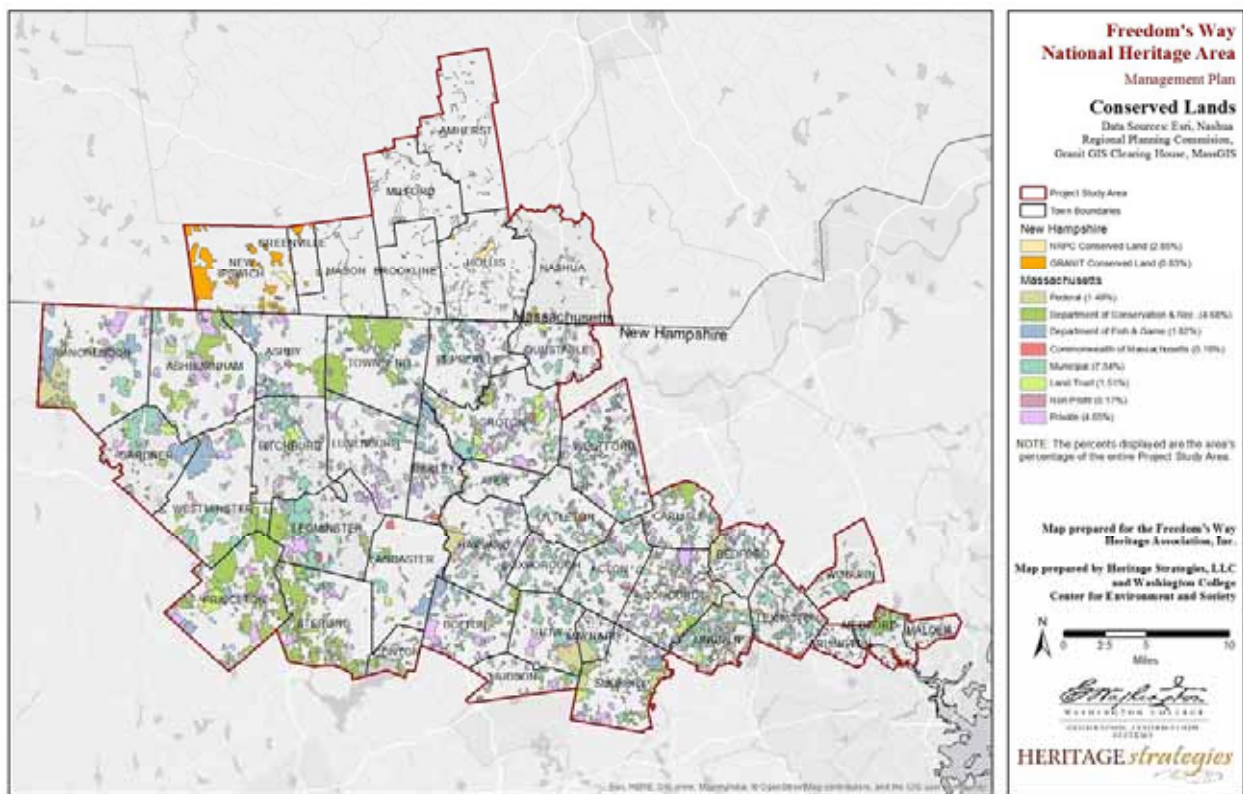
Historically, central Massachusetts and southern New Hampshire were predominantly agricultural with respect to land use and economy. Throughout the Colonial era, towns were established with cooperative, interdependent local networks supporting a farm economy. In the early nineteenth century as a national and international market economy expanded, farming began to change, with increased production for sale in distant markets, a shift toward specialization in crop production, and regional competition.

By the mid-nineteenth century, New England's poor glacial soils proved no match for the levels of agricultural production achieved in other regions. The development of a national railroad network accelerated regional competition, and New England's agricultural decline increased. Widespread abandonment of farmland took place across New England in the late nineteenth and early twentieth centuries. Successful farm operations adapted to and specialized in orchards, dairy, beef, and other products. The amount of land returning to successional woodland increased.

Today, much of the region has returned to forest. The **Harvard Forest** of Harvard University in Petersham has studied historic land use in Massachusetts and New England and continues to study its ecological condition and ramifications. In collaboration with other New England partners, Harvard Forest promotes the region's return to forest as a great natural asset and advocates for community planning and forest management 'best practices' that will further strengthen and enhance this asset. A vision for the future of New England forests, the *Wildlands and Woodlands Initiative*, has been prepared that offers a strong direction for forest growth, management, and integration with local communities.

As mentioned, the conservation of forested lands in local towns has been widespread and has had local public support. State incentives such as the Community Preservation Act in Massachusetts have helped provide funding for conservation actions through purchase of land and/or purchase of conservation restrictions on land. Local land trusts provide a vehicle for **grassroots conservation initiatives**. State and national regulations to preserve wetlands, abundant in New England’s glacial landscape, contribute to the amount of preserved lands and help establish networks and linkages with the goal of creating ecologically sustainable areas of conserved lands.

In addition to the extensive amount of locally conserved lands, large areas of wetland and forest are preserved by the state and federal governments as state forest and national wildlife refuges. **State and regional organizations** such as the Massachusetts Audubon Society and Nashua River Watershed Association actively work on large-scale conservation initiatives, often in collaboration with state and federal agencies, as well as advocating for land conservation and best practices management at the local level.



All of this conserved land provides extensive opportunities for public **recreation**, especially trail development. Scenic driving, bicycling forested back roads, and paddling on the region’s rivers are also popular activities and are promoted by the regional visitor bureaus. The Montachusett Regional Planning Commission has mapped trails on local town lands throughout its region, promotes trail usage, and is strategizing on ways to establish regional trail connections.

Trails and other recreation uses of conserved lands help promote the lands as community assets for the benefit of local residents. They are also a means through which to build support for continued conservation initiatives.

From a historical perspective, the Freedom’s Way landscape is a **cultural landscape** that has been influenced and changed by a combination of natural factors and by the hand of man over many

centuries. The stories of the land, both natural and cultural, can be read in the land. This landscape is already being used for educational, interpretive, and recreational programming, and these uses have additional potential.

Key potential partners in conservation include:

- Local towns and land trusts
- Regional planning councils
- Harvard Forest
- Highstead (Wildlands and Woodlands Initiative)
- Beaver Brook Association
- Peabody Mill Environmental Center
- Fruitlands Museum
- Massachusetts Audubon Society
- Nashua River Watershed Association
- Montachusett Regional Trail Coalition
- Oxbow and Great Meadow National Wildlife Refuges
- Massachusetts Department of Conservation and Recreation

AGRICULTURE

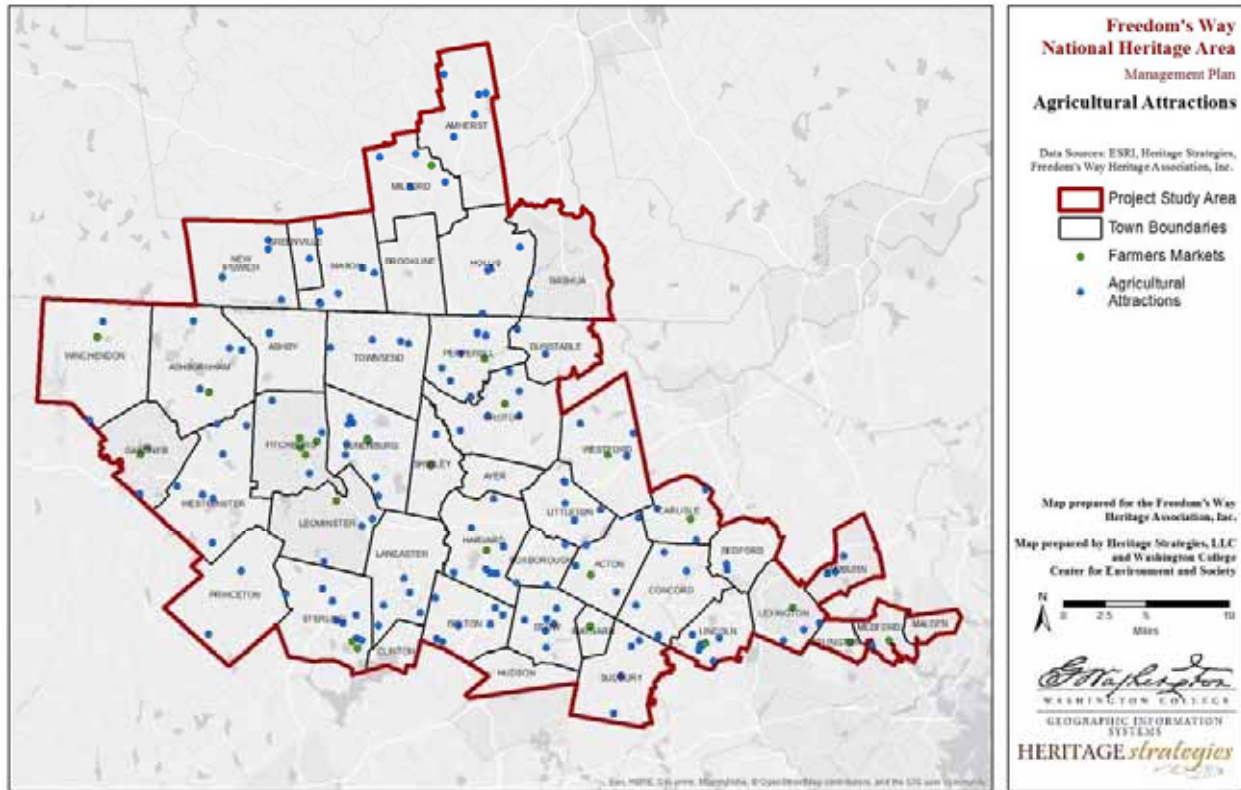
As indicated above, the region's conservation story is intimately intertwined with **changes in agriculture** and land use over the past hundreds of years. Native American agriculture, Colonial agriculture, market agriculture, and specialized forms of agriculture have each used the landscape differently and each has their own stories. These stories can be told in towns and on conserved lands throughout Freedom's Way.

Today's specialty farms of orchards, beef, garden crops, and farm markets are **economic assets** that are supported by state agencies such as the Massachusetts Department of Agricultural Resources through its MassGrown program. Many are publicly accessible and are promoted as regional attractions by the regional visitor bureaus. They are an important part of their local communities. Freedom's Way has recognized the importance of regional agriculture and has conducted workshops and created programming in its support.

Collaborators from several of New England's leading universities and other organizations have prepared a vision for the future of agriculture in New England building upon New England's history and the nature of the land. The recently released document, *A New England Food Vision*, analyzes the food needs and capabilities of the region and proposes how sustainable agriculture can be developed over the next fifty years to strengthen the social, economic, and environmental landscape and enhance quality of life.

Key potential partners in agriculture include:

- Local farms and farm markets
- Drumlin Farm
- Land for Good
- New Entry Sustainable Program
- Collaborators in *A New England Food Vision*
- Johnny Appleseed Trail Association
- Greater Merrimack Valley Convention and Visitors Bureau
- Massachusetts Department of Agricultural Resources
- New Hampshire Department of Agriculture



ARTS AND CULTURE

At the state level, arts and culture are promoted through the New Hampshire State Council on the Arts and the Massachusetts Cultural Council. Both agencies promote the arts through a combination of grant programs, partnerships, and services for nonprofit cultural organizations, schools, communities, and artists. New Hampshire features a special program on **folklife and traditional arts**. Among its programs is a listing of traditional artists and cultural specialists who can present at schools and community gatherings.

The Massachusetts Cultural Council administers a **Cultural Districts Initiative** in which specific areas within communities that meet certain criteria may become designated as 'cultural districts,' become promoted, and be eligible for matching grants.

Cultural districts help local arts, humanities, and science organizations improve the quality and range of their public programs so that more local families can benefit from them. They enhance the experience for visitors and support local business. They attract artists, cultural organizations, and entrepreneurs of all kinds, enhancing property values and making communities more attractive.

The Cultural District Initiative makes special note of the **history and authenticity** of Massachusetts communities as a distinctive attribute. Within Freedom's Way, only Concord Center has taken advantage of this statewide program by becoming designated as a Cultural District.

The two primary visitor bureaus within Freedom's Way feature the following leading cultural attractions in their promotional materials:

- deCordova Sculpture Park and Museum Lincoln
- Fitchburg Art Museum Fitchburg
- Gallery of African Art Clinton

- Museum of Russian Icons Clinton

Significant local arts and cultural organizations are present in a number of communities and may be featured as attractions and centers of local educational and cultural activities similar to historical societies.

Key potential partners in arts and culture include:

- Local arts and culture organizations
- Local libraries
- deCordova Sculpture Park and Museum
- Fitchburg Art Museum
- Gallery of African Art
- Museum of Russian Icons
- Johnny Appleseed Trail Association
- Greater Merrimack Valley Conference and Visitors Bureau
- New Hampshire State Council on the Arts
- Massachusetts Cultural Council
- Massachusetts Humanities Foundation

APPENDIX D1 – Interpretive Attractions in Freedom’s Way National Heritage Area

	Attraction	Location (Listed by Town)	Site	Area	Heritage Area Themes			Organization / Interpretive Topics
					A Mosaic of Subtle Beauty	Inventing the New England Community	Revolution- ary Ideas: Visionaries and Experi- menters	
National Park								
1	Minute Man National Historical Park - North Bridge Visitor Center	174 Liberty Street, Concord, MA 01742	■	■		■	■	National Park Service / Concord & Lexington, Battle Road
2	Minute Man National Historical Park - Minute Man Visitor Center	250 North Great Road, Lincoln, MA 01773	■	■		■	■	National Park Service / Concord & Lexington, Battle Road
National Wildlife Refuges								
3	Assabet River National Wildlife Refuge	680 Hudson Road, Sudbury, MA 01776	■	■	■			US Fish & Wildlife Service / landscape, natural resources, wetlands
4	Great Meadows National Wildlife Refuge	73 Weir Hill Road, Sudbury, MA 01776	■	■	■			US Fish & Wildlife Service / landscape, natural resources, wetlands
5	Oxbow National Wildlife Refuge	Devens, MA 01434		■	■			US Fish & Wildlife Service / landscape, natural resources, wetlands
State Reservations & Parks								
7	Walden Pond State Reservation	915 Walden Street, Concord, MA 01742	■	■	■		■	MA Department of Conservation and Recreation / landscape, natural resources
8	Dunn Pond State Park	289 Pearl Street, Gardner, MA 01440	■	■	■			MA Department of Conservation and Recreation / landscape, natural resources
9	Middlesex Fells Reservation	581 Fellsway E, Malden, MA 02148*	■	■	■		☐	MA Department of Conservation and Recreation / landscape, natural resources
10	Wachusett Mountain State Reservation	345 Mountain Road, Princeton, MA 01541	■	■	■			MA Department of Conservation and Recreation / landscape, natural resources

* Address is for mapping purposes; Botume House Visitor Center is at 4 Woodland Rd Stoneham, MA 02180

APPENDIX D1, cont'd – Interpretive Attractions in Freedom’s Way National Heritage Area

	Attraction	Location	Site	Area	Heritage Area Themes			Organization / Interpretive Topics
					A Mosaic of Subtle Beauty	Inventing the New England Community	Revolutionary Ideas: Visionaries and Experimenters	
Regional Natural Resource Attractions								
11	Peabody Mill Environmental Center	66 Brook Road, Amherst, NH 03031	■	■	■			Town of Amherst / landscape, natural resources
12	Beaver Brook Nature Center	117 Ridge Road, Hollis, NH 03049	■	■	■	■		Beaver Brook Association / landscape, natural resources, agriculture
13	Drumlin Farm Wildlife Sanctuary	208 South Great Road, Lincoln, MA 01773	■	■	■	■		Mass Audubon / agriculture, landscape, natural resources
14	Wachusett Meadow Wildlife Sanctuary	113 Goodnow Road, Princeton, MA 01541	■	■	■			Mass Audubon / landscape, natural resources, agriculture
Historical Societies - See list on page 46 of the management plan								
Historic Site Museums								
15	Faulkner Homestead	5 High Street, Acton, MA 01720	■			■		Iron Works Farm / 1702 house, town heritage
16	Jones Tavern	128 Main Street, Acton, MA 01720	■			■		Iron Works Farm / 1732 tavern, town heritage
17	Old Schwamb Mill	17 Mill Ln, Arlington, MA 02476	■			■		Schwamb Mill Preservation Trust/19th century frame mill (still operating) and 300-year-old mill site
18	Jason Russell House	7 Jason Street, Arlington, MA 02476	■			■		Arlington Historical Society / historic house, Concord & Lexington, Battle Road
19	Ralph Waldo Emerson House	28 Cambridge Turnpike, Concord, MA 01742	■				■	Privately owned by the family / Ralph Waldo Emerson

APPENDIX D1, cont'd – Interpretive Attractions in Freedom’s Way National Heritage Area

	Attraction	Location	Site	Area	Heritage Area Themes			Organization / Interpretive Topics
					A Mosaic of Subtle Beauty	Inventing the New England Community	Revolutionary Ideas: Visionaries and Experimenters	
20	The Old Manse	269 Monument Street, Concord, MA 01742	■			■		The Trustees of Reservations / Emersons, Hawthorne
21	Caesar Robbins House	324 Bedford Street, Concord, MA 01742	■				■	The Drinking Gourd Project / early African American history in Concord
22	Louisa May Alcott's Orchard House	399 Lexington Road, Concord, MA 01742	■				■	Louisa May Alcott Memorial Association / Alcott
23	The Wayside	455 Lexington Road, Concord, MA 01742	■				■	MMNHP / Alcotts, Hawthorne, Margaret Sidney
24	Thoreau Farm	341 Virginia Road, Concord, MA 01742	■			■	■	Thoreau Farm Trust / Thoreau birthplace
25	The Gardner Museum	28 Pearl Street, Gardner, MA 01440	■			■		The Gardner Museum, Inc. / local history, collections
26	Gardner Heritage State Park	26 Lake Street, Gardner, MA 01440	■			■		DCR, Dunn State Park / local industry
27	Buckman Tavern	1 Bedford Street, Lexington, MA 02420	■			■	■	Lexington Historical Society / Concord & Lexington
28	Hancock-Clarke House	36 Hancock Street, Lexington, MA 02420	■			■	■	Lexington Historical Society / Concord & Lexington
29	Munroe Tavern	1332 Massachusetts Avenue, Lexington, MA 02420	■			■	■	Lexington Historical Society / Concord & Lexington

APPENDIX D1, cont'd – Interpretive Attractions in Freedom’s Way National Heritage Area

	Attraction	Location	Site	Area	Heritage Area Themes			Organization / Interpretive Topics
					A Mosaic of Subtle Beauty	Inventing the New England Community	Revolutionary Ideas: Visionaries and Experimenters	
30	Codman Estate	34 Codman Road, Lincoln, MA 01773	■			■		Historic New England / 1700s-1800s estate
31	Gropius House	68 Baker Bridge Road, Lincoln MA 01773	■			■		Historic New England / Walter Gropius
32	Royall House and Slave Quarters	15 George Street, Medford, MA 02155	■			■		Royall House and Slave Quarters / 18th century history and life
33	Longfellow's Wayside Inn	72 Wayside Inn Road · Sudbury, MA 01776	■		■	■	■	Longfellow's Wayside Inn/18th and 19th century history and life
34	Barrett House	79 Main Street, New Ipswich, NH 03071	■			■		Historic New England / 1800s estate, mill town
Other Museum Attractions								
35	The Discovery Museums	177 Main Street, Acton, MA 01720	■				■	The Discovery Museums / science and learning for young people
36	Cyrus E. Dallin Art Museum	611 Massachusetts Avenue, Arlington, MA 02474	■				■	Cyrus E. Dallin Art Museum / work of American sculptor Cyrus Dallin; Historic Jefferson Cutler House
37	Gallery of African Art	62 High Street, Clinton, MA 01510	■				■	Gallery of African Art / African art and culture
38	Museum of Russian Icons	203 Union Street, Clinton, MA 01510	■				■	Museum of Russian Icons / Russian visual arts
39	The Fort Devens Museum	94 Jackson Road, Devens, MA 01434	■			■		The Fort Devens Museum / history of Fort Devens

APPENDIX D1, cont'd – Interpretive Attractions in Freedom’s Way National Heritage Area

	Attraction	Location	Site	Area	Heritage Area Themes			Organization / Interpretive Topics
					A Mosaic of Subtle Beauty	Inventing the New England Community	Revolutionary Ideas: Visionaries and Experimenters	
40	Fruitlands Museum	102 Prospect Hill Road, Harvard, MA 01451	■	■	■	■	■	Fruitlands Museum / Alcotts, Transcendentalism, Shaker heritage, Native American culture, American art, natural woodlands
41	Concord Museum	200 Lexington Road, Concord MA 01742	■			■	■	Concord Museum / Concord, Concord & Lexington
42	National Heritage Museum/Scottish Rite Masonic Museum & Library	33 Marrett Road, Lexington, MA 02421	■			■	■	Scottish Rite Masonic Museum & Library/American history
43	Fitchburg Art Museum	185 Elm Street, Fitchburg, MA 01420	■				■	Fitchburg Art Museum / visual arts
44	deCordova Sculpture Park and Museum	51 Sandy Pond Road, Lincoln, MA 01773	■				■	deCordova Sculpture Park and Museum / visual and performing arts
45	Tufts University Art Gallery	40 Talbot Avenue, Medford, MA 02155	■				■	Tufts University/contemporary art

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Appendix D2 – Agricultural Attractions in Freedom’s Way National Heritage Area

Agricultural Attraction	Location (Listed by Town)
Arlington MA 02474	
1 Arlington Farmers' Market	Massachusetts Ave & Pleasant St-Russell Common Parking Lot
Acton MA 01720	
2 Butter Brook Farm	982 Main Street
3 Acton Farmers' Market	Pearl St-West Acton Village
4 Cucurbit Farm	32 Parker Street
5 Idylwilde Farm Inc.	366 Central Street
6 Nyala Farm	225 Newtown Road
Ashburnham MA 01430	
7 Amburgey Farm Sugarhouse	220 Rindge Turnpike Rd.
8 Ashburnham Farmers' Market	84 Main Street-Ashburnham Community Church
9 Breezy Hill Farm	35 Lashua Road
10 Odd Pine Farm	122 Ferin Road
11 Timberlost Farm	327 Ashby Road
Ashby MA 01431	
12 Carraig Farm	179 West Road
Bedford MA 01730	
13 Chip-In-Farm	
14 New England Nurseries	
Bolton MA 01740	
15 Bolton Orchards	125 Still River Road
16 Bolton Spring Farm	159 Main Street
17 Great Brook Farms	356 Main Street
18 Nashoba Valley Winery Orchard & J's Restaurant	100 Wattaquadoc Hill Road
19 Nicewicz Family Farm	116 Sawyer Road
20 Pleasant Garden Daylilies	111 Coventry Wood Road
21 Schartner Farm	211 West Berlin Road
22 Westview Farms	631 Stow Road

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
Boxborough MA 01719		
23	Winston-Folley Farm	69 Depot Road
Carlisle MA 01741		
24	Carlisle Farmers' Market	343 Bedford Rd-Kimballs Ice Cream Stand Rt. 225
25	Great Brook Farm State Park	247 North Road
26	Sorli Farm	1081 Westford Street / Rt. 225
27	Sweet Autumn Farm	180 Prospect Street
Concord MA 01742		
28	Colonial Gardens	442 Fitchburg Tpk. Route 117
29	Hutchins Farm	754 Monument Street
30	Marshall Farms	171 Harrington Ave
31	Saltbox Farm	40 Westford Road
32	Verrill Farms	11 Wheeler Road
Dunstable MA 01827		
33	Goss Farm	446 Pleasant Street
34	Patenaude Farm	158 River Street
Fitchburg MA 01420		
35	Cauley's Garden Center	649 South Street
36	Fitchburg Winter Farmers' Market	25 Merriam Parkway-Fitchburg Art Museum
37	Fitchburg/Burbank Hospital Farmers' Market	275 Nichols Road-Health Alliance Hospital
38	Fitchburg/Riverfront Park Farmers' Market	Boulder Drive-Riverfront Park
39	Fitchburg/Wallace Civic Center Farmers' Market	1000 John Fitch Highway-Wallace Civic Center parking lot
40	Marshall Farm	340 Marshall Road
41	Winter Hill Farm	1020 Ashby West Road
Gardner MA 01440		
42	Anderson Farm	386 Whitney Street

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
43	Gardner Farmers' Market	Park St & Osgood St-Monument Park
44	Gardner/Heywood Hospital Farmers' Market	242 Green St.-Heywood Hospital
Groton MA 01450		
45	Autumn Hill Orchards	495 Chicopee Row
46	Fantasy Acres Farm	186 West Main Street
47	Groton Farmers' Market	160 Chicopee Row-Williams Barn
48	Helene's Stables	435 Martin's Pond Road, Groton
49	Kirk Farm	21 Wyman Road
50	The Herb Lyceum at Gilsons	368 Main Street
Harvard MA 01451		
51	Captain Pollard's Flintlock Farm	327 Still River Road
52	Carlson Orchards Inc.	115 Oak Hill Road
53	Doe Orchards	327 Ayer Road
54	Hammerhead Farm	56 Westcott Road
55	Harvard Farmers' Market	27 Mass Ave-Hildreth Elementary School
56	Hazel U-Pick	13 Westcott Road
57	Old Frog Pond Farm	38 Eldridge Road
58	Phil's Apples	24 Prospect Hill Road
59	Still River Winery	104 Bolton Road
60	Westward Orchards Farm Store	178 Massachusetts Ave. (Rt. 111)
Lancaster MA 01523		
61	Apple Lane Farm	2393 Main Street Rte. 117
62	Bob's Turkey Farm	181 Old Common Road
63	Deershorn Farm	45 Chace Hill Road
64	George Hill Orchards	582 George Hill Road

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
65	Harper's Farm & Garden	1539 North Main St
66	Lancaster Farmers' Market	Town Green-Town Green
Leominster MA 01453		
67	Gove Farm	925 Mechanic Street
68	Harper's Farm	318 Harvard Street
69	Leominster/Health Alliance Hospital Farmers' Market	60 Hospital Rd.-by the gift shop
70	Sholan Farms	1125 Pleasant St.
Lexington MA 02420		
71	Busa Farms Inc.	52 Lowell Street
72	Lexington Farmers' Market	Massachusetts Ave & Fletcher Ave-Lexington Center
73	Wagon Wheel Farm Stand	927 Waltham Street
74	Wilson Farm	10 Pleasant Street
Lincoln MA 01773		
75	Blue Heron Organic Farm	Route 117
76	Codman Community Farms	58 Codman Road
77	Drumlin Farm Wildlife Sanctuary	208 South Great Road
78	Lincoln Farmers' Market	145 Lincoln Road-Lincoln Station
79	Lindentree Farm	10 Old Concord Road
80	Stonegate Gardens	339 S. Great Road
81	The Food Project & CSA	10 Lewis Street
82	Turtle Creek Winery	28 Beaver Pond Road
Littleton MA 01460		
83	Cupp and Cupp Corp.	263 King Street
84	Forestry Farm	146 Tahattawan
85	Pickard Farm	160 Great Road
86	Spring Brook Farm	591 Great Rd.

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
87	Springdell Farm	571 Great Road
Lunenburg MA 01462		
88	Dick's Market Garden	647 Northfield Road
89	Hollis Hills Farm	123 Hollis Rd
90	Lakeview Nurseries	308 Electric Avenue
91	Lanni Orchards	294 Chase Road Rt. 13
92	Lunenburg Farmers' Market	960 Massachusetts Avenue-Ritter Building (Old Library)
93	Open Meadow Farm	5 Leominster - Shirley Rd
94	Pierce's Tree Farm	431 Chase Road
95	Stillman's Dairy	991 Lancaster Ave.
96	Stillman's Greenhouses & Farmstand	1415 Lancaster Avenue
Maynard MA 01754		
97	Maynard Farmers' Market	Main St & Sudbury St-Clock Tower Place Mill Pond Parking Lot
Medford MA 02153		
98	Capen Street Farm	75 Capen St.
99	Medford Farmers' Market	Corner of Riverside Ave. and Clippership Drive-One City Hall Mall
Pepperell MA 01463		
100	Boggastowe Farm and B & B	20 Shattuck Street
101	Dragonfly Farms	40 Prescott St.
102	Kimball Fruit Farm	184 Hollis Street
103	Kinnons Hollow Farm	52 Bancroft St
104	Lyn-Dell Farm	76 Heald St
105	Nashoba Valley Garden Center LLC	49 South Road
106	Pepperell Farmers' Market	59 Main St-Town Field/Community Center
Princeton MA 01542		
107	Deer Run Tree Farm	80 Calamint Hill Road

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
108	Mountain Cottage	3 Gregory Road
Shirley MA 01464		
109	Pacing Pine Farm	83 Groton Rd
110	Shirley Center Farmers' Market	3 Parker Road-Center Common
Sterling MA 01564		
111	Bird of the Hand Farm	33 School St.
112	Clearview Farm	4 Kendall Hill Road
113	Crystal Brook Farm /Starbard Farm	192 Tuttle Road
114	Davis' Farmland & Mega Maze	145 Redstone Hill
115	Evergreen Farm	155 Kendall Hill Road
116	Fiske Gardens	333 Redemption Rock Trail
117	Meadowbrook Orchards Inc.	209 Chase Hill Road and 175 Justice Hill Road
118	Pineo Family Farm	41 Tuttle Road
119	Rocky Acres Farm	91 Chase Hill Road
120	Rota - Spring Farm	Chace Hill Road
121	Sterling Farmers' Market	1 Park St.-In front of Butterick Municipal Building
122	Sterling Winter Farmers' Market	209 Chace Hill Road-Meadowbrook Orchards
Stow MA 01775		
123	Applefield Farm	Route 117 - 722 Great Rd.
124	Carver Hill Orchards	101 Brookside Avenue
125	Derby Ridge Farms	438 Great Road
126	Honey Pot Hill Orchard	144 Sudbury Road
127	Shelburne Farm	106 West Acton Road
128	Small Farm	184 Gleasondale Rd. (Rt. 62)
Sudbury MA 01776		
129	Blue Meadow Farm	118 Nobscot Road, Sudbury, MA 01776

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
130	North Road Fairview Road	206 North Road
131	Siena Farms	113 Haynes Road
132	Twillingate Gardens & Flower Shop	136 Hudson Road
Townsend MA 01469		
133	Brookside Farms	3 Wheeler Road
134	D.J. Hussey Farm	20 Burgess Road
135	New Beginnings Farm	250 Wallace Hill Road
136	North Forty Farm	124 Meadow Road
Westford MA 01886		
137	Drew Farm Country Store	31 Tadmuck Road
138	Fat Moon at Meadowbrook Farm	5 Gould Road
139	Hill Orchard	2 Hunt Rd
140	Westford Farmers' Market	Main St & Boston Rd-Town Common
Westminster MA 01473		
141	Brookside Family Farm	145 Ashburnham State Rd.
142	Maple Heights Farm	70 Howard Road
143	Rock Island Farm	258 West Princeton Rd
144	The Fiddler's Gardens	142 State Rd W
145	Westminster Farmers' Market	21-33 Academy Hill Rd.-Town Common
146	Whitmanville Farm	235 South Ashburnham Road
147	Wildwood Farm	50 Woods Road
Winchendon MA 01475		
147	Winchendon Farmers' Market	126 Central Street
148	Hydeaway Farms	128 Roylaston Rd N
149	Murdock Dairy Farm	62 Elmwood Road
150	Smith's Country Cheese/Otter River Farm	20 Otter River Road

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
Woburn MA 01801		
151	Heimlich Nurseries	71 Burlington Street
152	Paris Brothers Farm	110 Locust St
153	Spence Farm	30 Wyman Street
Amherst NH 03031		
154	Amherst Farmers Market	Bedford Fields (formerly Ponemah Farms), 42 Rte. 101A
155	Amherst Garden Center	305 Route 101
156	Freestyle Farms LLC	188 Mack Hill Road
157	Frog Hollow Farm	Courthouse Road
158	LaBelle Winery	345 Route 101
159	Walnut Hollow Farm	40 Walnut Hill Road
Greenville NH 03048		
160	Washburn's Windy Hill Orchard	66 Mason Road
Hollis NH 03049		
161	Brookdale Fruit Farm Inc.	41 Broad St
162	Kimball Fruit Farm	15 Worcester Road
163	Lavoie Farm	172 Nartoff Road
164	Lull Farms	65 Broad St
Mason NH 03048		
165	Barrett Hill Farm	149 Barrett Hill Road
166	Birchwood Orchard	206 Old Turnpike Road
167	Country Dreams Farm CSA	855 Brookline Rd
168	Parker's Maple Barn	1316 Brookline Rd
169	Pickity Place	248 Nutting Hill Rd
170	Sunny Valley Farms	849 Valley Road
Milford NH 03055		
171	Classic Bay Farm	522 Ponemah Hill Rosd

Appendix D2, cont'd – Agricultural Attractions in Freedom's Way National Heritage Area

Agricultural Attraction		Location (Listed by Town)
172	Holland Farm CSA	269 Osgood Rd
173	McLeod Bros. Orchards	735 North River Road
174	Milford Farmers' Market	Granite Town Plaza, Elm St., Rte. 101A
175	Milford Winter Farmers' Market	Milford Town Hall
176	Trombly Gardens	150 North River Road
Nashua NH 03062		
177	Country Dreams Farm	1019 West Hollis Road
178	Nashua Farmers' Market	Main St. Bridge
New Ipswich NH 03071		
179	Apple Meadow Farm	229 Temple Road
180	Cabin Fever Farm	9 Jalen Road
181	Old Tavern Farm	55 Old Tenney Road
182	Sawyer's Maple Farm	167 Poor Farm Rd
183	Sleeping Monk Farm	116 Ashby Road

The sites listed above are marketed to the public as agri-tourism farms and markets by the two state agricultural agencies, a nonprofit New Hampshire-wide farm network, and others seeking to promote local foods.

Sources: MassGrown website, <http://www.mass.gov/agr/massgrown/>, supplemented by Massachusetts Agricultural Tourism Map, Massachusetts Department of Agricultural Resources, approx. 2012; New Hampshire Farm Stand Directory, New Hampshire Department of Agriculture, Markets and Food, 2014, supplemented by information from the New Hampshire Farms Network, <http://newhampshirefarms.net/>, and other Internet exploration. Inventoried by Heritage Strategies, LLC, with assistance from the Freedom's Way Heritage Association, Inc.

APPENDIX E

Guidance for COMMUNITY INTERPRETIVE PLANS

Towns, cities, villages, and other types of communities participating in the Freedom's Way Heritage Area's interpretive program are encouraged to prepare a community interpretive plan. The purpose of the plan is to describe how interpretation will be undertaken by individual partnering communities in support of heritage area goals and in coordination with other partnering communities and sites. The Freedom's Way National Heritage Area looks forward to supporting communities in the planning and implementation of interpretive programs. The guidelines presented below are intended to assist communities in the preparation of an interpretive plan.

Chapter 2 of the management plan, *Sharing the Heritage Area's Stories, Interpretation and Education*, outlines a broad conceptual framework for interpretation of the heritage area and suggests a strong **central role** for community interpretation. Where possible, community interpretation should be coordinated with that of existing interpretive sites located within or nearby each community. Chapter 2 also highlights a series of **guiding principles** that should be considered when planning interpretation. These guiding principles can help create a meaningful visitor experience. It is suggested that they be reviewed as the community interpretive plan is being prepared and that their considerations be incorporated into the planning process. Several of the guiding principles are mentioned in the discussion below.

Perhaps most important is development of a clear appreciation of the community's **unique stories** and their significance within the context of the heritage area's themes. Using a variety of interpretive media, the community interpretive plan should describe what those connections are, which are most important to communicate, where stories can best be told, how stories are coordinated location to location, and how the presentation can be made engaging and meaningful to residents and visitors. The fundamental idea of the community presentation is to use **authentic places** to tell those stories and make **meaningful connections** with visitors.

Step 1: Form an Interpretive Task Force

Individuals and organizations in local communities interested in preparing and implementing an interpretive plan should reach out to others to participate in the planning process. The more organizations and sites participating, the richer the interpretive presentation is likely to be. Interpretive sites important to the community's story should be included.

It is recommended that an **interpretive task force** be created to plan the community interpretive plan and guide it through implementation. A successful interpretive task force typically includes individuals who are familiar with the community's history as well as individuals who can help get

things done. Four to six task force members are suggested, but this number might vary by community.

It is suggested that representatives of local government and the business community be included on the interpretive task force to keep government and business leaders connected and informed. If any existing interpretive attractions are located within or nearby the community, they should be involved as well. Also seek individuals with experience in interpretive planning, public history, and community planning and design to serve on the task force. Local historical societies are likely to be important resources and partners. Local conservation and arts organizations should also participate. Conservation lands and trail systems may have important interpretive opportunities. Plans might include public art as an interpretive medium.

The interpretive task force should undertake following tasks to get the project moving:

- Consult with potential partners on the nature and scope of the project and on the composition of the interpretive task force formed to lead it. Inform community leaders of your project and seek their support. Identify any costs associated with the planning process and how those costs will be paid.
- Call a meeting of the interpretive task force to review the scope of the project, timeframe, and work process. Prepare a written outline of the work process that can be shared with partners and the community at large.
- Consult with the staff of the Freedom's Way Heritage Association. Discuss the work process, heritage area interpretive guidelines, points during the process where coordination and review should be undertaken, and ways that the heritage area can support the planning effort.
- Consult with local community organizations and individuals that may have a stake or interest in the project or whose involvement or support might be helpful or necessary.

Step 2: Outline Existing Conditions

Every community is different. Review existing conditions within the community to establish the framework within which the task force will explore a range of possibilities. Opportunities and challenges may either support or hinder the interpretive presentation.

- Current Interpretive Opportunities: Identify any local sites that are currently interpreting the community history and fold them into the plan. Note the themes and stories they interpret and record the site's mission, existing interpretive programming, hours of operation, visitor experience, and plans for the future. Note what types of visitor services the site provides, if any, such as rest rooms, parking, meeting facilities, etc. Explore their interest in being a part of the plan and involved in the planning process.

- **Establish a Boundary:** Identify the overall area of the community in which interpretation might be undertaken. Are you interpreting an entire town or a historic village? In part, this may be a question of historical significance— what areas have historical significance and are the **authentic places** where the community’s unique stories can be told? Authentic places are locations where historic events actually occurred. In part, this may be a question of practicality— how large an area is appropriate for interpretation so that programs, exhibits, and presentations are accessible, visually, physically, and in terms of time and distance. Consider possible modes of transportation, walking, bicycling, driving, that might be involved.
- **Define the Landscape Setting:** What is the character of the area to be interpreted? What opportunities and challenges does it present? What opportunities might exist to create connections to other community interests, such as the involvement of local businesses or the incorporation of public parks?
- **Identify Potential Interpretive Sites:** Within the area to be interpreted, what specific locations are present where various forms of interpretation might be presented? Make a list and note positives and negatives for each potential place. Locations must be **publicly accessible** and not infringe upon private property or the privacy of local residents. Publicly accessible locations are places such as town commons, public parks, street right-of-ways, conservation lands, and privately owned sites that are open to the public. To the maximum extent possible, locations should be accessible to individuals with disabilities.

Step 3: Confirm Goals for Interpretation

Based upon discussions with those involved and the community’s various constituencies, what is the objective of the community interpretive program? Goals may vary by community and by constituencies within a community. Examples may range from education or enhancement for local residents, support for local businesses and institutions, engagement of young people, support for historic preservation and land conservation, and/or other possibilities.

- Outline the community’s goals in creating an interpretive presentation. Use a sentence or short paragraph to describe each goal. Consider the possible implications of each goal for the development of the interpretive plan.
- Review a set of written goals with partners within the community and work toward consensus.
- Host a public workshop to outline the project to interested individuals and organizations and obtain their input. Encourage them to become involved.

Step 4: Understanding Stories

Freedom's Way National Heritage Area's heritage area-wide interpretive presentation focuses on **the stories of local communities and sites to illustrate larger heritage area themes**. The heritage area management plan outlines how themes will be introduced to residents and visitors heritage area-wide through a variety of means, including the heritage area website, published materials, educational programming, events, and introductory exhibits in communities and at regional interpretive attractions. This introductory material will provide an overall context for the story of the heritage area, the big picture that relates the significance of the heritage area to communities, landscapes, and sites.

Interpretive themes are the big ideas about a place or subject that should be communicated to visitors to provide them with a meaningful experience. The interpretive themes for Freedom's Way National Heritage Area are described in Chapter 2 of the management plan. Through the introduction of these themes at communities and regional attractions as well as through a variety of other means, the heritage area sets the stage for the telling of detailed stories that illustrate and fill out the themes with a richness that should make them come alive.

It is the role of Freedom's Way Heritage Association and regional attractions to make sure that the **overall context** for the heritage area is provided. It is the role of local partnering communities and sites to **tell their own unique stories**, relating them to the heritage area themes and context. The purpose of the community interpretive plan is to describe how that will be done in a specific community. By telling a rich array of local stories connected to the heritage area themes, residents and visitors will be **encouraged to explore** throughout the region to experience the wide range of stories told.

In order to begin, each community and site must understand its own stories and connect them to the heritage area-wide themes and context in interesting and meaningful ways. The following tasks are suggested as a means of making these connections.

- Prepare an **annotated outline or short history** of your community highlighting its development over time. Keep the description to about a page. Touch on the big picture, the dynamic forces that shaped its evolution.
- Consider how the community's history relates to the heritage area's themes. **What themes does it best illustrate?** Please note that there are many ways in which connections can be made.
- Briefly identify what is **most unique** about your community. Why is it significant? Why is it relevant to the heritage area? Using the heritage area themes and context, prepare a brief **statement of significance** for the community, no longer than three or four sentences.

- Extrapolating from the heritage area themes and context, identify the topics associated with the community's history and significance that best represent the heritage area themes that have been selected. Prepare a brief **sub-theme statement** for each topic you have identified, one sentence long. What big ideas about the community illustrate the heritage area themes that have been selected? How are the themes illustrated through the community's experience? What is the key message about the community that should be related?
- Finally, identify the **potential stories** that could be used in the community to illustrate heritage area and local themes and that relate the community's unique identity. Stories could be about people, events, places, things. List as many as possible. Think about which are most representative of the community's story and character. Which are most striking and significant and had the most impact? Which are most telling or most touching? How might individual stories be connected?
- At this point, **review** the materials that have prepared and conclusions drawn with interested stakeholders. Obtain their input and comments. Review the work with the staff of the Freedom's Way Heritage Association and their colleagues.

Step 5: Developing a Conceptual Approach

Once consensus has been achieved upon the themes and sub-themes best represented by your community, consider how the interpretative presentation might be made. That involves selecting the best stories, identifying places where the stories can be presented, and considering the most appropriate medium through which the stories can be conveyed.

- Review the stories that were listed during Step 4 above and select the **stories that best represent your community** and illustrate the themes and sub-themes you identified.
- The **accuracy** of the stories is essential. The information associated with the stories must be accurate, and sources for the information should be **cited**. See the guiding principles for interpretation outlined in Chapter 2. The staff and colleagues of the Freedom's Way Heritage Association that will be reviewing your plan and working with you on your exhibits will help you assess the accuracy of information associated with the stories you wish to tell.
- Review the list of **publicly accessible locations** where interpretation might be offered that was prepared under Step 2. Match these locations with the stories that have selected. As noted previously, concentrate upon interpreting the **authentic places** where things happened. Are the most important stories associated with a particular place? Is that place publicly accessible? Which locations are appropriate to which stories? Which are the best matches? Do

any key stories not have an appropriate location where they can be told?

- Consider the range of places where the community's most significant stories can be told. To the maximum extent possible, **use the landscape to tell the story**. Whether it is a building, site, neighborhood, landscape, natural feature, or view, the audience will relate to the story more directly if it is associated with something tangible that they can see, experience, and (when possible) touch and interact with. This is a good place to ask for assistance from peers and colleagues who would bring a fresh perspective to the discussion.
- As conclusions are drawn as to the best stories and the best locations to tell them, look at the patterns that are developing. What **logical sequences** of stories and locations are becoming apparent? Is there any way to use the sequencing to follow a logical progression that **builds the stories** one site to the next and **draws connections** between them? Under most circumstances, it is not possible or even desirable to strictly control the sequencing of stories in community interpretation. Sequencing can be suggested (such as in a walking tour) but the audience will **freely explore** the interpretive presentation in whatever sequence they wish.
- In planning the presentation, consider the full range of interpretation that may be implemented even if only a portion can be implemented at first. In **phasing** the plan, begin with the sites and stories that are most **central to the presentation** and best connect the community to heritage area themes. Use later installations to build upon and enrich the central stories.
- It is recommended that at least one location in the interpretive presentation be used to introduce the heritage area context and themes to which community stories connect. The site selected for this **introductory exhibit** should be publicly prominent and an ideal starting point for the presentation. It is best if the place chosen offers restrooms, drinking fountain, food and beverages, or some other means of refreshment. A comfortable visitor is a happy visitor.
- Consider which **media formats** are most appropriate for communicating stories to the audiences. Freedom's Way staff and colleagues can assist in this consideration. The Freedom's Way media and exhibit program outlined in Chapter 2 is available to play a central role in community presentations. Design guidelines for heritage area exhibit carriers and for the development of exhibit content may be made available from the Freedom's Way Heritage Association. However, other forms of interpretive media are also available and have been used creatively by communities and interpretive sites within the heritage area. They might include public art (such as sculptures and murals), objects, walking tours, driving

tours, audio presentations, QR codes, cell phone and website downloads, brochures, guidebooks, films, guided tours, events, and others. Mix and match these potential media in interesting ways as most appropriate to community. Try to keep in mind the need for long-term maintenance and who might take responsibility for that need.

- For each site selected, think about the possible need for **landscape enhancements**. Some exhibits installed by communities may be located in public commons or on conservation lands where no additional landscaping is needed. However, others might be installed in new locations and enhanced through the installation of new paving (needed for ADA accessibility), benches, waste baskets, fencing, trees, or other plantings. Consider what is most appropriate to provide an appealing physical context for the exhibits.
- Finally, map the locations where interpretation is proposed. To accompany the map, prepare a written overview of each interpretive site. Briefly describe the location and its attributes, including whether it is accessible to anyone (including times, physical challenges, intellectual challenges, et al). List the theme, sub-theme, stories, and key message to be conveyed for **each site**. List what interpretive media format will be used and landscape enhancements needed. Identify the locations proposed for the first phase of implementation. Prepare an estimated cost for each interpretive site and for the project as a whole. Freedom's Way may be able to help fund costs through its small grant program.

Step 6: Review and Assessment

Review the interpretive plan with potential and current stakeholders, leaders, and other interested parties within the community as well as with the Freedom's Way Heritage Association.

- Have meetings with other representatives of the community to brief them on the plan and receive their input. It is important that local government leaders be kept informed, especially if public lands are included as interpretive sites.
- Consider how well the plan meets the goals for the project set out at the beginning.
- Review the interpretive plan with the staff and colleagues of the Freedom's Way Heritage Association. Freedom's Way staff will advise you on the process and timing for their review.
- Host a public workshop to present the plan to interested individuals and organizations and obtain their input.
- Make any necessary revisions to the interpretive plan based upon the input received. Work to achieve the broadest consensus and

greatest involvement possible while assuring a high quality presentation.

Step 7: Phasing and Implementation

Once the interpretive plan has been finalized, incorporating needed revisions to the satisfaction of the various constituents, begin planning for implementation. It is hoped that a wide variety of community partners will participate in the plan’s implementation in a variety of ways. This could include hosting a site, contributing financially, providing services, or other ways.

Regional interpretive attractions within the heritage area have years of experience in implementing the interpretive exhibits and enhancements and are leading heritage area partners. In collaboration with Freedom’s Way Heritage Association staff, they can provide advice and support in how the plan might be implemented. Together, they will help refine stories, develop interpretive content, and ensure the quality of the community interpretive presentation.

APPENDIX F

FREEDOM'S WAY GIS INVENTORY

Freedom's Way National Heritage Area (FWNHA) is required by its enabling legislation to prepare an inventory of 'natural, historical, and recreational resources' within the heritage area. The application of Geographic Information Systems (GIS) software permits FWNHA to utilize pre-existing sources of information on regional resources without the expenditure of significant funding to develop an independent resource inventory database.

FWNHA covers portions of two states, New Hampshire and Massachusetts, each of which has significant state government and regional planning agencies that routinely create inventory databases on resources that are relevant to FWNHA's mission. The heritage area also includes local political units such as towns and cities that may also create resource data layers relevant to FWNHA. In addition, the federal government maintains relevant databases on the region that are important in understanding the resources and the landscape.

During the spring and summer of 2013, Vanasse Hangen Brustlin, Inc. (VHB) prepared a GIS inventory of heritage area resources for the Freedom's Way Heritage Association. The GIS inventory includes over 100 distinct data layers that were collected for the project from the sources noted above, including available data on surveyed historic resources and conserved lands.

In early 2014, this inventory was provided to Heritage Strategies, LLC and their GIS consultants, the Washington College GIS Program, to assist in preparation of the heritage area's management plan. The planning team reviewed the GIS inventory and used it in its assessment of heritage area resources and context. Additional existing regional data layers, such as land use/land cover, eco-regions, and rivers and streams, were added to the inventory. The inventory of historic resources from the Massachusetts Historical Commission was updated to include inventory mapping that the agency had not completed when VHB originally assembled the data. The planning team also completed original inventories of natural, historical, and agricultural attractions and regional trails relying on multiple data sources (see Appendixes D and I). The updated GIS inventory was used in the preparation of maps to illustrate the management plan.

A list of the information included in the heritage area's GIS inventory is provided below. Following this list is a partial catalogue of data layers in which the information is found.

Potential for Maintaining a Freedom's Way GIS Inventory

As noted above, the Freedom's Way GIS inventory database makes use of resource inventories developed and maintained by a variety of federal, state, and regional organizations. Due to the extensive efforts being placed on developing and maintaining resource data layers by these organizations, it does not make sense for FWNHA to create its own separate inventories replicating their efforts.

However, because these different agencies have different interests, procedures, and areas of coverage, their information is not always easily available or well coordinated. The role that FWNHA could play is as an integrator of data from the numerous disparate data sources to maintain a single GIS inventory within the heritage area boundaries. FWNHA could keep these data resources up-to-date as the data owners update and improve upon them.

FWNHA could, therefore, continue to maintain, update, and improve the GIS inventory database developed during preparation of the management plan for the landscape within its boundaries. Maintaining a single heritage area-wide GIS inventory would provide a single location where information

on the heritage area could be accessed. The Association and its partners could more easily use the inventory in the planning and implementation of projects on an ongoing basis. New data layers of specific interest to the heritage area and its mission could be added.

FWNHA could benefit by preparation of a **data management plan** for to allow for the collection, dissemination, and sharing of resource data across the entire heritage area and update these data resources on a yearly basis. The data management plan would assess the various inventory and data layers maintained by existing agencies including the frequency in which they are updated. The Association would contract with a GIS specialist such as a local educational institution with a GIS program or a regional planning agency to prepare the plan, maintain and update the GIS inventory data on an ongoing basis, and provide GIS services in its use.

In addition, FWNHA could maintain a **web mapping portal** linked to its website for access to the GIS inventory by partners. The web mapping portal would be similar to the Heritage Landscapes Atlas maintained by the Massachusetts Department of Conservation and Recreation, but more extensive in the data layers available. A web mapping portal requires additional software so that web users can access the GIS inventory database in a user-friendly format that does not require GIS software or expertise. Inventory data could be viewed in map form or as a spreadsheet. Maps could be printed and spreadsheets could be downloaded in Excel. The web portal would enable users to view inventory information heritage area-wide or to zoom in to specific towns and locations. The Washington College GIS Program prepared such a web portal with limited functions for use by the planning team during preparation of the management plan. Such a web portal could be fully developed as an implementation action of the management plan. A separate, simplified web portal for the heritage area could also be developed for use by the general public in support of cultural heritage tourism communications initiatives described in Chapters 2 and 5.

INFORMATION IN THE FREEDOM’S WAY GIS INVENTORY

The following is a list of inventory information included in the current GIS inventory database for the Freedom’s Way National heritage Area. This information may be viewed in map formats or in spreadsheets. Selected information from this list was used in the development of maps for illustration of the heritage area’s management plan.

New Hampshire & Massachusetts

- Land Use/Land Cover
- Landforms
- Eco-Regions – Level 4
- Watersheds
- Rivers & Streams
- Interstates
- Highways
- Regional Trails

New Hampshire

- Named Destinations/Key Destination Points
 - Key Destination Points
 - Named Places

New Hampshire Towns

Historic Resources

- Amherst Historic Inventory
- Nashua Regional Planning Commission (NRPC) Historic Resources
- National Register of Historic Places
- Fairmount Heights District
- Nashua MFG District
- Nashua French Village District

Recreation

- Recreation Areas, Polygon
- Recreation Locations

Natural

- Water Access Sites
- Rivers & Streams
- Lake/Pond
- Surface Water

Floodplains

- 50-yr Floodplain
- 100-yr Floodplain

Wetland Resources

Aquifer Boundary

- Lacustrine
- Stratified Drift
- Stratified Drift/Lacustrine
- Till

Transportation, New Hampshire

Railroad, New Hampshire

- Railroad
- Abandoned, Dismantled Railroad
- Other

Major Roads

- Freeway or Other Major Road
- Major Road Less Important than a Freeway
- Other Major Road
- Secondary Road
- Local Connecting Road
- Important Local Road

NHDOT Road Network

NH GRANIT Conserved Land Database

NRPC Conserved Land Database

Wildlife Action Plan Tiers

- Highest Ranked Habitat in NH

Highest Ranked Habitat in Biological Region
Supporting Landscape

NH Fish & Game Wildlife Action Plan Habitat Areas

Rocky Ridge or Talus Slope
Wet Meadow or Shrub Wetland
Pine Barren
Peatland
Lowland Spruce Fir
Northern Hardwood Conifer
Hemlock Hardwood Pine
Grasslands
Floodplain Forest
Appalachian Oak Pine

Massachusetts

Massachusetts Towns

Massachusetts Historical Commission(MHC) Inventory Points

National Register of Historic Places
Preservation Restriction
Local Historic District
National Register of Historic Places and Local historic districts
Inventoried Property

MHC Inventoried Areas

National Register of Historic Places
Preservation Restriction
Local Historic District
MRHP and LDH
Inventoried Area

MassDOT Roads

Limited Access Highway
Multi-lane Highway – not limited access
Other Numbered Highway
Major Road, Collector
Minor Road, Arterial
Ramp
Tunnel
Tunnel (Limited Access Hwy)
Tunnel (Multi-lane Hwy)
Tunnel (Other Numbered Hwy)

Open Space Lands

Federal
Department of Conservation and Recreation (DCR) – State Parks & Recreation
Department of Fish & Game (DFG)
DCR/DFG
DCR – Urban Parks & Recreation
DCR – Water Supply Protection

- Department of Agriculture
- Commonwealth of Massachusetts
- County
- Municipal
- Public Non-Profit
- Land Trust
- Conservation Organization
- Non-Profit
- Private
- Other
- Unknown

Prime Forest Land

- Prime 1
- Prime 2
- Prime 3
- Statewide Importance
- Local Importance
- Prime 3 Wet
- Statewide Importance Wet
- Local Importance Wet
- Unique Wet

Community Facilities

- Libraries
- Schools
- Town Offices
- Other Community Facilities

Transportation

- Transportation Routemarkers
- Metro Boston Transit Authority (MBTA) Commuter Rail
- Airports

Water

- Canoe and Water Access
- DEP Wetlands (1:12,000)
- 1:25,000 USGS/MassDEP Hydrology
- FEMA Floodplains

Natural

- Natural Heritage & Endangered Species Program (NHESP) Data
- Areas of Critical Environmental Concern

PARTIAL CATALOGUE OF GIS INVENTORY DATA LAYERS

Imagery

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Source: Multi-Resolution Land Characteristics Consortium

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Location: New Hampshire

Attributes: OID, Value, Count, Red, Green, Blue, Opacity, Land_cover



nlcd_ma_utm19.tif

Source: Multi-Resolution Land Characteristics Consortium

File Location: Z:\Projects\Heritage\land_use_land_cover

Location: Massachusetts

Attributes: OID, Value, Count, Red, Green, Blue, Opacity, Land_cover



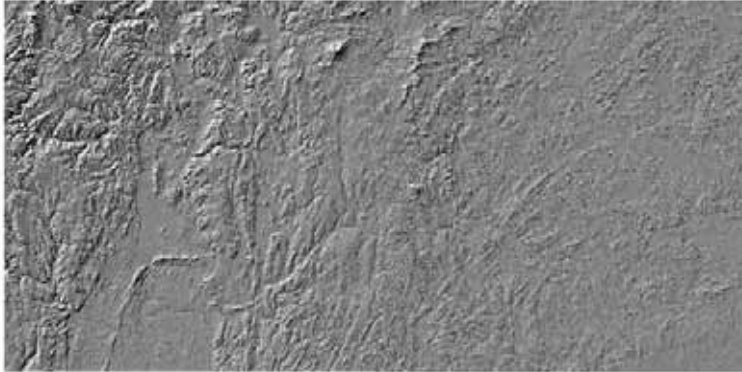
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Location: Massachusetts and New Hampshire

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Shapefiles

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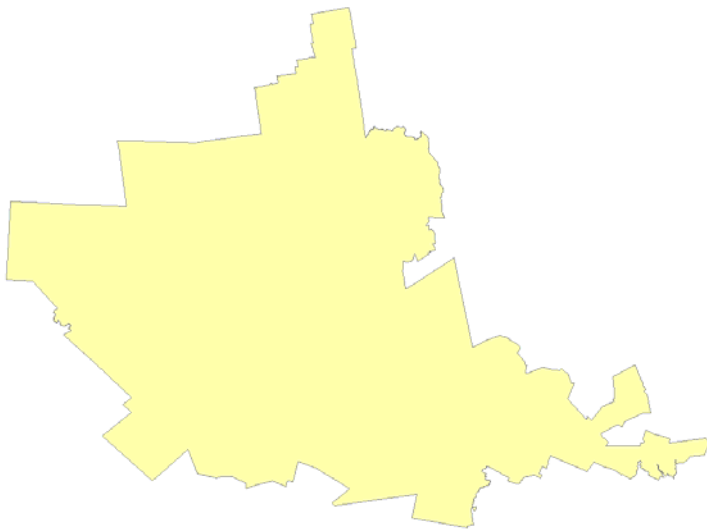
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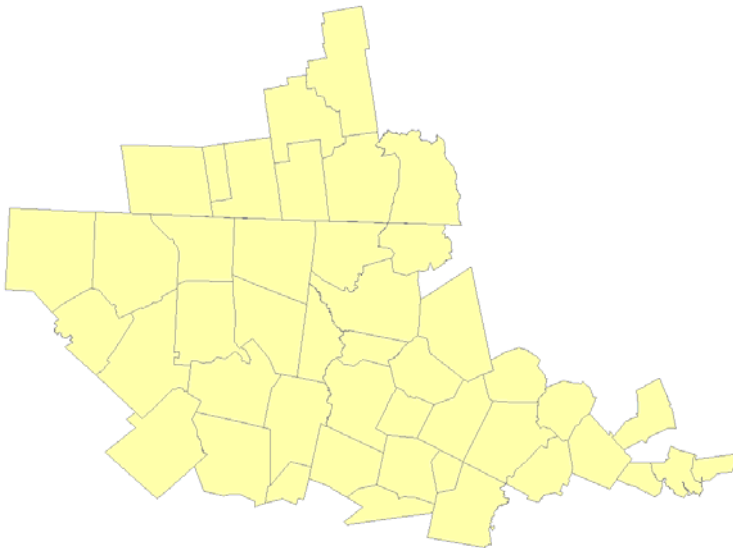
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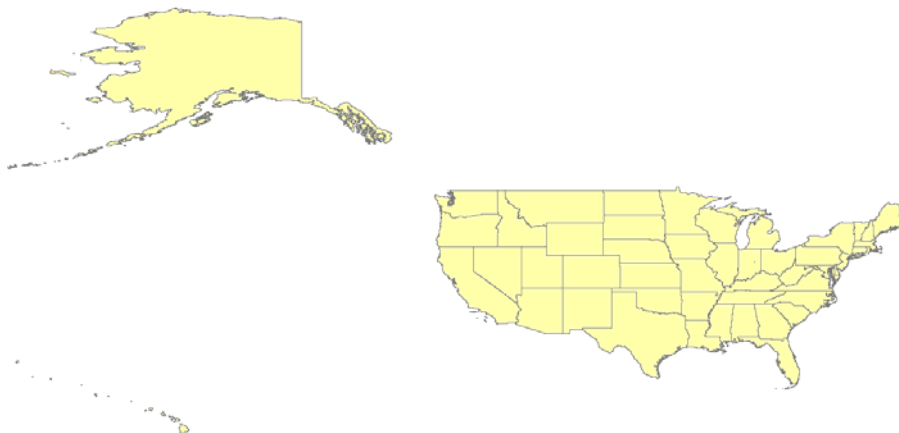
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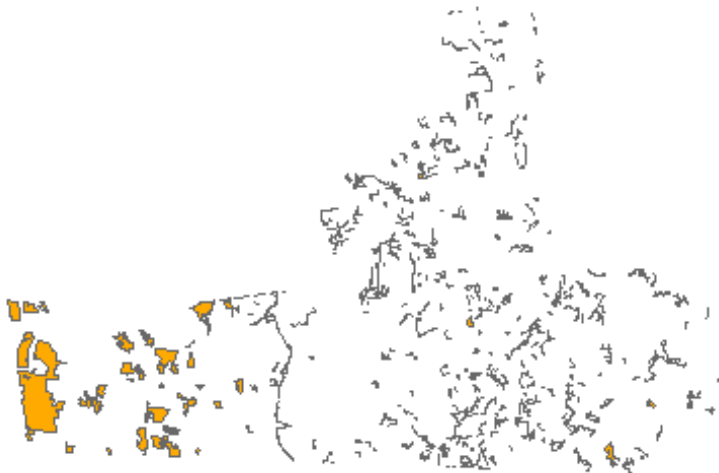


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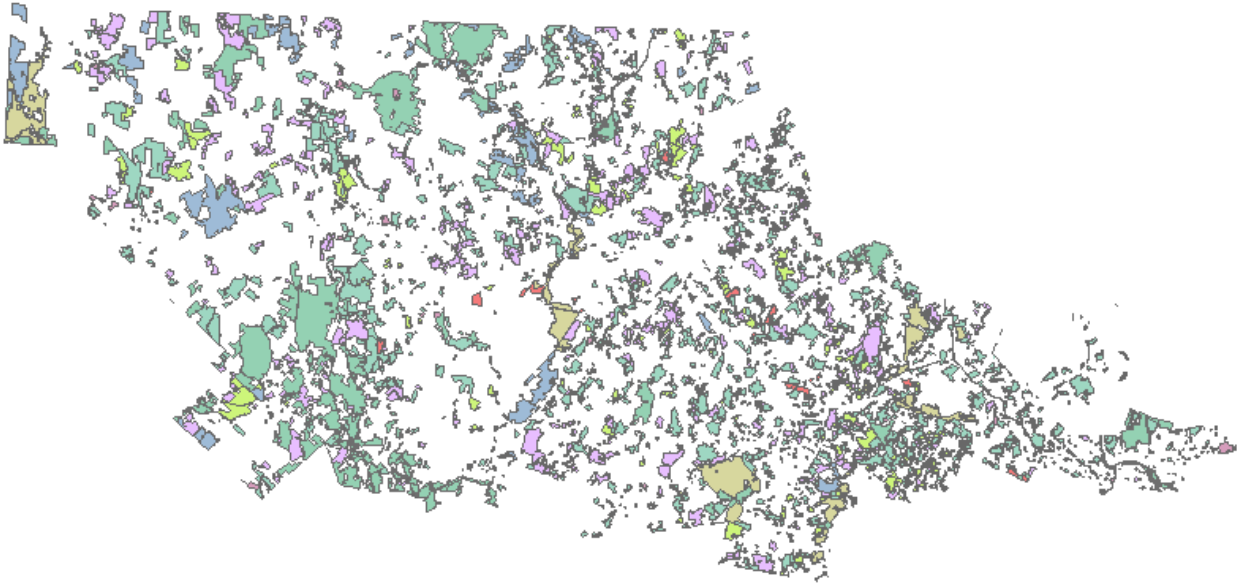


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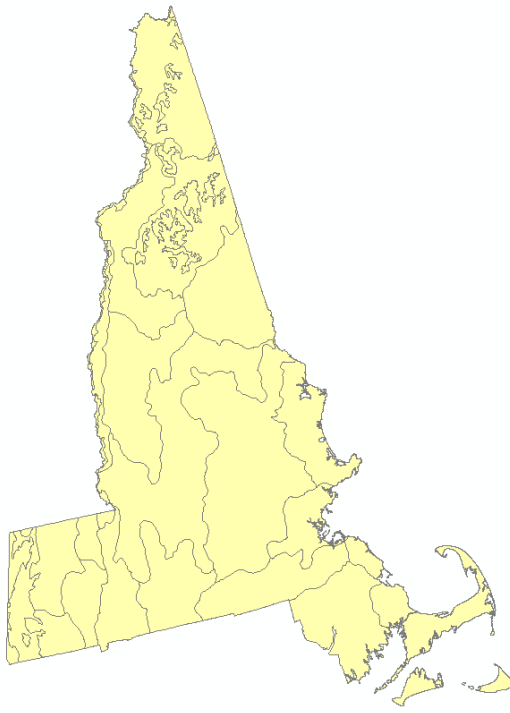


eco_regions_level4

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Location: New Hampshire and Massachusetts



Airports

Source: MassGIS

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Location: Massachusetts

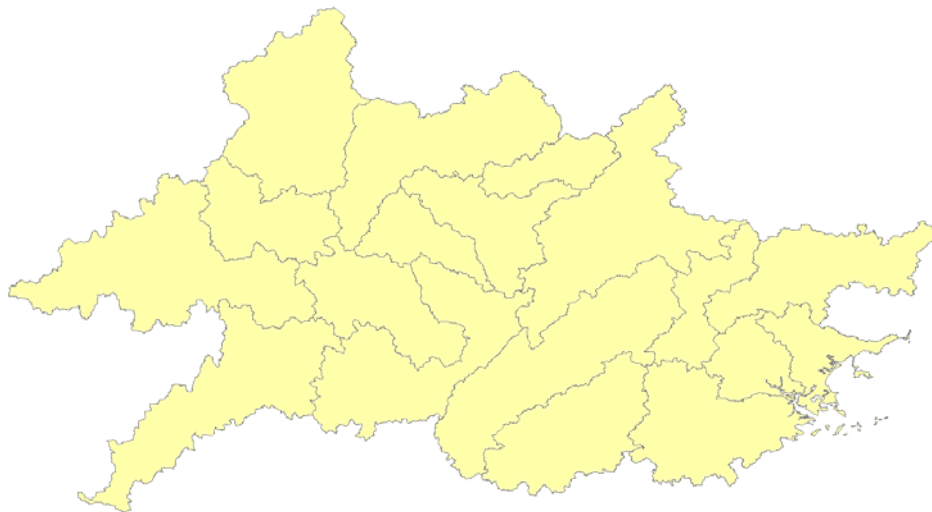


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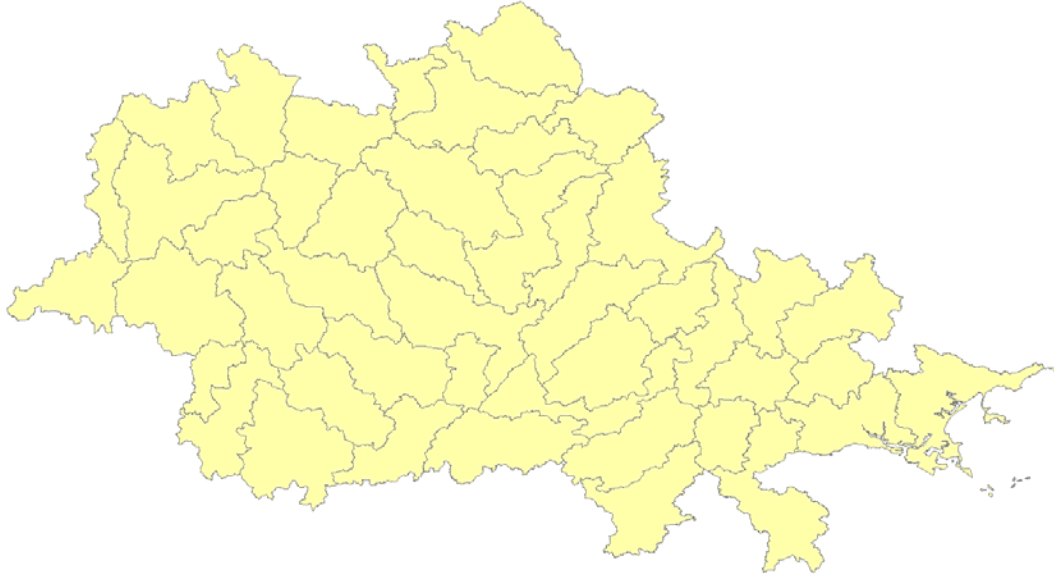


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Location: Massachusetts and New Hampshire



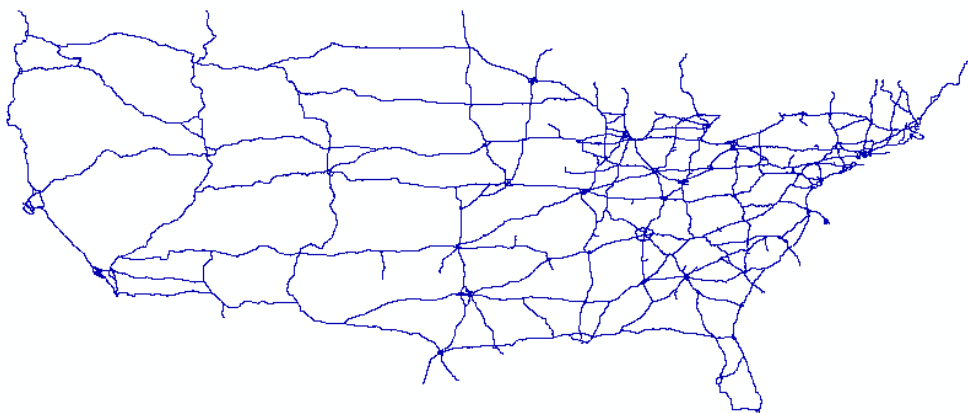
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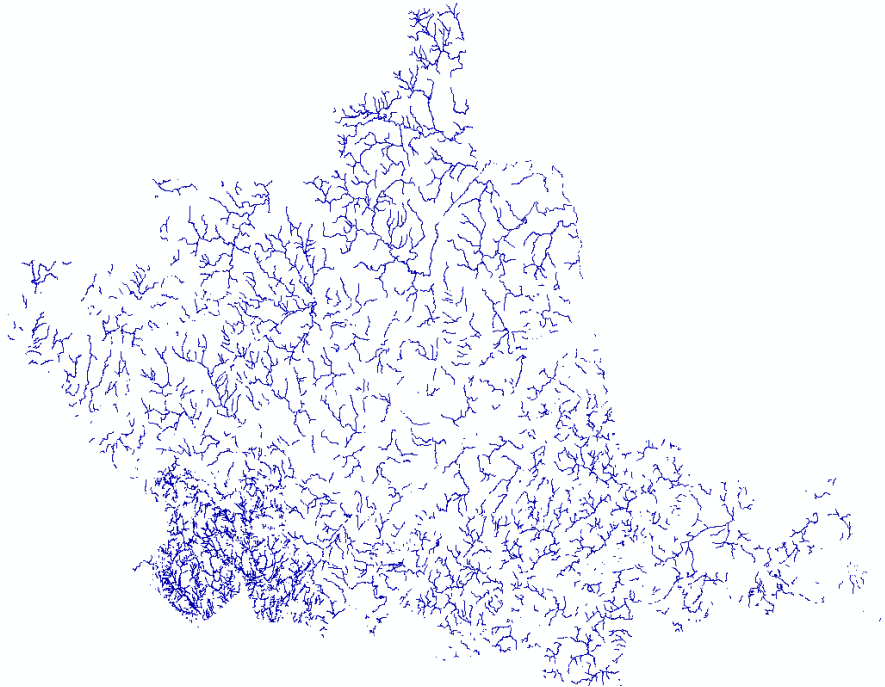


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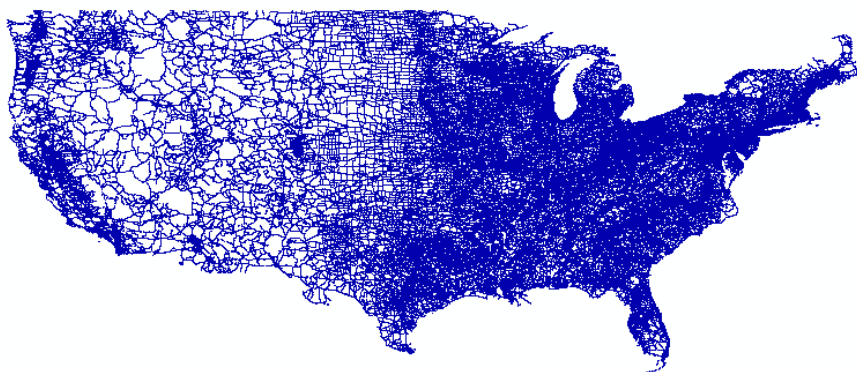


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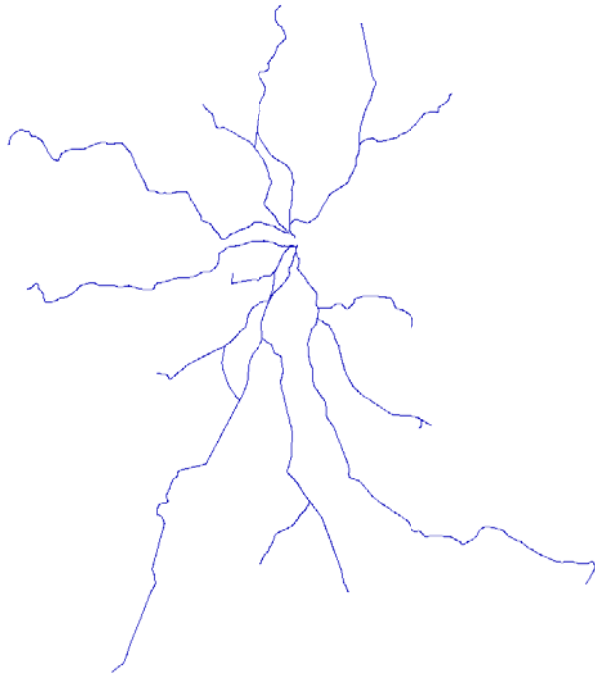


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Location: Massachusetts



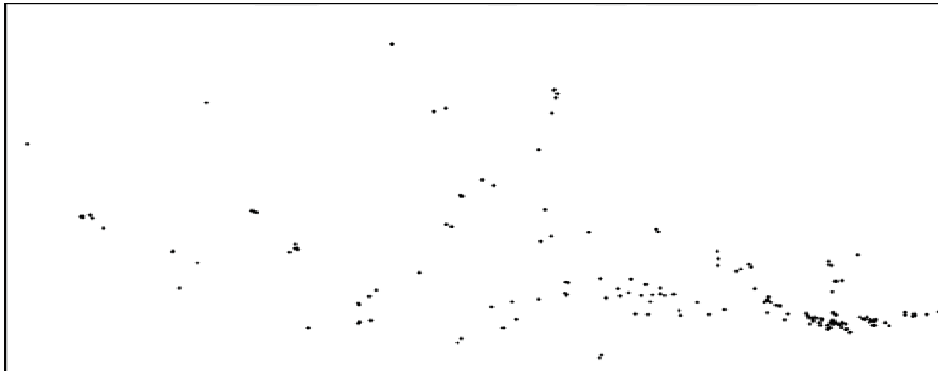
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National_Register_Historic_Buildings

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Location: New Hampshire and Massachusetts

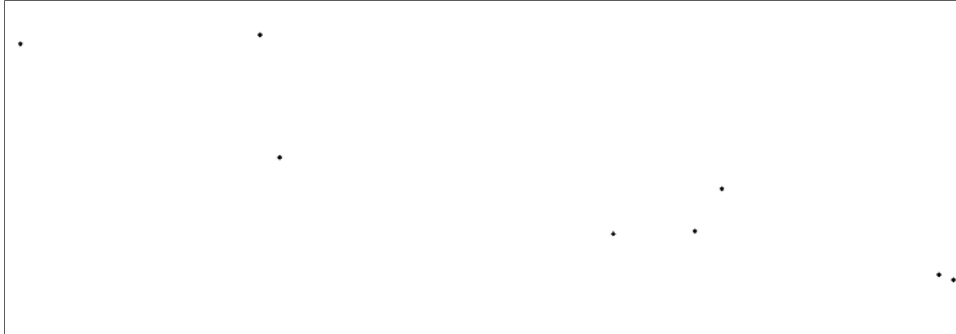


CRDistrict_pt

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Location: New Hampshire and Massachusetts



CRObject_pt

Source: NRIS

File Location: Z:\Projects\Heritage\Data2014.gdb

Location: New Hampshire and Massachusetts

Note: There is only one point in the Heritage area.

CRSite_pt

Source: NRIS

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Location: New Hampshire and Massachusetts



CRStructure_pt

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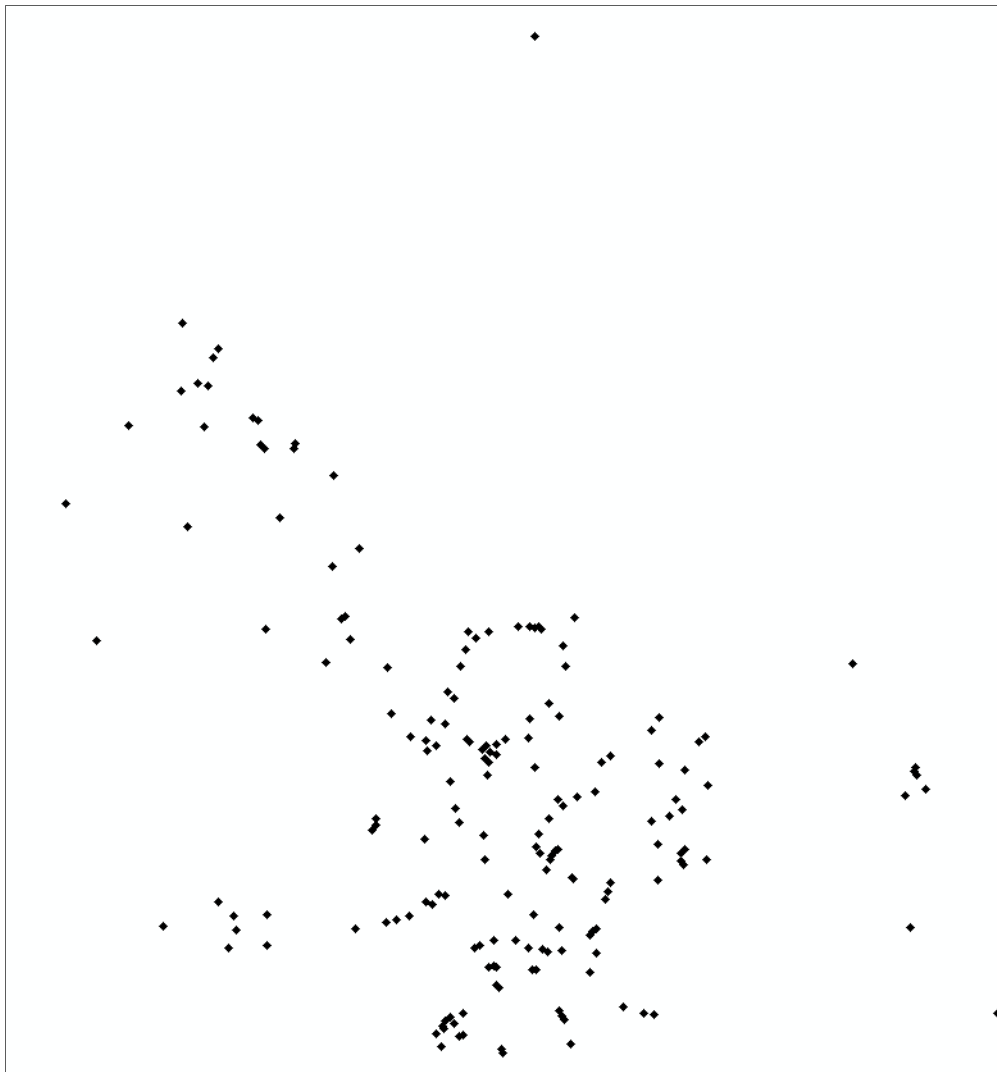


nrpc_historicalsites_Clip1

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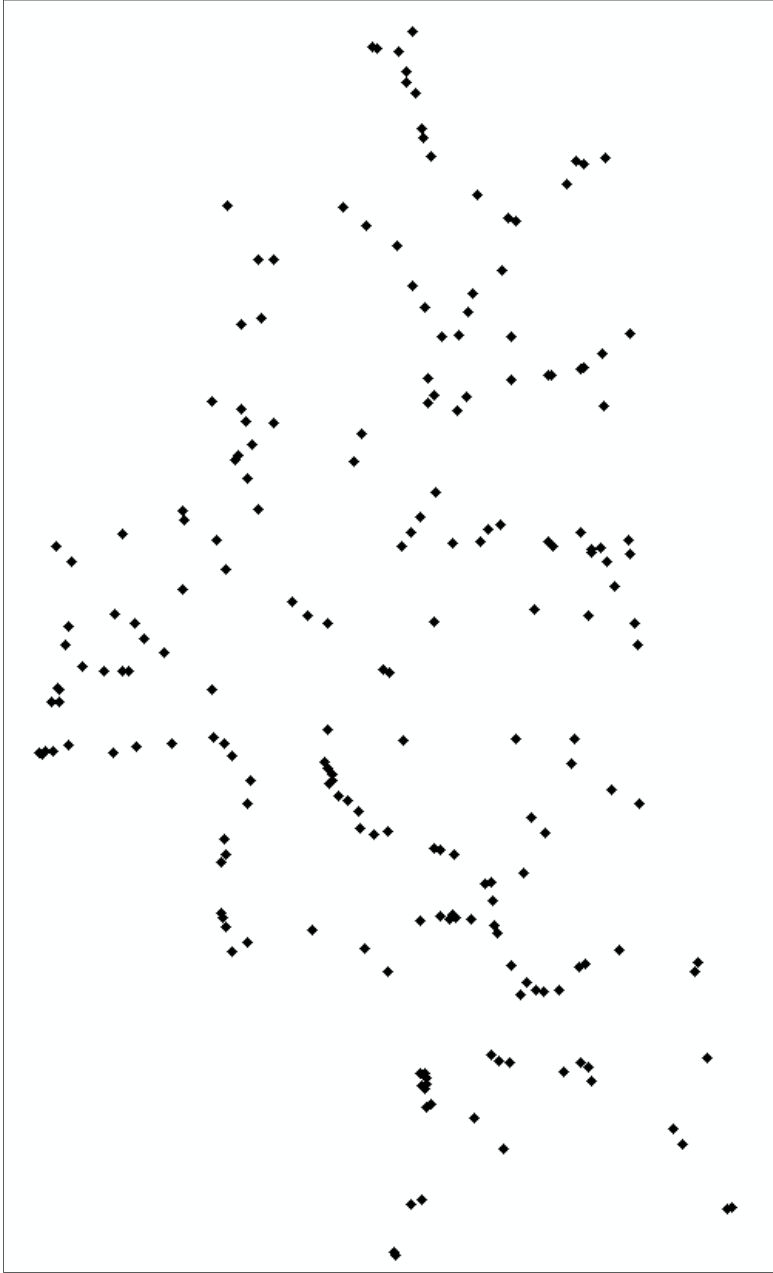


AmherstInventory

Source: GRANIT

File Location: Z:\Projects\Heritage\FreedomsWay.gdb\NH_Towns

Location: New Hampshire

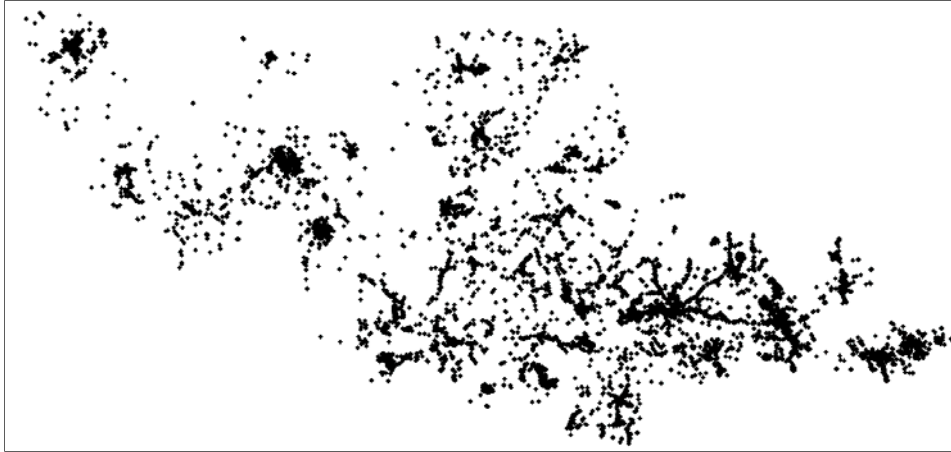


MHCInvPoints

Source: MassGIS

File Location: Z:\Projects\Heritage\FreedomsWay.gdb\MA_Towns

Location: Massachusetts



State_Capitals

Source: ESRI

File Location: Z:\Projects\Heritage\Data2014.gdb

Location: US

Note: This data set shows the state capitals for New York, Massachusetts, Rhode Island, Connecticut, New Hampshire, Vermont and Maine.

TRAINS_NODE

Source: MassGIS

File Location: Z:\Projects\Heritage\Data2014.gdb

Location: Massachusetts



APPENDIX G

Existing Conditions: Economic Performance of Hospitality and Tourism in Freedom's Way National Heritage Area

G.1 Introduction

There are two ways to examine the economic performance of tourism in the Freedom's Way National Heritage Area using current, readily available data. First, we can look at what the states can tell us about tourism spending in the heritage area. And second, we can explore what we can know about business establishments engaged in the hospitality industry. This report is designed to offer what information is readily available at this time. First, however, let's examine the larger picture.

In both states, tourism is big business. Boston is a popular national and international market. New England is the nation's sixth most popular destination for international travelers, Massachusetts is the top state in that region, and Boston receives most of that visitation. New Hampshire prospers from its ski industry and summer visitors and is more reliant than most states on tourism revenues:

Travel and tourism spending in New Hampshire in comparison with traveler spending nationally is more than three times as large as the state's share of the national population. Travel and tourism was the second largest export sector in terms of employment size....Travel and tourism spending supports more employment per dollar of receipts than any other economic sector. It is also one of the largest sources of revenue to the state government. If second homes are included as tourism related, then travel and tourism related properties are one of the larger sources of property tax payments to local governments. (NHDTTD 2012 report, p. 3)

Massachusetts also relies on tourism as a significant part of its economy:

The most impressive contribution that travel and tourism makes to the Massachusetts economy is the number of businesses and jobs it supports. These jobs include a large number of executive and managerial positions as well as service-oriented occupations. Domestic and international traveler spending in Massachusetts directly generated 126,500 jobs, up 1.4 percent from 2011....These travel-generated jobs comprised 3.9 percent of total non-agricultural employment in Massachusetts during 2012. Without these jobs generated by travel, Massachusetts's 2012 unemployment rate of 6.7 percent would have been 3.6 percentage points higher, increasing it to 10.4 percent. (MOTT 2012 report, p. 18)

An indicator of tourism's importance to the state is tax receipts. Travel-generated tax revenue is a significant economic benefit, as governments use these funds for travel support programs and help support a variety of public programs. In 2012, domestic and international traveler spending in Massachusetts generated nearly \$2.6 billion in tax revenue for federal, state, and local governments, up 4.0 percent from 2011. The breakdown for Massachusetts is shown in Table G-1.

While New Hampshire's report is not directly comparable, it contains this statement as an indicator of why tourism is important to that state:

The largest single source of traveler spending which becomes State government revenues is the rooms and meals tax. It is estimated that \$150 million resulted from traveler spending, up from \$132 million in FY 2010. This is 62 percent of all rooms and meals tax revenues collected in FY 2012, with the other 38 percent from resident non-tourist spending on meals. Total State government revenues from fees and taxes paid by travelers are estimated at \$390 million for FY 2012 up from \$378 million in FY 2010. During the same period, the state's general and

educational funds (the state’s primary operating funds) declined by 2%. (NHDTTD 2012 report, p. 3)

Table G-1 Travel-Generated Tax Revenue in Massachusetts, 2012

Distribution	Overall Collections	Domestic	International
Traveler tax payments	\$2.6 billion	\$2.2 billion	\$347.5 million
Federal tax receipts	57.1% (almost \$1.5 billion)		
State tax receipts	26.3% (\$676.4 million)		
Local tax receipts	16.6% (\$428 million)		
Source: <i>The Economic Impact Of Travel on Massachusetts Counties 2012: A Study Prepared for the Massachusetts Office of Travel and Tourism by the Research Department of the U.S. Travel Association, Washington, DC, September 2013, p. 21; chart by Heritage Strategies, LLC, November 2014</i>			

G.2 Tourism Data Sources

There are two main sources of data about tourism in the Freedom’s Way National Heritage Area. First, both New Hampshire and Massachusetts issue periodic reports on the economic impact of travel. The Massachusetts Office of Travel and Tourism’s recent annual studies have been undertaken by the Research Department of the U.S. Travel Association, a nonprofit based in Washington, DC, which does many such studies for states around the nation. The most recent year for which Massachusetts data are available as this report was written, in November 2014, was 2012, and the data are available at the county level. (Freedom’s Way combines portions of three counties in two states.) (This report is referred to throughout as “MOTT 2012 report”; it is available at <http://www.massvacation.com/travel-trade/stats-facts/stats-reports/>.)

Studies for the New Hampshire Division of Travel and Tourism are undertaken by the Institute for New Hampshire Studies at Plymouth State University of the University System of New Hampshire. Compared to the Massachusetts information, the institute provides more detailed information, more frequently, and in more real-time measures, including visitor counts (not just spending; counts are more difficult data to derive or obtain). The economic impact study, however, is biennial, also available only up to 2012, and reports most data on a county level. It also reports some data on a regional basis – a good sign, as perhaps the institute would be willing to adapt its methodology to reporting the New Hampshire portion of the heritage area, and perhaps also the MA portion). (This report is referred to throughout as “NHDTTD 2012 report”; along with the quarterly barometer reports mentioned below it is available at <https://www.plymouth.edu/institute-for-new-hampshire-studies/nh-tourism-data/>.)

The second source of data is on tourism-based businesses, including the number and kind of establishments, payroll, and employment, collected by the U.S. Census. While most data are provided by county, the Census’s ZIP Code Business Pattern and County Business Pattern data enable us to examine patterns of basic hospitality infrastructure in the 45 cities and towns of Freedom’s Way.

The studies of tourism’s economic impacts sponsored by both states are more sophisticated than a simple look at business patterns, although the New Hampshire reports make interesting use of the Census’s business pattern data. The state’s tourism reports measure economic impacts that include (1) direct spending (what travelers spend, accounting for businesses that serve both visitors and residents); (2) the multiplication of that spending as it flows through local economies, indirect spending (what the businesses spend, again, accounting for proportions stimulated by visitors and residents); and (3) induced spending (what employees spend and stimulate, again, with the understanding that the proportion of pay to employees caused by visitor spending is what must be

measured). New Hampshire calculated that in 2012, for every dollar directly spent by a traveler, an additional \$2.13 circulated through the economy (NHDTTD report 2012, p. 11).

Business pattern data used in this analysis examined only the North American Industry Classification System for “Arts, entertainment, and recreation” (code 71) and “Accommodation and food services” (72), those businesses most directly involved in tourism (combined, they are called “Leisure and hospitality”). Where the two kinds of analyses overlap, in employment and payroll, there is a significant difference in the numbers reported. This is because of the calibration in the impact studies to account for the involvement of other businesses in tourism that are not primarily tourism businesses (such things as accountants and lumber supply, for example) and impacts of resident versus visitor spending.

G.3 What the Tourism Impact Reports Tell Us about the Potential for Cultural Heritage Tourism in Freedom’s Way

Because of tourism’s significant contribution to their economies, both states watch their tourism industries intently, promoting travel to their states in many ways.

The two states are markedly different in their scale of tourism. During 2012, domestic and international travelers in Massachusetts directly spent \$17.7 billion on transportation, lodging, food, entertainment and recreation, and retail shopping. New Hampshire saw \$4.42 billion in the same year.

The following two sections excerpts key information found in both states’ tourism impact summary reports available annually (Massachusetts) and biennially (New Hampshire). Most recent data available for both states are from 2012.

G.3.1 Position of Tourism in Middlesex and Worcester Counties in Massachusetts

As discussed above, the annual report by the Massachusetts Office of Travel and Tourism gives an overall picture of the travel and tourism industry in Massachusetts. Our interest here is to extract information about the position of the two Freedom’s Way counties to see how they are performing in relation to the rest of the state.

In Massachusetts, in terms of domestic travel spending, the six top-ranked Massachusetts counties in 2012 included the two Freedom’s Way counties, Middlesex and Worcester, ranked 2nd and 6th respectively. With Suffolk (Boston, 1st), Norfolk (3rd), Barnstable (Cape Cod, 4th), and Essex (a National Heritage Area, 5th), these six counties shared 85 percent of the state’s travel expenditures. Payroll, employment, and state and local taxes related to tourism were 85.4, 84.7, 81.4, and 81.5 percent respectively.

In 2012 Middlesex County received a 14.7 percent share of the state’s total travel expenditures of \$15.4 billion, nearly \$2.3 billion. Payroll income and jobs directly attributable to domestic travel spending in the county totaled \$579.5 million and 19,800 jobs. Similarly, Worcester County, which ranked sixth, had a 5 percent share of the state’s total, or more than \$771 million in domestic travel spending. Payroll income and jobs directly attributable to domestic travel spending totaled \$145 million and 5,300 jobs. Unfortunately, it is not possible with currently available data to split these numbers between FWNHA and non-FWNHA sections of the counties (also true of Hillsborough County, NH).

G.3.2 Position of Tourism in Hillsborough County in New Hampshire

In New Hampshire in 2012, Hillsborough County received a 23.9 percent share of rooms and meals sales to travelers, the only breakout of numbers associated with counties (the regional breakdown predominates), totaling \$1.66 billion across the state and \$397 million in Hillsborough County. The

county experienced the second highest sales, after Rockingham County, 26.2 percent, and before Grafton, 12 percent. (*Travel Barometer, Spring 2014*, Institute for New Hampshire Studies, Plymouth State University, p. 5; henceforth cited as “NHDTTD barometer Spring 2014.”)

As for that \$4.42 billion in tourism expenditures overall mentioned above, the top-ranked Merrimack Valley region, of which all but one of the Freedom’s Way towns are a part, receives 30 percent, \$1.32 billion. Closely following are the White Mountains (25.1) and the Seacoast (20.9). The Monadnock region (including one Freedom’s Way town, New Ipswich) receives 5.8 percent, or \$246 million. (NHDTTD report 2012, p. 4)

G.4 What Can We Know about the Extent of Tourism in Freedom’s Way Based on Industry Census Data?

While tourism spending data and analysis in the two states’ reports provide important numbers for those involved in tourism to publicize, where we are headed in this report is to gain an idea of the share of the local economy occupied by hospitality in the Freedom’s Way National Heritage Area. This is somewhat more difficult than consulting the two states’ annual tourism reports.

To the extent that these reports provide county-level data (and as we have seen, this is not done in New Hampshire to any appreciable degree), it might be possible to attempt to extrapolate on the basis of population. Since this is a good place to start, anyway, let’s look at possible implications of population distribution.

G.4.1 Population Distribution in the Three Freedom’s Way Counties

In all three counties, the regions served by the heritage area are, generally speaking, more rural than urban. The exceptions are the urban corridor in Middlesex County, MA, running west from Woburn to Lexington and from Malden through Medford and Arlington, again westward to Lexington; Nashua, NH; and the Fitchburg-Leominster area of Worcester County, MA (see demographics and land use/land cover maps in Appendix C).

Middlesex County’s share of the heritage area includes 44 percent of its municipalities (24 out of 54 cities and towns) and 46.2 percent of its land area but only 29.2 percent of its population. The thirty towns outside the heritage area possess the lion’s share of the population, nearly 71 percent. (For these numbers and others discussed in the following paragraphs, see Table G-2.) Since those areas are closer to Boston, such a denser population is expected. The population density of the heritage area is lower than the rest of the county, therefore – does it have a correspondingly lower portion of the economic activity?¹ That is, does the hospitality infrastructure divide this way as well?

Worcester is slightly differently situated with regard to population, local government, and land area: 22.5 percent of its population is found in the heritage area, 22 percent of local governments (13 of 60 cities and towns), and 24.2 percent of its land area. The Middlesex County portion of the heritage area is outside Boston; similarly, though at a different scale, the portion of Worcester County in the heritage area is outside its county seat, Worcester.

In New Hampshire, the section of Hillsborough County that is included in Freedom’s Way includes the state’s second largest city, Nashua (pop. 86,494, about 20,000 fewer than Manchester). Here, the

¹ Ignoring income patterns, which are distorted for our purposes by commuting patterns – high median incomes in the outer, low-population suburban communities, that is, are assumed to be derived at least in part from jobs held in Boston and inner-ring suburbs and most definitely can skew analysis of and actual economic activity in that part of Massachusetts. (See demographic maps in Appendix C.)

analysis might have reversed – is this part of the heritage area more urban than rural? – but again, the heritage area portion of Hillsborough is beyond an even larger city, Manchester, also in Hillsborough County. Only 33.5 percent of Hillsborough County’s population is in the heritage area, governed by 26 percent of the county’s local governments (8 of 31 cities and towns) covering 23.3 percent of its land area.

The density of the population in Hillsborough County’s portion of the heritage area is the only one of the three that exceeds the population density of the county as a whole – the effect of the large population of Nashua in such a small land (204 sq. mi. devoted to the heritage area). In the two Massachusetts counties, the urban populations of Fitchburg, Gardner, and Leominster (Worcester, 366 sq. mi.) and the eastern towns (Middlesex, 379 sq. mi.) have considerably more lightly populated land area and towns bringing their population densities down.

Table G-2 Freedom’s Way National Heritage Area’s Share of Population, Local Government, and Land Area in Three Counties

	TOTAL	Middlesex Co, MA	Worcester Co, MA	Hillsborough Co, NH
County Population	2,702,360	1,503,091	798,548	400,721
NHA Population	752,856	439,437	179,348	134,071
NHA Population as % of County’s	27.9%	29.2%	22.5%	33.5%
County Local Gov’ts	145	54	60	31
NHA Local Gov’ts	45	24	13	8
NHA Local Gov’ts as % of County’s	31%	44%	22%	26%
County Land Area (sq. mi.)	3,205	818	1,511	876
NHA Land Area (sq. mi.)	948	379	366	204
NHA Land Area as % of County’s	29.6%	46.3%	24.2%	23.3%
Persons per square mile, County, 2010	843	1838	529	457
Persons per square mile, NHA, 2010	794	1159	490	657

SOURCE: 2010 U.S. Census; 2014 U.S. Gazetteer Files, and Wikipedia; compiled by Heritage Strategies, LLC, November 2014

G.4.2 State Tourism Data for the Three Freedom’s Way Counties

While the population data covered in the preceding section is interesting in its own right, it does not get us very far for our purposes here. The next step is to apply our choice of these proportional figures to the data available from the states’ tourism offices, as seen in Table G-3. This might give us some idea of the possible magnitude of leisure and hospitality businesses, and therefore perhaps tourism, that we might find in the National Heritage Area, if only we were sure of the distribution of leisure and hospitality businesses. (Spoiler: the examination of the distribution of tourism-related businesses described further below tends to bear out the use of population data to estimate this split.)

Table G-3 shows partly reliable data drawn from or calculated from reports provided by reports by the New Hampshire Division of Travel and Tourism Development (NHDTTD) and the Massachusetts Office of Travel and Tourism (MOTT). While the data may not be exactly comparable, they are at least quite close in the way information is gathered and presented. It is only partly reliable because of this, and because the county data for Hillsborough was extrapolated from statewide numbers – similar to the method used to generate the heritage area portions of the data here, but we are unable to validate this by any other approach.

Table G-3 shows that Hillsborough County as a whole is a powerhouse in comparison to its counterparts in Massachusetts. It is the state's second-ranking county in the state's tourism calculations (just after Rockingham and not quite twice the size of the next county down, Grafton). More to the point, although Hillsborough is only a little more than one-quarter the population of Middlesex County, MA (a much larger tourism generator, ranked second after Boston in a much larger state tourism-wise, nearly four times that of New Hampshire), its travel expenditures approach three-quarters of those in Middlesex. By comparison, Worcester, with not quite half the population of Middlesex, sees only one-third the travel expenditures seen in Middlesex. Tourism-related jobs in Hillsborough are almost equivalent to Middlesex, but again, Worcester has only about one-third the jobs seen in Middlesex.

We are on safer ground looking at the counties, but in the effort to know as much as we can about the National Heritage Area, Table G-3 also includes results extrapolated, speculatively, by apportioning the county data by the amount of population found in the heritage area, by county. This tends to enhance the previously described differences between the counties, but does not change the fundamentals. Since Hillsborough has the highest proportion of its population in the heritage area, its position changes for the better, and since Worcester has the lowest proportion, its already low position is slightly lowered, most pronounced when it comes to jobs.

Table G-3 States' County-Level Tourism Data Broken Down by Proportion of Freedom's Way Population

	TOTAL	Middlesex Co, MA	Worcester Co, MA	Hillsborough Co, NH
Partly Reliable Data				
County share of state's direct traveler spending (County number supplied by NHDTTD; calculated for MA from MOTT report)		14.7%	5.0%	23.9%
NH Rooms and Meals Sales to Travelers, FY2012 (County number supplied by NHDTTD; in millions)				\$397
EXPENDITURES (in millions): Travel Spending, Employment and Related Impacts, FY2012 (NH, County share apportioned – not reliable); Travel Expenditures, 2012 (MA, County share reported by MOTT)		\$2,258	\$771	\$1,634
PAYROLL (in millions): Travel Spending, Employment and Related Impacts, Payroll, FY2012 (NH County share apportioned – not reliable); Travel Payroll, 2012 (MA, County share reported)		\$580	\$145	\$384
JOBS: Jobs from Direct Traveler Spending, FY2012 (NH County share apportioned – not reliable); Travel Employment, 2012 (MA, County share reported)	41,437	19,800	5,300	16,337
Speculative Data				
NHA Population as % of County's	27.9%	29.2%	22.5%	33.5%
NHA share of state's direct traveler spending (factored by percentage of county population in the NHA)		4.3%	1.1%	8.0%
NHA POSSIBLE EXPENDITURES (in millions; all travel expenditures)	\$6,306	\$659	\$174	\$547
NHA POSSIBLE PAYROLL (in millions; all travel expenditures)	\$331	\$169	\$33	\$129
NHA POSSIBLE JOBS (all travel expenditures)	12,450	5,785	1,193	5,473
SOURCE: NH Division of Travel and Tourism Development and MA Office of Travel and Tourism statewide tourism reports for 2012, compiled by Heritage Strategies, LLC, November 2014; population data drawn from Table G-2				

The problem, of course, is that we do not know how accurate these results for the heritage area may be. Hospitality businesses might be spread through the counties and their National Heritage Area portions the same way as the population – or they might not. We need a finer-grained way to understand the distribution of businesses that benefit from tourism. Fortunately, as explained in the next section, there is one readily available source of data, the U.S. Census.

There are some important major caveats to explain at this point, however. The actual economic impact of tourism, as the states know (and pay for the research in order to know), is best understood by measuring travelers' behavior and actual dollar results of that behavior – not the location of businesses. Leisure and hospitality businesses serve other markets in addition to travelers – residents and customers traveling less than fifty miles from home. (The usual definition of a tourist includes the criterion that he or she has made a trip of fifty miles or more. Lodging is therefore more important in the scheme of things than other kinds of businesses, for the economic impact of a traveling party that stays overnight is generally greater.) To the extent that these businesses (and their employment and payroll), however, are located in the National Heritage Area, we have an indicator that the infrastructure exists to host the market to be cultivated through actions explained in the management plan, Chapter 5.

One of those actions is to create a mid-term economic development plan for cultural heritage tourism five years hence. A part of that plan could include taking all such analysis described in this report to the logical next level, of predicting the future economic impact of such a plan if successfully executed, using methodologies similar to those employed for the states' tourism impact assessments. Another action is to encourage attractions to begin counting their visitors using a uniform approach that would help get at information even the states have trouble knowing for sure – the actual numbers of visitors.

G.5 Further Analysis

Given these basic facts and an understanding from the two states' tourism reports that Freedom's Way is situated in highly productive counties or regions of both states, as described above, we wanted to know: just how well situated IS Freedom's Way to grow its cultural heritage tourism? We believe that the answer is, very well indeed.

G.5.1 Existing Conditions

Chapter 2 describes a heritage area-wide presentation to be developed from existing attractions, community interpretive programs, and the heritage area's own work. This comprises the heart of the visitor experience to be produced by the heritage area. But tourism needs more than interpretation – there must be businesses offering hospitality and services to create a complete experience. Since two out of three counties are among the highest-producing tourism counties of both states, they are already well ahead of more remote rural places elsewhere without existing market and hospitality infrastructure nearby. If the heritage area is successful in building its audience of cultural heritage travelers, there is likely a warm, comfortable welcome nearby, at least in its three counties if not within bounds. The heritage area's localities may not benefit economically as greatly if visitors are not lodging and dining in its territory, but as explained elsewhere, tourism development from business investment within the heritage area follows from demand. If demand builds, sooner or later investors will develop (or could be induced to develop – a possibility for study in the aforementioned mid-term economic development plan).

We also know the region is already receiving much visitation based on recreation and "countryside" experiences – which cultural heritage travelers also seek along with museums, historic sites, historic

downtowns, and all the rest as described in Chapter 2. Anecdotally, those who are visiting Freedom's way to enjoy hiking, parks, bicycle riding, and visiting the region's many farm attractions is a large audience – further assessment requires further study to generate the necessary data. Such research should be undertaken in the mid-term economic development plan for cultural heritage tourism for Freedom's Way.

Changes in conditions supporting hiking, parks, and bicycling in recent years has been incremental. Major public investment is needed in land conservation, park facilities, trail building, and road and trail improvements for bicyclists and takes a great deal of time to program and accomplish. We do know that the region has more than [120] miles of hiking and off-road improved bicycling trails. Perhaps that much again is programmed for future investment, and there are many more locally conserved lands with local recreational trails.

We do have one indicator that the "countryside audience" is a growing one (what used to be called "driving for pleasure" – although not politically correct, perhaps, this has long been found by those measuring leisure-time preferences across the country to be a top preference). Four years ago, a "MassGrown" brochure and map put together by the Massachusetts Department of Agriculture identified just forty farm businesses for promotion in the region occupied by Freedom's Way (the map does not delineate the heritage area). Today, the MassGrown website allows a user to identify as many as 400 such businesses in the landscape defined as thirty miles from any direction from Devens (the Freedom's Way headquarters). Regardless of how accurate these numbers might be, such growth is highly suggestive that farm attractions, part of the private sector, have clearly responded to growing public interest in local foods and the experience of knowing who grows one's food. Enough visitors are making their way to the region because of its farms that the farms are responding with investment of their own to be able to serve this market. (Some, but probably not most, of these businesses probably are found in the data enabling us to analyze the economic weight of "leisure and hospitality" establishments. Parker's Maple Barn in Mason, NH, for example, a maple sugar operation, includes a full-service restaurant.)

G.5.2 Studying Hospitality Business Infrastructure

Returning to the question of how strong the hospitality business infrastructure might be in the heritage area, versus the counties as a whole, this section attempts to answer this question.

We asked (1) what is the hospitality business infrastructure existing in each town? This would help us answer (2) whether the heritage area's portion of the counties' reported shares of state tourism is higher or not, on a percentage basis, than the percentage of population found in each county's share of the National Heritage Area. We are exploring the data to help us with our hypothesis that if the level of leisure and hospitality businesses most interesting to heritage travelers in heritage-area portions of each county at least match the population divide described in Table G-2, the heritage area is well-positioned to encourage greater tourism.

The data we used to explore possible answers is drawn from the U.S. Census's ZIP Code Business Patterns and County Business Patterns, which report 2012 economic census information on business establishments (characteristics, employment, and payroll) based on the North American Industry Classification System (NAICS). We used selected data from "Arts, entertainment, and recreation" (NAICS Code 71) and "Accommodation and food services" (72) as indicators; together these are often linked in larger groups called "leisure and hospitality supersector."²

² <http://www.bls.gov/iag/tgs/iag70.htm>. Other NAICS codes are as follows: Agriculture, forestry, fishing and hunting (11), Mining, quarrying, and oil and gas extraction (21), Utilities (22), Construction (23), Manufacturing

These are not complete measures of tourism activity, however, as they only measure business activity – they do not characterize customers (residential vs. visiting), business receipts (volume/size – although the number of employees is a proxy for this), or economic impact. They also do not include some kinds of businesses that visitors enjoy, especially retail shops. The methodologies used by the two states for their statewide reports, selectively reported in Table G-3, are more accurate in these aspects, as they both separate out visiting versus resident customers; account for other businesses where visitors have an impact but which are not specifically part of the hospitality industry; and look at the overall impact of dollars circulating in the local economy.

The NAICS data also do not measure level of quality, an important factor in cultural heritage tourism, where visitors typically look for quality, authenticity, and unique experiences. To attempt to get at this issue, we went beyond the two-digit code to look at our choices of sub-codes. Some sub-codes imply business establishments that may not be conducive to stimulating or serving cultural heritage travelers, such as fast food establishments. We also eliminated recreational businesses, including skiing and golf; although outdoor recreation is high on lists of preferences of cultural heritage travelers, especially for multi-person parties where they seek varying activities during the day and come back together in the evening, we believed this might skew our results, since rural communities tend to have slightly more of these because of cheaper land and topography. We wanted to create comparable bodies of data for entire counties and the heritage area's portions of the counties. (See attachment for our choices.)

With all those caveats, looking at NAICS 71 and 72 does give us some indication of the level of business activity supporting current tourism and which would support an emphasis on cultural heritage tourism – what we call “hospitality infrastructure.”

Proportion of General Leisure and Hospitality Business Activity in the National Heritage Area

Taken together, as shown in Table G-4, the data show that the three counties that include the Freedom's Way National Heritage Area have a total of 70,800 business establishments of all kinds (line 2). The heritage area has 26.7 percent of these, 18,913. This seems at the largest scale to bear out our prediction that the level of business activity would correspond with population, for the heritage area has 27.9 percent of the three counties' population (line 1).

Moving to the next level, the 71 and 72 series of data on leisure and hospitality establishments, we can see that the counties have a total of 7,382 such businesses, and 24.3 percent of these are in Freedom's way, almost 1,800 (line 3). Again, this is close to the population divide – although we would have liked to see that number edge up above the population percentage. This might be an indicator for long-range monitoring – the “needle” the heritage area would try to move once it engages in the mid-term economic development plan.

There is little difference in the proportion of these businesses versus all other kinds of businesses inside the heritage area versus the entire county (lines 5 and 6). Only the Worcester portion of the heritage area exceeds its county proportion, and not to a degree of any significance. This might be another

(31-33), Wholesale trade (42), Retail trade (44-45), Transportation and warehousing (48-49), Information (51), Finance and insurance (52), Real estate and rental and leasing (53), Professional, scientific, and technical services (54), Management of companies and enterprises (55), Administrative and support and waste management and remediation services (56), Educational services (61), Health care and social assistance (62), Other services (except public administration) (81), and Industries not classified (99). NAICS does not measure governmental jobs or the self-employed.

indicator for long-range monitoring, since this provides a base and basis for comparison from which to measure growth that might appear in future economic census data.

Importance of These Establishments to the Regional Economy

Let us pause here to rank leisure and hospitality establishments among all sectors, by county. Table G-4 also offers the best analysis we are able to undertake of the importance of the heritage area's existing leisure and hospitality establishments to the regional economy. The number of leisure and hospitality establishments ranks 3rd of all industry sectors in Worcester County, 4th in Middlesex, and 5th in Hillsborough (line 4). Fully ten percent of the three counties' businesses are classified as leisure and hospitality establishments (line 5). This holds true within a few tenths of a percent individually in all counties, as well. Since the heritage area's population of leisure and hospitality business establishments comprises nearly one-quarter of this business, 24.3 percent (line 3), they are significant to the region's economic health in hospitality infrastructure as well.

Proportion of Selected Business Activity in the National Heritage Area

Regarding the categories selected for further investigation in search of an infrastructure for cultural heritage tourism, businesses in these categories are a little more than one-third the total leisure and hospitality establishments in the three counties (line 9 versus line 1). (Since this is pioneering research, we have no basis for comparison, but an easy one to create, perhaps in other heritage areas.) In the heritage area, that proportion is almost identical. Since this exceeds our "population divide," this finding may be significant according to our hypothesis that any distribution higher than the population divide suggests that **hospitality infrastructure can at least be considered healthy**, if not yet robust on a conceptual cultural heritage tourism spectrum of down-market to robust.

The National Heritage Area possesses a quarter of all those leisure and hospitality establishments found in the three counties, 659 heritage-area businesses out of 2,647 (line 9). (Remember that this number does not count retail or agricultural attractions. It should include nonprofit organizations related to leisure and hospitality but we believe there is an under-count of museums and historic sites.) Of these, more than half are found in Worcester County, and the remainder is divided roughly equally between Hillsborough County and Middlesex County, each with under a quarter of the selected businesses (line 9).

Table G-4 Leisure and Hospitality Business Activity in the Freedom's Way National Heritage Area

	TOTAL			Middlesex			Worcester			Hillsborough			
	Three Counties	Entire NHA	NHA Share	County	NHA Portion	NHA Share (%)	County	NHA Portion	NHA Share (%)	County	NHA Portion	NHA Share (%)	County NHA Share
1. NHA population as % of County (Table G-2)		27.9%			29.2%			22.5%			33.5%		
2. All establishments, all sectors	70,800	18,913	26.7%	42,453	11,261	26.5%	17,646	3,828	21.7%	10,701	3,824		
3. All leisure & hospitality estab's, 71+72	7,382	1,796	24.3%	4,344	991	22.8%	1,987	423	21.3%	1,051	382	36.3%	21.3%
4. County ranking -- leisure & hospitality estab's vs. all sectors				4 th			3 rd			5 th			
5. All County leisure & hospitality estab's, % all County establishments	10.4%			10.2%			11.3%			9.8%			
6. NHA leisure & hospitality estab's, % all NHA establishments		9.5%			8.8%			11.1%			10.0%		
7. 71 - Arts, Entertainment, and Recreation - Total Selected Count	238	89	37.4%	165	53	32.1%	41	28	68.3%	32	8	25.0%	
8. 72 - Accommodation and Food Services - Total Selected Count	2,409	570	23.7%	1,387	304	21.9%	658	131	19.9%	364	135	37.1%	
9. Total selected leisure & hospitality establishments, 71+72	2,647	659	24.9%	1,552	357	23.0%	699	159	22.7%	396	143	36.1%	21.7%
10. Total selected establishments (line 9), % of all 71+72 (line 3)	35.9%	36.7%		35.7%	36.0%		35.2%	37.6%		37.7%	37.4%		

SOURCE: Heritage Strategies, LLC, November 2014 (except in the case of lodging) employing ZIP Code Business Patterns (ZBP) and County Business Patterns, 2012 series released on June 12, 2014 from the U.S. Census (<http://www.census.gov/econ/cbp/>), using the North American Industry Classification System (NAICS) to compare total business establishments to (%) total leisure and hospitality establishments, which are self-identified (NAICS – Arts, entertainment, and recreation (71); Accommodation and food services (72)). Restaurant numbers indicated are for establishments self-identifying in the ZBP as full service (NAICS 722511, where patrons order and are served while seated and pay after eating). Lodging numbers were generated by Heritage Strategies, LLC, from Google Earth, Google+, and (in one case) Expedia in November 2014; while accuracy cannot be certified, the total discovered generally validates the total reported in the ZBP (HSLLC=67; ZBP=57 “Hotels (except Casino Hotels) and Motels” (NAICS 721110); reasons for the variance could not be determined as ZBP entries cannot be mapped). The ZBP, however, significantly under-reported B&B lodging (3 self-reported vs. 28 as counted by HSLLC using qualitative judgment). (Possibly those filing their reports did not understand their opportunity to distinguish their lodging under NAICS as “Bed-and-Breakfast Inns” (721191) or it was advantageous to choose another category.) Establishments that include both lodging and a full-service restaurant are identified as single establishments – probably lodging, so the number of full-service restaurants in the region may be somewhat higher than indicated by the data. (For example, the Hilton Garden Inn in Devens with its Great American Grill® restaurant is probably one establishment, as only one full-service restaurant was reported for Devens, likely the Devens Grill, a free-standing restaurant near the Hilton Garden Inn.)

NOTE RE MAPPING: As data was collected by ZIP code, technically any map should show ZIP code boundaries for display of percentage of leisure and hospitality establishments as a percentage of establishments overall. While ZIP codes closely correspond to city and town boundaries in many cases in the Freedom’s Way NHA, they are not one and the same. Because they are so close, however, we chose to map this data using towns for convenience and correlation to other data displayed in maps.

G.5.3 Payrolls and Employment in the Hospitality Industry

For the sake of completeness, Table G-5 offers data collected but not analyzed at the granular level as we have demonstrated for leisure and hospitality establishments above. The large difference between leisure and hospitality paychecks versus all paychecks, which are significantly higher in all counties, is explained in great measure by the large number of seasonal and part-time employees in the leisure and hospitality industry. The benefits of business establishments and employment are explained further in Chapter 5.

Table G-5 Leisure & Hospitality Employment and Payroll in the Freedom’s Way National Heritage Area

	TOTAL	Hillsborough Co, NH	Middlesex Co, MA	Worcester Co, MA
Ranking - number of leisure & hospitality employees <u>county-wide</u> vs all other sectors		4th	5th	4th
Ranking - Size of leisure & hospitality payroll <u>county-wide</u> vs all other sectors		10th	12th	9th
Avg annual leisure & hospitality paycheck earned in counties ¹	\$18,804	\$17,507	\$20,462	\$15,660
Avg annual paycheck earned in counties	\$60,516	\$47,556	\$68,722	\$44,514
Number of leisure & hospitality employees, NHA area only ¹	28,551	6,520	15,823	6,208
All county leisure & hospitality jobs as pct of all county jobs	9.2%	10.5%	8.5%	10.4%
Footnote 1: Extrapolated estimate. Because zip code areas are small and thus the number of businesses can also be small, the U.S. Census does not provide this data for confidentiality reasons. Estimates were created by determining the percentage of business establishments devoted to tourism in the Counties that are in the heritage area, and multiplying that percentage by the County-level payroll (first reference) and by County-level number of employees (second reference) to determine NHA paycheck (total extrapolated tourism payroll divided by total extrapolated tourism employment).				
SOURCE: Heritage Strategies, LLC, November 2014, employing County Business Patterns and ZIP Code Business Patterns, 2012 series from the U.S. Census (http://www.census.gov/econ/cbp/), supplemented by the Census’s QuickFacts for the three counties (http://quickfacts.census.gov/qfd/index.html) and lists of municipalities available from Wikipedia (http://en.wikipedia.org/wiki/List_of_municipalities_in_Massachusetts#cite_note-MMA-1 and http://en.wikipedia.org/wiki/List_of_cities_and_towns_in_New_Hampshire#cite_note-2), used for NHA population calculations.				

G.6 Conclusion: Positioning Freedom’s Way to Participate in the Tourism Economy

The preceding analysis has demonstrated that the communities and businesses of Freedom’s Way National Heritage Area are well positioned to build cultural heritage tourism.

The National Heritage Area overlaps both states’ most important tourism regions. In New Hampshire, it is served by two tourism regions, Merrimack Valley (as discussed above, the state’s highest “producer” and covering Nashua and six towns due west) and Monadnock (New Ipswich, furthest west). The Massachusetts portion of the heritage area is served primarily by two as well, the Johnny Appleseed Trail Association (area 10 on the state’s tourism map, see Appendix C) and the Merrimack Valley Conference and Visitors Bureau (area 3). Six towns are served apart from these: the Metro West Visitors Bureau (area 9) serves Sudbury and Hudson in the southern portion of the heritage area and the Greater

Boston Convention and Visitors Bureau (area 1) serves Arlington, Malden, Medford, and Woburn in the heritage area's eastern, urban core. [Note: The GBCVB's website does not include a link to Woburn but we are assuming this is an oversight.]

All of these places, whether they are in the heritage area or not, offer considerable leisure and hospitality infrastructure. In general, it is clear that the National Heritage Area is well-positioned to grow its cultural heritage tourism. All three of its counties, Hillsborough in New Hampshire, and Middlesex and Worcester in Massachusetts, are among those already receiving highest tourism spending. Even if we do not know the distribution of that spending within counties, we know that if the heritage area itself does not possess the tourism infrastructure, it is next door – almost as good. It is possible to generate audiences for sites and programs within the heritage area, and feed and house them nearby. Although communities seeing increased audiences will not see direct economic benefits right away, long-term the attracting of audiences will build markets that attract investors. In the meanwhile communities nearby can be persuaded to help with promoting the National Heritage Area in order to benefit their own lodging and restaurants (and attractions) as much as possible.

Attachment: Explanation of NAICS Data Chosen for Analysis

For each zip code (more than the 45 cities and towns), we selected, from among the many six-digit codes offered, those that included the kinds of activities we deemed most likely to be attractive to a cultural heritage traveler. (It is not that heritage travelers might not enjoy other aspects of the leisure and hospitality establishments documented in this economic census. There were limits to how many data points we were willing to select, and we wanted the richest sampling.) These included (in the order found in the ZBP/CBP data):

- Theater Companies and Dinner Theaters; Dance Companies (711110, 711120)
- Musical Groups and Artists; Independent Artists, Writers, and Performers; (711130, 711510)
- Number of museums, historical sites (712110, 712120)
- Nature Parks and Other Similar Institutions (712190); Zoos and Botanical Gardens (712130)
- Hotels (except Casino Hotels) and Motels (721110)
- Bed-and-Breakfast Inns (721191); All Other Traveler Accommodation (721199)
- Full Service Restaurants (722511)

NAICS Detailed Data Used in Analysis – Code 71 – Arts, Entertainment, and Recreation (six-digit key indicators highlighted were used to generate data in Tables G-4, G-5, and, below, G-6)

711	Performing Arts, Spectator Sports, and Related Industries
7111	Performing Arts Companies
71111	Theater Companies and Dinner Theaters
711110	Theater Companies and Dinner Theaters
71113	Musical Groups and Artists
711130	Musical Groups and Artists
71119	Other Performing Arts Companies
711190	Other Performing Arts Companies
7112	Spectator Sports
71121	Spectator Sports
711211	Sports Teams and Clubs
711219	Other Spectator Sports
7113	Promoters of Performing Arts, Sports, and Similar Events
71131	Promoters of Performing Arts, Sports, and Similar Events with Facilities
711310	Promoters of Performing Arts, Sports, and Similar Events with Facilities
71132	Promoters of Performing Arts, Sports, and Similar Events without Facilities
711320	Promoters of Performing Arts, Sports, and Similar Events without Facilities
7114	Agents and Managers for Artists, Athletes, Entertainers, and Other Public Figures
71141	Agents and Managers for Artists, Athletes, Entertainers, and Other Public Figures
711410	Agents and Managers for Artists, Athletes, Entertainers, and Other Public Figures
7115	Independent Artists, Writers, and Performers
71151	Independent Artists, Writers, and Performers
711510	Independent Artists, Writers, and Performers
712	Museums, Historical Sites, and Similar Institutions
7121	Museums, Historical Sites, and Similar Institutions
71211	Museums
712110	Museums
71212	Historical Sites
712120	Historical Sites
71213	Zoos and Botanical Gardens
712130	Zoos and Botanical Gardens
71219	Nature Parks and Other Similar Institutions

712190	Nature Parks and Other Similar Institutions
713	Amusement, Gambling, and Recreation Industries
7131	Amusement Parks and Arcades
71311	Amusement and Theme Parks
713110	Amusement and Theme Parks
71312	Amusement Arcades
713120	Amusement Arcades
7139	Other Amusement and Recreation Industries
71391	Golf Courses and Country Clubs
713910	Golf Courses and Country Clubs
71392	Skiing Facilities
713920	Skiing Facilities
71394	Fitness and Recreational Sports Centers
713940	Fitness and Recreational Sports Centers
71395	Bowling Centers
713950	Bowling Centers
71399	All Other Amusement and Recreation Industries
713990	All Other Amusement and Recreation Industries

Note: Six-digit data includes three-, four-, and five-digit data.

NAICS Detailed Data Used in Analysis – Code 72 – Accommodation and Food Services (six-digit key indicators used in the attached table are highlighted)

72----	Accommodation and Food Services
721	Accommodation
7211	Traveler Accommodation
72111	Hotels (except Casino Hotels) and Motels
721110	Hotels (except Casino Hotels) and Motels
72119	Other Traveler Accommodation
721191	Bed-and-Breakfast Inns
721199	All Other Traveler Accommodation
7212	RV (Recreational Vehicle) Parks and Recreational Camps
72121	RV (Recreational Vehicle) Parks and Recreational Camps
721211	RV (Recreational Vehicle) Parks and Campgrounds
721214	Recreational and Vacation Camps (except Campgrounds)
7213	Rooming and Boarding Houses
72131	Rooming and Boarding Houses
721310	Rooming and Boarding Houses
722	Food Services and Drinking Places
7223	Special Food Services
72231	Food Service Contractors
722310	Food Service Contractors
72232	Caterers
722320	Caterers
72233	Mobile Food Services
722330	Mobile Food Services
7224	Drinking Places (Alcoholic Beverages)
72241	Drinking Places (Alcoholic Beverages)
722410	Drinking Places (Alcoholic Beverages)
7225	Restaurants and Other Eating Places

[TEXT CONTINUES ON PAGE 345]

Table G-6 Leisure and Hospitality Business Activity in the Freedom's Way National Heritage Area, Detail (unresolved anomalies in data)

Col. A	B	TOTAL					Middlesex					Worcester					Hillsborough		
		C	D	E	F	G	H	I	J	K	L	M	N	County	NHA share (%)	NHA portion	NHA share (%)	NHA portion	NHA share (%)
		Three Counties	NHA portion	NHA share (%)	County	NHA portion	NHA share (%)	County	NHA portion	NHA share (%)	County	NHA portion	NHA share (%)	County	NHA portion	NHA share (%)	County	NHA portion	NHA share (%)
		70,800	18,913	26.7%	42,453	11,261	26.5%	17,646	3,828	21.7%	10,701	3,824	35.7%						
71+72		2,875	718	25.0%	1,687	389	23.1%	757	176	23.2%	431	153	35.5%						
71		1,125	340	30.2%	710	218	30.7%	255	69	27.1%	160	53	33.1%						
71		460	145	31.5%	300	83	27.7%	95	44	46.3%	65	18	27.7%						
71		40.9%	42.6%		42.3%			37.3%			40.6%								
72		6,257	1,456	23.3%	3,634	773	21.3%	1,732	354	20.4%	891	329	36.9%						
72		2,415	573	23.7%	1,387	306	22.1%	662	132	19.9%	366	135	36.9%						
72		38.6%	39.4%		38.2%			38.2%			41.1%								
		DETAIL:																	
Industry code		Industry code description																	
711110; 711120		31	4	12.9%	23	3	13.0%	3	0	0.0%	5	1	20.0%						
711130; 711510		123	36	29.3%	91	27	anomaly	20	5	25.0%	17	4	23.5%						
712110; 712120		78	47	60.3%	70	20	28.6%	15	23	anomaly	6	4	66.7%						
712130; 712190		9	4	44.4%	4	3	75.0%	3	0	0.0%	4	1	25.0%						

Col. A	TOTAL			Middlesex			Worcester			Hillsborough			
	B	C	D	E	F	G	H	I	J	K	L	M	N
13. Hotels (except Casino Hotels) and Motels 721110		Three Counties 148	54	NHA share (%) 36.5%	County 112	NHA portion 30	NHA share (%) 26.8%	County 54	NHA portion 16	NHA share (%) 29.6%	County 33	NHA portion 8	NHA share (%) 24.2%
14. Bed-and-Breakfast Inns; 721191; 721199		15	3	20.0%	9	2	22.2%	4	1	25.0%	2	0	0%
15. Full-Service Restaurants 722511		2,195	513	23.4%	1,266	272	21.5%	600	114	19.0%	329	127	38.6%

SOURCE: Heritage Strategies, LLC, November 2014 (except in the case of lodging) employing ZIP Code Business Patterns (ZBP) and County Business Patterns, 2012 series released on June 12, 2014 from the U.S. Census (<http://www.census.gov/econ/cbp/>), using the North American Industry Classification System (NAICS) to compare total business establishments to (%) total leisure and hospitality establishments, which are self-identified (NAICS – Arts, entertainment, and recreation (71); Accommodation and food services (72)). Restaurant numbers indicated are for establishments self-identifying in the ZBP as full service (NAICS 722511, where patrons order and are served while seated and pay after eating). Lodging numbers were generated by Heritage Strategies, LLC, from Google Earth, Google+, and (in one case) Expedia in November 2014; while accuracy cannot be certified, the total discovered generally validates the total reported in the ZBP (HSLLC=67; ZBP=57 “Hotels (except Casino Hotels) and Motels” (NAICS 721110); reasons for the variance could not be determined as ZBP entries cannot be mapped). The ZBP, however, significantly under-reported B&B lodging (3 self-reported vs. 28 as counted by HSLLC using qualitative judgment). (Possibly those filing their reports did not understand their opportunity to distinguish their lodging under NAICS as “Bed-and-Breakfast Inns” (721191).) Establishments that include both lodging and a full-service restaurant are identified as single establishments – probably lodging, so the number of full-service restaurants in the region may be somewhat higher than indicated by the data. (For example, the Hilton Garden Inn in Devens with its Great American Grill® restaurant is probably one establishment, as only one full-service restaurant was reported for Devens, likely the Devens Grill, a free-standing restaurant near the Hilton Garden Inn.)

NOTE RE MAPPING: As data was collected by ZIP code, technically any map should show ZIP code boundaries for display of percentage of leisure and hospitality establishments as a percentage of establishments overall. While ZIP codes closely correspond to city and town boundaries in many cases in the Freedom’s Way NHA, they are not one and the same. Because they are so close, however, we chose to map this data using towns for convenience and correlation to other data displayed in maps.

NOTE: Two maps are to be attached in the final plan – see attached drafts. Map A, “Towns’ Economic Reliance on Leisure and Hospitality” endeavors to show the proportion of selected businesses found in the heritage area’s forty-five towns, ranging from 4-5 percent (yellow) to 12.2-16.4 percent (green). As might be expected, since rural business populations are smaller and often more reliant on leisure and hospitality businesses (when close enough to major population centers), none of the “green” cities and towns are major population centers (see draft Demographic Map in Appendix C – 2010 Population). Map B, “Numbers of Reported Leisure and Hospitality Establishments” confirms that the larger populations in absolute numbers are found in major population centers.

72251	Restaurants and Other Eating Places
722511	Full-Service Restaurants
722513	Limited-Service Restaurants
722514	Cafeterias, Grill Buffets, and Buffets
722515	Snack and Nonalcoholic Beverage Bars

The following tables are offered with the cautionary note that we uncovered some anomalous data in a key indicator, museums and historic sites, and also in a couple of other places. We were unable to resolve these anomalies in the time available for this report. The anomaly appears to stem from data reported differently in the ZIP Code Business Patterns data (used to generate the heritage-area level data) than the County Business Patterns (used to generate the county-level data). For example, we noted that 711120, Dance Companies, appear not to have been collected in the county lists used to generate this explanation; similarly, 711190, Other Performing Arts Companies, was not collected in the zip code lists used to generate the city-town data.

That said, we believe the following data in Table G-6 are of interest and may provide direction for future refinement, research, and assessment. These data indicate that the heritage area exceeds to a significant degree the “population divide” criterion discussed in the main body of this report in Arts, Entertainment, and Recreation (both unselected and selected). See Table G-6, below, column E. (Lines 5 and 8, although at first seeming significant, simply demonstrate that the NHA mirrors the three counties in proportion of selected vs. unselected.) Column E in particular bears out the planning team’s impression that the region is rich in attractions and sites (Arts, Entertainment, and Recreation, lines 3 and 4, column E) but under-supplied with businesses at the cultural heritage traveler end of the spectrum of hospitality businesses (Accommodation and Food Services, lines 6 and 7, column E). This is a preliminary conclusion that requires a thorough re-running of the numbers (we double-checked what we have but we ran out of time on the re-extraction from U.S. Census data required for this) plus qualitative inventorying on the ground. Interesting variations from this pattern requiring further investigation are Worcester’s NHA share of selected Arts, Entertainment, and Recreation businesses (46.3%, line 4, column K) and Hillsborough’s NHA share of selected Full-Service Restaurants (38.6%, line 15, column N), although the latter is probably explained by Nashua’s dominance (as described in the main report). Worcester’s result reflects the anomaly we were unable to resolve (line 11, column K).

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Appendix H – Local Government and Regional Entities in Freedom’s Way National Heritage Area

Municipality	Type ¹	County	Form of Gov’t	Year Est.	Massachusetts																					
					Planning ¹								Economic Development						Tourism							
					Massachusetts				NH		Massachusetts						NH									
					Metropolitan Area Planning Council (MAPC)	Inner Core Committee (MAPC)	Mintemian Advisory Group on Local Coordination (MAPC)	North Suburban Planning Council (MAPC)	Montachusett RPC	Central Mass RPC	Northern M Middlesex COG	Nashua RPC	Southwest RPC	495/MetroWest Partnership, Metro West CoC (Alliance)	Merrimack Valley Economic Development Council, Inc.	North Central Massachusetts Development Corp.	No Regional Economic Development Organization	Capital Regional Development Council	Monadnock Economic Development Corporation	Regional Economic Development Center of So. NH	Greater Boston CVB (1)	Metro West Tourism & VB (9)	Greater Merrimack Valley CVB (3)	Johnny Appleseed Trail Association	Merrimack Valley Region NH	Monadnock Travel Council of SW NH
					17	(3)	(13)	(1)	16	1	3	6	2	10	2	18	9	2	5	1	3	2	13	19	7	1
Acton	T	M	OTM	1735	■		■						■									■				
Arlington	T	M	RTM	1807	■	■																				
Ashburnham	T	W	OTM	1765				■							■								■			
Ashby	T	M	OTM	1767				■															■			
Ayer	T	M	OTM	1871				■															■			
Bedford	T	M	OTM	1729			■															■				
Bolton	T	W	OTM	1738			■							■										■		
Boxborough	T	M	OTM	1835			■							■												
Carlisle	T	M	OTM	1780			■															■				
Clinton	T	W	OTM	1850																				■		
Concord	T	M	OTM	1635																					■	
Dunstable	T	M	OTM	1673																					■	

¹ Abbreviations:
 C = City form of government
 CoC = Chamber of Commerce
 COG = Council of Governments
 CVB = Convention & Visitors Bureau
 H = Hillsborough County, NH
 M = Middlesex County, MA
 M-A = Mayor & Aldermen
 M-C = Mayor & Council
 OTM = Open Town Meeting
 PC = Planning Commission or Council
 RPC = Regional Planning Commission
 RTM = Representative Town Meeting
 T = Town form of Government
 TM = Town Meeting
 W = Worcester County, MA
 VB = Visitors Bureau

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APPENDIX I: Inventory of Existing Regional Trails in Freedom’s Way National Heritage Area

CRITERIA for inventory selection

Length – 3 miles or more; and/or connects at least two communities; off-road trails only (improved bikeway and/or hiking trail)
No potential/planned trails
Trails are to be mapped outside FWNHA boundary wherever feasible, so long as a portion extends from the heritage area

NOTE: This inventory shows fifteen existing regional trails in the Freedom’s Way National Heritage Area. It does not include planned/proposed regional trails or the many existing local trails maintained by towns and land trusts – consult local websites for information. For the sixteen towns served by the Montachusett Regional Trails Coalition and the Montachusett Regional Planning Commission, consult <http://www.mrpc.org/home/pages/community-trail-maps> (Ashburnham, Ashby, Ayer, Clinton, Fitchburg, Gardner, Groton, Harvard, Lunenburg, Shirley, Sterling, Townsend, Westminster, and Winchendon). Owing to confusing data, in order to map the trails we found, we resorted to purchasing data from TrailLink.com. The list of “trails not shown in final map” immediately below is drawn from various searches yielding data that could not be mapped.

TRAILS SHOWN IN FINAL MAP

Massachusetts

- 1-Alewife Brook
- 2-Assabet River Rail Trail
- 3-Bedford Narrow Gauge Rail Trail
- 4-Bruce Freeman Rail Trail
- 6-Mass Central Rail Trail
- 7-Minuteman Bikeway
- 11-North Central Pathway
- 12-Northern Strand Community Trail
- 13-Reformatory Branch Trail

New Hampshire

- 5-Mason Railroad Trail
- 8-Nashua Canal Trail
- 9-Nashua Heritage Rail Trail
- 10-Nashua River Rail Trail

TRAILS NOT SHOWN IN FINAL MAP

- Bay Circuit Trail (MA)
East Coast Greenway (MA, although a portion will pass through NH east of the Freedom’s Way National Heritage Area)
Mid-State Trail (hiking trail)
Minute Man National Historical Park/Battle Road Trail
Wapack Trail (w/ Mt. Watatic Trail) (hiking trail)

Following is the final map plus a record of the searches made to create an inventory of regional trails.

Freedom's Way National Heritage Area
Management Plan

Existing Regional Trails and Rail-Trails

Data Source: Heritage Strategies, Freedom's Way Heritage Association, Inc., TrailLink.com accessed May 2015

Project Study Area

Town Boundaries

Trails

- 1 Alewife Brook
- 2 Assabet River Rail Trail
- 3 Bedford Narrow Gauge Rail Trail
- 4 Bruce Freeman Rail Trail
- 5 Mason Railroad Trail
- 6 Mass Central Rail Trail
- 7 Minuteman Bikeway
- 8 Nashua Canal Trail
- 9 Nashua Heritage Rail Trail
- 10 Nashua River Rail Trail
- 11 North Central Pathway
- 12 Northern Strand Community Trail
- 13 Reformatory Branch Trail

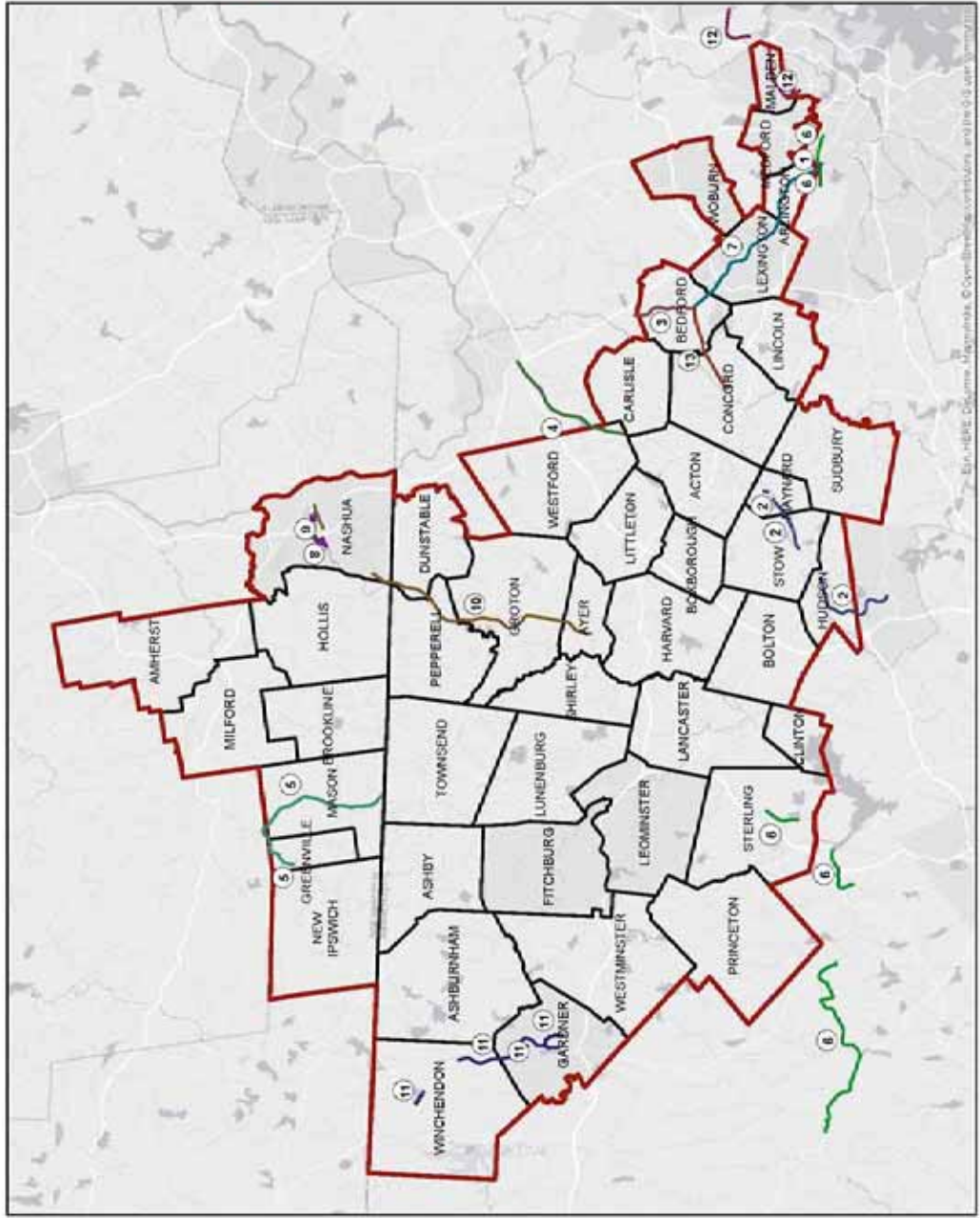
Badle Road Trail (Minute Man NSRP, Middlesex Trail, and Wapak Trail) includes Mt. Watata Trail; see Appendix F for details.

Map prepared by Heritage Strategies, I.L.C. and Washington College and Washington College Heritage Association, Inc.

Map prepared by Heritage Strategies, I.L.C. and Washington College and Washington College Center for Environment and Society

Scale: 0 2.5 5 10

HERITAGE.strategies



Final Map #	MassEEA list of regional trails? ¹ EEA top priority? ²	Official Name in TrailLink.com	Distance	Towns	TrailLink.com Web Site (or other)/Notes
Massachusetts					
1		Alewife Brook	2	Arlington	https://www.traillink.com/trail/alewife-linear-parksomerville-community-path.aspx ; connects directly to Minuteman Bikeway
2	Central MA Priority	Assabet River Rail-Trail	5.6	Maynard, Hudson	http://www.traillink.com/trail/assabet-river-rail-trail.aspx (mileage uncertain)
3		Bedford Narrow Gauge Rail-Trail	3	Bedford	https://www.traillink.com/trail/bedford-narrow-gauge-rail-trail.aspx
4		Bruce Freeman Trail	4.9?	Westford [Carlisle, Acton (not yet built)]	https://www.traillink.com/trail-maps/bruce-freeman-rail-trail.aspx Apparently planned but not built except for a short section in a far southeast corner of Westford going to Lowell through Chelmsford (7 mi total) - http://massbike.org/resourcesnew/pathstrails/#metro_boston
6	Regional Trail; Central MA Priority	Mass Central Rail Trail	8	Hudson, Sudbury	https://www.traillink.com/trail/mass-central-rail-trail.aspx (mileage uncertain, two short sections along a much longer planned route)
7		Minuteman Bikeway	11	Arlington, Lexington, Bedford	https://www.traillink.com/trail/minuteman-bikeway.aspx
10	Central MA Priority	Nashua River Rail Trail	12.3	Ayer, Groton, Pepperell and Dunstable, MA; Nashua, NH	https://www.traillink.com/trail/nashua-river-rail-trail.aspx
11	Central MA Priority	North Central Pathway	7.5	Winchendon, Gardner	http://www.traillink.com/trail/north-central-pathway.aspx

¹ <http://www.mass.gov/eea/agencies/dcr/services-and-assistance/grants-and-technical-assistance/massachusetts-greenway-and-trails.html>

² <http://www.mass.gov/eea/docs/dcr/stewardship/greenway/pdfs/central.pdf>

Final Map #	MassEEA list of regional trails? ¹ EEA top priority? ²	Official Name in TrailLink.com	Distance	Towns	TrailLink.com Web Site (or other)/Notes
12		Northern Strand Community Trail	3	Malden	https://www.traillink.com/trail/northern-strand-community-trail.aspx (mileage uncertain)
13		Reformatory Branch Trail	4	Bedford, Concord	https://www.traillink.com/trail/reformatory-branch-trail.aspx
*	Regional Trail; Central MA Priority	Mid-State Trail	35	Ashburnham, Fitchburg, Westminster, Leominster, Princeton	http://www.midstatetrail.org/map/page.html (mileage uncertain)
*		Minute Man NHP/Battle Road	5	Concord, Lincoln, Lexington	http://www.nps.gov/mima/planyourvisit/upload/MIMA%20Park%20Map.pdf
*		Mt. Watatic Trail	6?	Ashburnham	http://www.midstatetrail.org/mtwatatic.html ; http://www.summitpost.org/mount-watatic/152287 Southernmost summit on the Wapack Trail; lies just east of the end of the Mid-State Trail. SEE MAPPING NOTE w Wapack Trail
*		Wapack Trail	?	Ashburnham	http://www.wapack.org/map.html ; for map, add Wapack Trail and label key as "Wapack Trail and Mt. Watatic Trail" unless there's room for both in the legend. [Later note: we were unable to obtain GIS data to enable mapping.]
* Mentioned.					
THE FOLLOWING WERE INVENTORIED BUT NOT MAPPED; INFORMATION RETAINED FOR FUTURE REFERENCE					
	Regional Trail	Bay Circuit Trail		Westford, Carlisle, Acton, Bedford, Concord, Lincoln, Sudbury	http://baycircuit.org/wordpress/wp-content/uploads/BCTnobox1.pdf (mileage uncertain - appears to overlap with other trails)

Final Map #	MassEEA list of regional trails? ¹ EEA top priority? ²	Official Name in TrailLink.com	Distance	Towns	TrailLink.com Web Site (or other)/Notes
	Regional Trail	East Coast Greenway		Hudson, Sudbury	http://www.greenway.org/pdf/MA.pdf ; https://maps.google.com/maps?f=q&hl=en&sl=41.852174,-71.633606&sspn=0.538056,0.888519&q=http://greenway.org/maps/ECG-MA2.kmz&ie=UTF8&output=classic&dq=feature (mileage overlaps with existing trails)
		Bike-To-The-Sea		Malden	Apparently planned but not built
		Mason Railroad Trail		Townsend, Groton	Apparently planned but not built; ; appears also to be named Mason NH Rail Trail ext.
		Mystic Way		Medford? Malden?	Not sure this qualifies as regional trail
		Tri-Community Bikeway		Woburn	Apparently planned but not built; http://www.tricomcommunitygreenway.org/maps
		Twin Cities Trail		Leominster, Fitchburg	Apparently planned but not built
		Ware River Rail-Trail		Winchendon?	http://www.trailink.com/trail/ware-river-rail-trail.aspx (Inclusion in our inventory may not be correct – it appears that the Ware River Rail Trail is outside the region – ends at Baldwinville in the Town of Templeton) (mileage uncertain)
New Hampshire					
5	NA	Mason Railroad Trail	7	Mason, Greenville	http://www.trailink.com/trail-maps/mason-railroad-trail.aspx
8	NA	Nashua Canal Trail (Mine Falls Park)	6	Nashua	http://www.trailink.com/trail/nashua-canal-trail-(mine-falls-park).aspx
9	NA	Nashua Heritage Rail-Trail	1.3	Nashua	http://www.trailink.com/trail/nashua-heritage-rail-trail.aspx
THE FOLLOWING WERE INVENTORIED BUT NOT MAPPED; INFORMATION RETAINED FOR FUTURE REFERENCE					
	NA	Granite Town Rail-Trail	3?	Milford	http://www.trailink.com/trail/granite-town-rail-trail.aspx (Only the 3-mile Milford portion appears in TrailLink.com, and a review there indicates that it is primarily a mountain-biking/hiking trail. It has proven impossible to

Final Map #	MassEEA list of regional trails? ¹ EEA top priority? ²	Official Name in TrailLink.com	Distance	Towns	TrailLink.com Web Site (or other)/Notes
					locate accurate GIS information about the Brookline section, which is mentioned in the TrailLink description of the Milford segment, but which appears to go by various names (the southern, Brookline portion appearing to be known as the Palmer/Bartell Rail Trail). The best map we could locate for the two together is here: http://www.nhmountainhiking.com/hike/granite/gpsgranite_big.jpg . The Milford segment received a review by the NHDOT: https://www.nh.gov/dot/programs/bikeped/documents/milfordBrooklineReviewReport03302012.pdf (although the title includes Brookline, it appears to document only the Milford segment north of Lake Potanipo). It appears from this document that there are so many challenges to public use of this trail for non-locals that we ultimately decided not to include it in the final map.
NA		Palmer/Bartell Rail Trail	4.5?	Brookline	See Granite Town Rail-Trail, above
		TOTAL MILEAGE Mapped	121.6?		

22 of 37 Mass cities and towns have at least one of the numbered trails above; 6 participate in more than one:

- | | | | |
|-------------------|----------------|-------------------|-----------------|
| 1. Arlington (2) | 7. Dunstable | 13. Lexington (2) | 19. Sudbury |
| 2. Ashburnham (3) | 8. Fitchburg | 14. Lincoln | 20. Westford |
| 3. Ayer | 9. Gardner | 15. Malden | 21. Westminster |
| 4. Bedford (3) | 10. Groton | 16. Maynard | 22. Winchendon |
| 5. Concord (2) | 11. Hudson (2) | 17. Pepperell | |
| 6. Concord | 12. Leominster | 18. Princeton | |

3 of 8 NH cities and towns have at least one of these trails; Nashua has 3

1. Greenville
2. Mason
3. Nashua (3)



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TO: Patrice Todisco, Interim Executive Director, Freedom's Way Heritage Association, Inc.
Meg Bagdonas, Board President, Freedom's Way Heritage Association, Inc.

FROM: Ellen Greenberg, MSOD, The Nonprofit Center

RE: Follow-up to our session on May 13, 2014

DATE: May 19, 2014

It was a pleasure to present the session on a nonprofit board's roles and responsibilities. I hope that the information shared will prove helpful in moving the board of the Freedom's Way Heritage Association and the organization, forward on a stronger footing.

I am following-up with what I saw and heard at our session and read in the materials I reviewed in advance of the session as needing particular attention by the Board. Obviously, it is the Board's responsibility to continue that work and leverage the interest and commitment of the group to move the work forward.

Before I get to my list, however, I want to remind you of something I mentioned during our time together. We at The Nonprofit Center operate from a platform of best practices: when we talk to a board about its roles and responsibilities, we are speaking about what are best practices in board governance. Obviously, it is each individual board's decision to determine where it wants to be, *and where it has the resources to be*, on the continuum of good, better, best practices. But the board needs to have itself and the organization somewhere on that continuum. Utilizing the work done in the latter part of the day related to areas of focus and planning next steps will move you further along on that continuum.

Here is my list of what I see as needing your attention, in no particular order.

- Policies
 - Remember that an organization's **bylaws** are a key policy that guide a board and by which a board *must* abide. As I mentioned in the session, these should be reviewed on a regular and periodic basis. You might want to consider removing or starting to adhere to the policies that are currently in your by-laws but not followed through with in practice.
 - While I did see **conflict of interest** policy in your by-laws. Consider reviewing the conflict of interest policy now (the Board Best Practices manual has sample documents that you could use as a guide), and then make plans to review, revise (as needed), and enforce your conflict of interest policy yearly, ensuring that every board member is able to honor his/her legal and fiduciary responsibilities, putting the best interests of the organization ahead of all others and not serving to protect his/her own interests.
 - As discussed, another area to consider is the creation of a **succession plan**, both for board members and for the President/CEO of the organization.

- And, in order to continuously evaluate how the board and the President/CEO are performing, consider **creating evaluation processes** both for the board and for the President/CEO. Have a clear and comprehensive process for this review that is agreed to by the board, the President/CEO, and that is known by the full board and the results of which are shared with the full board.
- Finance/Revenue
 - As discussed, it's always a good idea to identify what **financial information** the Board needs and in what form so that it is able to perform the necessary financial oversight of the organization. Once the content and form have been established, be sure that all members of the Board understand how to make sense of the data. And, since you have people on the board who are well versed in the financial information required, consider working with them to create an opportunity for other board members to build their skills. Going forward, make financial education a regular part of orientation for all new board members. And, as the organization grows and its financials become more complex than they are now, revisit this conversation as needed.
 - Related to the point above, the board should find a mechanism, within the time constraints required, to formally review and approve the **annual 990 form**.
 - In the conversation about finances and sustainability, I mentioned the importance of having a **diversified and balanced income strategy** using the four sources of income that we discussed—foundations, corporations, individuals, and earned. This is the path to long-term sustainability for the organization. I recommend that this too is an area that can be addressed as part of a strategic planning process.
 - Related to executing fiduciary responsibilities, as mentioned, a best practice is to have 100% of the board making a **financial contribution** to the organization. Consider creating a policy that requires everyone to contribute something (perhaps a sliding scale that allows people to give what they feel they can afford or, as we discussed, a “give or get” policy).
 - Something to consider, is to get all board members to **execute their other individual fundraising responsibility**. It is important that the Board work to create a culture of philanthropy that encourages every board member to participate in cultivating donors and, ultimately, raising money. Board members must understand the *why* of fundraising so that they can become engaged in fundraising. Understanding that the bulk of fundraising activity is *not* asking individuals for money but is cultivating relationships and deepening donors' loyalty to the mission goes a long way in helping board members take on this all important responsibility. And, of course, giving people the tools and support to do so is equally important.
- Governance
 - Going forward, be sure to **strategically build the board**. Determine what you need on the board in order to ensure that there is the right array of “assets” on the board to accomplish your on-going and strategic goals. Consider creating your own **board profile** (sample in the back of the workbook) to help in this strategic recruitment process. Once you have done your gap analysis, think creatively and strategically as to where best to find candidates. Then, be honest--warts and all--in explaining the organization to candidates.
 - A **strong committee structure** serves a board well by making it more efficient and effective. Here are a few suggestions to move towards a more efficient and effective board. Identify those areas of *on-going governance work* where a committee is truly needed. Then populate each committee *strategically* (akin to building the board strategically), with both board **and** non-board members. Carefully and intentionally select the right person to chair. Make sure that each committee has a clear charge, an annual schedule of meeting times,

APPENDIX J

- annual goals, and is held accountable for its work. Remember: the goal is to have each board member serving as a working member of only one committee so that all are available to assist the committees that do fundraising and board development.
- Create a solid **orientation program** for new board members, remembering that a good orientation program educates a new board member about both the organization *and* the job of being a board member.
 - As mentioned, continue to focus on how you can further use your **board meetings** to do the real work of a board rather than as an opportunity to collect data. I recommend that you continue to shift the structure of your meetings to discuss the implications of data presented, to address strategic issues, challenges and successes that the data reveal. When you distribute reports in advance of a board meeting in a timely manner, board members can read them and then come to the board meeting to discuss the strategic questions the data raise. The agenda can then be a series of strategic questions.
 - As the Management Plan moves forward, seriously consider engaging in a comprehensive **strategic planning process** that moves beyond yearly plans/goals/objectives. And as mentioned, you can use this as an opportunity to review your current mission statement and determine whether or not the current mission statement needs to be revised to accurately reflect the direction in which the board sees the organization heading.
 - In addition to what we talked about regarding holding **strategic meetings**, and this is something I did not mention during our time together, you could include in your board meetings “mission moments.” A mission moment is a five minute, at most, “story” of what a board member did since the last board meeting that shared the mission, in any way, with another person not already part of Freedom’s Way Heritage Association’ community. A board member, or two, can be assigned for each board meeting or folks can simply volunteer to “share” at a board meeting. Mission moments accomplish several things; they: encourage people to be an ambassador; help board members practice their talking points; keep the mission alive in between board meetings; and remind board members that their job as board member doesn’t just happen at board meetings but is a 24/7 position.

This list may seem long, but most items on the list are easier rather than harder to accomplish, so I encourage you not to be overwhelmed. And the list may get longer—or shorter—as you add the items from your lists. Do not expect any of this to happen overnight. But at the same time, don’t let this stop you from starting and moving forward. With the right people and commitment at the table, this is all doable. Slow and steady will win this race!

Naturally, if The Nonprofit Center or I can be of any assistance to you as you move on any of the above items, or anything else as you move forward, please do not hesitate to call.

Please let me know if you have any questions.

Sincerely,
Ellen Greenberg, MSOD
267-240-5830

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Photos, back cover: Background—the view of Mount Wachusett on the southwestern edge of the Freedom's Way National Heritage Area from Prospect Hill and Fruitlands National Register Historic District in Harvard, MA, at roughly the center of the heritage area. Detail, from left—The Old Burying Ground, Lexington, MA (slate gravestones featured date from 1812 and 1808, but others on this site date from 1690 and are the oldest in Lexington); Monument Square Market, Hollis, NH; re-enactment of Paul Revere's ride, in the Lincoln, MA, portion of Minute Man National Historical Park (photo courtesy National Park Service); 1950's fountain in Fellsmere Park, part of the municipal park system of Malden, MA, and linked to the Boston metropolitan park system (the original design of the park is an example of the landscape architecture of Frederick Law Olmsted, Sr.); kayakers on the Concord River, a National Wild and Scenic River (with its tributaries the Assabet and Sudbury Rivers); and The Concord Museum, Concord, MA. Unless otherwise noted, all photos are by Patrice Todisco, Interim Executive Director of the Freedom's Way Heritage Association.

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