



STORIES OF THE CHESAPEAKE HERITAGE AREA

A MARYLAND CERTIFIED HERITAGE AREA

FINAL MANAGEMENT PLAN

FALL, 2005

**A PLAN FOR CONSERVATION,
INTERPRETATION & HERITAGE DEVELOPMENT**

**CAROLINE • KENT • QUEEN ANNE'S • TALBOT
COUNTIES**

PRESERVE • PROTECT • INTERPRET • PROMOTE



STORIES OF THE CHESAPEAKE HERITAGE AREA

A MARYLAND CERTIFIED HERITAGE AREA

MANAGEMENT PLAN

APPROVED BY THE MARYLAND HERITAGE AREAS AUTHORITY, JULY 2004

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A PLAN FOR CONSERVATION, INTERPRETATION & HERITAGE DEVELOPMENT

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HERITAGE AREA**

A CERTIFIED MARYLAND HERITAGE AREA

MANAGEMENT PLAN

**VOLUME 1—FOR ADOPTION IN LOCAL
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EXECUTIVE SUMMARY

INTRODUCTION (CHAPTER 1)

This document is a plan that sets out the ideas intended to guide investment, both public and private, in the heritage of Caroline, Kent, Queen Anne's, and Talbot Counties over the next five to fifteen years. It is the product of years of effort on the part of many individuals and partner organizations, led by Eastern Shore Heritage, Inc., a nonprofit public-private organization established to plan for and manage what is now to be known as the Stories of the Chesapeake Heritage Area.

The investment envisioned in this plan is designed to build on the enormous local and state investment already made to preserve and develop its communities and outstanding outdoor recreation and protect the special resources of the region., defined in this plan as historic, archeological, scenic, and cultural resources. The significant tourism industry in the Stories of the Chesapeake Heritage Area relies on these resources. But there are no deliberate links between tourism and investment in the resources that benefit tourism, and tourism itself has been largely unplanned, as it is nearly everywhere in the United States.

This plan aims to make those links. It shows how to capitalize on existing heritage efforts in order to gain added tourism and economic benefits, and how to strengthen regional conservation efforts. In so doing, the region can gain a distinct edge in the competition for the most lucrative tourism – enhancing the economic gains from a clean industry with many community benefits, while assuring that communities are

The Mission of Eastern Shore Heritage, Inc.

- Generate awareness of Maryland's Eastern Shore as a primary travel destination
- Improve the regional economy by fostering economic enhancement linked to the natural, cultural, and historic resources of Maryland's Eastern Shore
- Promote the protection, stewardship, and enjoyment of these resources

ESHI's Roles

- **Stewardship:** Focusing on special resources and strategic regional planning – not tactical issues involving individual development decisions
- **Interpretation:** Focusing on region-wide initiatives
- **Linkages:** Creating ways to help visitors enjoy the entire heritage area
- **Tourism:** Working with the four counties on combined marketing campaigns
- **Partners:** Acting as "an institution serving institutions" through a wide variety of information-sharing activities and by enhancing funding and other resources available to partners

GOALS & OBJECTIVES FOR THE STORIES OF THE CHESAPEAKE HERITAGE AREA (CHAPTER 2)

Tell the story of the Chesapeake

Improve existing interpretive sites (Chapter 3)

Conduct inventories (Chapter 7)

Document traditions (Chapter 7)

Upgrade planning, inventories and research
(Chapter 7)

Create public archeology programming
(Chapter 7)

Protect the beauty and heritage of the region

Shape tourism's community impacts (Chapter 4)

Protect scenic byways through local and state action (Chapter 5)

Organize more tools for historic preservation action and advocacy (Chapter 7)

Upgrade local regulations and incentives for historic preservation (Chapter 7)

Focus on churches and cemeteries (Chapter 7)

Encourage conditions that allow traditions to continue (Chapter 7)

Focus on design and preservation in districts, villages and small towns (Chapter 7)

Enact public requirements for archeology (Chapter 7)

Continue to improve programs and funding for permanent land protection (Chapter 7)

Improve land development codes explicitly to address scenic qualities (Chapter 7)

Enhance design standards for new construction (Chapter 7)

Establish firm scenic policy guidance and initiatives (Chapter 7)

Create partnerships and consensus

Link schools with sites in the heritage area (Chapter 3)

Focus on communities (Chapter 7)

Establish an awards program (all chapters)

Enhance economic vitality and improve the quality of life for residents

Focus on public relations (Chapter 4)

Develop ESHI's marketing capacity (Chapter 4)

Enlist the tourism industry and other local businesses in promoting the heritage area (Chapter 4)

Unite the heritage area's tourism community (Chapter 4)

Support research and development of interpretive products, programs, and events (Chapter 4)

Undertake creative marketing initiatives that reach external and internal audiences (Chapter 4)

Support wide public outreach, marketing, training, and education (Chapter 4)

Support working farms (Chapter 7)

Craft an enriching experience for visitors (Chapter 3)

Focus on incorporating the arts into interpretation (Chapter 3)

Develop and maintain a state-of-the-art web site (Chapter 4)

Create itineraries and interpretive tours and guides for autos, cyclists, walkers, birders, and boaters (Chapter 5)

Create a visitor reception system (Chapter 5)

Create a wayfinding system for the region (Chapter 5)

Improve signage standards (Chapter 5)

Plan for more off-road bicycling, bike and pedestrian safety (Chapter 5)

Focus on scenic byways and heritage-area quality for road improvements (Chapter 5)

Offer access to Chesapeake Bay

Create itineraries and interpretive tours and guides for boaters (Chapter 5)

ready to cope with the downsides.

This plan is also meant to show how the *stories* of this place can add meaning to the lives of residents, young and old, and shape the visitor's experience.

Partners in the Stories of the Chesapeake Heritage Area include the 25 jurisdictions encompassed in this plan -- that is, four counties and 21 municipalities found within the proposed Certified Heritage Area boundary. These are all local governments with comprehensive planning authority *and co-signatories to this plan by virtue of having adopted it as an amendment to their comprehensive plans, by resolution. [This version of the plan is being made available for the process to consider such adoptions. The status of action in each of the 25 jurisdictions as they consider whether to adopt such amendments is available upon request to Eastern Shore Heritage, Inc., or by consulting www.easternshoreheritage.org.]* The many nonprofit organizations and educational institutions whose missions support the heritage area are also important partners and beneficiaries of this initiative.

CONDITIONS FOR SUCCESS

In undertaking to achieve its goals, the Stories of the Chesapeake Heritage Area starts with three key local advantages: experience in growing tourism that reflects the natural and historic advantages of this region; pride in the long heritage of this place, both the splendid natural environment and its beautiful historic communities; and experience and investment in rural planning.

MARYLAND'S HERITAGE AREAS PROGRAM

"Heritage areas" – regions that share the same geography, culture, and history – are initiatives found across the nation. They are a response to a growing and important trend in tourism development, heritage tourism. Market research indicates that heritage tourists spend more money, stay longer, and contribute more to sustainable economic development. These travelers tend to have higher incomes, higher education levels, and more interest in shopping or spending money on higher-cost meals and accommodations.

The State of Maryland began its heritage area program in 1996, recognizing that many of the state's visitors come to enjoy its history and environment. To manage the program, the state created the Maryland Heritage Areas Authority (MHAA). The Stories of the Chesapeake Heritage Area became a Recognized Heritage Area in 2000, making the

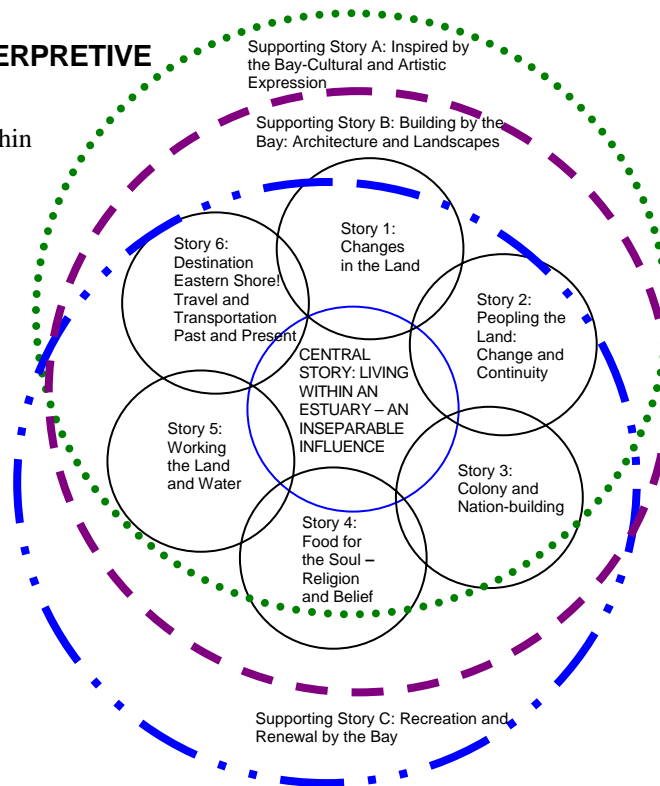
ESHI's Roles for Interpretation

- Enlarging the organizational capacity of interpretive partners and bring them together to work collaboratively
- Organizing periodic interpretive "campaigns" as a way of focusing the participation and improvement of multiple sites
- Undertaking demonstration programs
- Undertaking interpretive activities on a regional basis
- Encouraging public programming that also supports stewardship
- Providing support and technical assistance for individual programs and projects



CONCEPT FOR INTERPRETIVE THEMES

Individual stories fall within overlapping categories.



region eligible for a planning grant. Other benefits, however, require the heritage area to become a Certified Heritage Area. This plan meets the MHAA's requirements as a part of the certification process. Certification is complete when this plan is adopted by all jurisdictions identified in this plan that are willing to do so.

Once the Stories of the Chesapeake Heritage Area is certified, places and projects listed in this management plan are qualified to apply for state funds dedicated to heritage investment. Owners of historic properties may be eligible to apply for tax credits for rehabilitation and heritage tourism businesses may be able to obtain special state loans. See Appendix 6-1, 4, and 5 for more information.

INTERPRETATION (CHAPTER 3)

The existing interpretive offerings in the Stories of the Chesapeake Heritage Area are at the heart of the effort to preserve, protect, interpret, and promote the heritage here. Many buildings and public lands have entered the public trust (governmental and nonprofit) because community leaders could not bear to see them lost. Community events have been impelled by a sense of local identity. Educational and outreach programs, on-site and off-site, seek to deepen residents' and visitors' knowledge and understanding of this special area. The Stories of the

Chesapeake Heritage Area is fortunate that the interpretive sites, events, and programs here are so numerous and compelling. The challenge is to enhance the resources available to them. The idea is to

expand the quality of the “story-telling” available everywhere, create a system that nourishes each individual part, and thus lead the way to additional investment in heritage tourism. Greater awareness of the value of this interpretive system – many sites and programs are privately supported at minimal levels – could encourage more local wealth to be devoted to its improvement.

An effective interpretive program grows out of the answers to these critical questions:

What stories will be told?

Who will listen to these stories?

How will target audiences experience the heritage area?

What might stand in the way? What are the issues and opportunities?

How can interpretation assist an organization’s goals?

What techniques are to be used to tell stories effectively?

Do the dollars and people exist to implement the recommendations?

What strategies can overcome obstacles to get from point A to B?

The concept for organizing the “stories of the Stories” (interpretive themes) as illustrated on the opposite page is recommended for all interpretive sites, events, and programs. This helps to create a compelling visitor experience to be found across the entire region.

AUDIENCES

Interpretation for local audiences will promote pride of place and answer residents’ desires to share personal stories. The goal for presentation to visitors is to highlight the area’s significance and the relevance of the Stories of the Chesapeake Heritage Area experience. The audiences discussed here and in Chapter 4 (marketing) are essentially identical.

EXPERIENCES

Interpreters refer to experiences as those things that audiences are encouraged to do. Simply stated, audiences remember things that they *do* better than those things that they are told. Three categories help to describe the “Eastern Shore Experience”: those that help orient audiences to both place and story; those that reinforce the area’s primary stories; and those that are inspiring or otherwise elicit emotions. All three should be addressed to create a balanced interpretive program.

The Significance of the Stories of the Chesapeake Heritage Area

Across the nation, each heritage area is a unique expression of the interaction of people and their environment over time. The Stories of the Chesapeake Heritage Area occupies one of the oldest working landscapes in North America, one of the last and largest intact colonial and early American landscapes to be found anywhere. Stories of colonization, agriculture, maritime industries, religious development, and Abolition and the Underground Railroad are especially strong and well-represented in the landscape, settlements, and buildings to be seen and experienced here.



**Tourism Businesses in the
Stories of the Chesapeake
Heritage Area**

Tourism Business	CA	KE	QA	TA	All
Lodging	8	35	16	86	145
Food	24	55	50	85	214
Recreation	7	54	37	26	124
Marine Charter/Rental		11	11	12	34
Specialty Retail	11	46	29	122	208
TOTAL	50	201	143	331	725

Source: Eastern Shore Heritage, Inc., 2003

ESHI's Roles for Heritage Tourism

- Working with the county tourism offices on regional initiatives
- Offering training and information to business owners and employees, and working with business groups to keep their members informed

"Big Ideas" for Heritage Tourism & Promotion

- Development of a state-of-the-art web site, a regional brochure, and a unified regional calendar of activities
- A branding strategy that enlists local tourism businesses and producers of local specialty items and foods in a special "logo" program
- Technical assistance for communities to develop the expertise and plans to minimize tourism impacts, including standards and a guide for bus tour operators

HERITAGE TOURISM (CHAPTER 4)

By improving the visibility of the heritage area and marketing it as a mix of attractions, Eastern Shore Heritage, Inc., and the county tourism offices, working together, can attract more visitors to the area. The new economic activity associated with tourism creates business opportunities for expansion and development, job growth, and a stronger tax base.

Chapter 4 provides analyses of the tourism market, potential visitation, and the economic impact of visitors, and addresses strategies for heritage tourism development and marketing. Within the region approximately 725 businesses are reliant at least in part on tourism.

The Maryland Office of Tourism Development's data from 2001 to 2002 indicated that the entire Eastern Shore had more than five million visitor trips in each year. Visitors to Maryland's Eastern Shore stayed longer and spent more money per trip compared with the rest of the state.

National trends in tourism show a decrease in the traditional long vacation and an increase in shorter trips in closer proximity to home. The population within a one- to two-hour drive comprises the largest pool of potential day-tripper visitors. Day-trippers from within Virginia, Washington, D.C., Delaware, Pennsylvania and central Maryland can easily make the drive into the Stories of the Chesapeake Heritage Area for a full day of activities without spending the night.

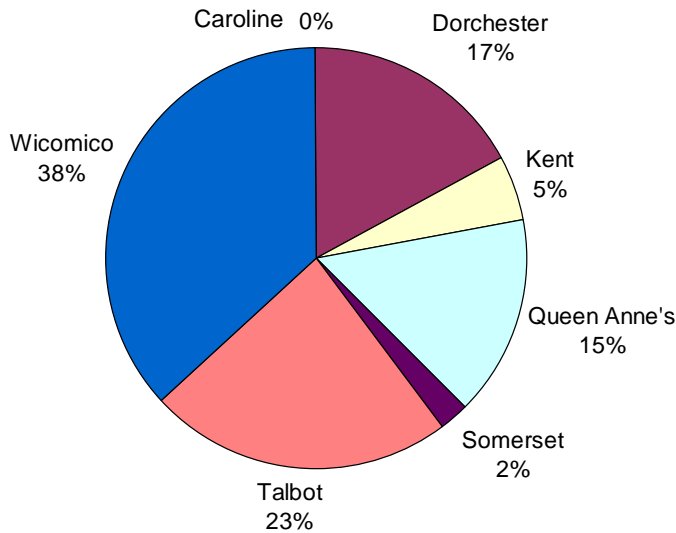
Each attraction, event, and amenity is a tourism product that can contribute to the visitor's experience. A good mixture of attractions, large and small, together with a good mixture of visitor amenities, attracts larger audiences. The Stories of the Chesapeake Heritage Area will help to integrate the various tourism products within Caroline, Kent Queen Anne's and Talbot counties to produce a great visitor experience.

Tourism Tax Revenues - 2003

COUNTY	Hotel/Motel Tax Revenue		Amusement & Admission Tax Revenue		Total Tourism Taxes
	FY 03 Rate	FY 03 TAX	FY 03 Rate	FY 03 TAX	
Caroline	0.0%	N.A.	0.0%	2,219	2,219
Kent	3.0%	97,172	4.5%	64,916	162,088
Queen Anne's	3.0%	188,603	5.0%	299,602	488,205
Talbot	3.0%	641,859	5.0%	105,203	747,062
TOTAL		\$927,634		\$471,940	\$1,399,574

Sources: Maryland Office of Tourism Development, Comptroller of the Treasury, & Dept. of Legislative Services, 2004

Tourism taxes collected on the Eastern Shore (not including Worcester County/Ocean City)



CREATING AND BRANDING A HERITAGE AREA EXPERIENCE FOR VISITORS

Branding or naming of the heritage area “product” should connect consumers to the destination and entice their interest in purchasing (experiencing) the product offering. The name “Stories of the Chesapeake Heritage Area” is designed to make consumers recognize the place geographically and want to come to the destination. It should evoke a certain curiosity and responsiveness when it is heard or seen in print. The name should be accompanied, when appropriate, with the tag line “*The Eastern Shore Experience.*”

“Stories of the Chesapeake” was chosen during the creation of this management plan to be the name of this part of Maryland’s Upper and Central Eastern Shore because the stories of the region’s history, natural environment, and communities and people are a part of the lore and life of the people whose roots are here, and are enjoyed by everyone living here today.

TARGET AUDIENCES AND MESSAGES

ESHI will work to reach customers within a 400-mile radius of the destination. Any focus on an international promotion would target the UK fly/ drive market and areas of eastern Canada.

A System for Visitor Orientation

“Gateways”

- Chesapeake Exploration Center, Kent Island - 50 & 301
- Bay Country Welcome Center - 301
- Chestertown Visitor Center - 213
- Talbot County Visitor Center, Easton - 50
- Denton Welcome Center - 404 (proposed)

“Hub”

- Chesapeake Bay Maritime Museum

“Spokes”

- Visitor Orientation Locations - county pairs
- Local Visitor Centers - towns & villages

Caroline County Pair

- Wharves of Choptank Crossing, Denton
- Adkins Arboretum, Ridgely

Kent County Pair

- Geddes-Piper House, Chestertown
- Eastern Neck National Wildlife Refuge, Rock Hall

Queen Anne’s County Pair

- Chesapeake Exploration Center, Kent Narrows
- Chesapeake Bay Environmental Center, Grasonville

Talbot County

- Historical Society of Talbot County, Easton
- Pickering Creek National Audubon Center

ESHI's Roles for Linkages

- Taking the lead in the development of a regional signage plan
- Fostering collaboration among the four county parks and recreation departments on regional planning for recreational opportunities
- Working to develop a system for visitor orientation using designated sites across the four counties and later, work with individual municipalities and selected villages to create local visitor centers
- Creating touring opportunities
- Supporting scenic byways and their management groups, at both the national and state levels
- Sponsoring regional gatherings of administrators of natural, recreational, and environmental education programs and sites to exchange information and ideas

LINKING SITES (CHAPTER 5)

One of the key opportunities in the Stories of the Chesapeake Heritage Areas is to foster more explicit connections—physically via trails or tour loops, and experientially via interpretive themes, cooperative interpretation, or special event experiences. Physical linkages include wayfinding and visitor orientation, roads and highways, and recreational linkages. Recreational opportunities are especially rich in the Stories of the Chesapeake Heritage Area and are to be an explicit subject of heritage area planning for the visitor experience wherever possible.

RECEIVING AND ORIENTING VISITORS

Typically, heritage areas seek to create some kind of unified, “opening” experience for visitors, to give them a sense of having arrived at a destination and an opportunity to prepare to explore with minimal investment in travel time. There are enough existing sites in the Stories of the Chesapeake Heritage Area that are open sufficiently so that for the most part it is not necessary to build such visitor reception and orientation sites. Moreover, each county possesses one premier visitor site for history, and one for natural resources—which can help to emphasize the dual nature of the experience to be encouraged here. Municipalities not now served by visitor centers should consider ways to establish these over the long term.

SIGNS

“Wayfinding” signage is generally a system of special directional signage for visitors. Eastern Shore Heritage, Inc., could provide the regional planning and coordination among jurisdictions that would be needed to make such a system become reality. More outdoor interpretive signage is also desirable.

TOURING

One of ESHI's most important interpretive activities is to be the creation of driving tours that highlight the beautiful and historic landscape of the Stories of the Chesapeake Heritage Area, a key part of the visitor experience here. Interpretive brochures, followed over time by the construction of outdoor interpretive signage and pull-offs, are key tools. Walking tour brochures should be part of the early investment of the heritage area. There are only a few walking tours now available.

WATER ACCESS

The experience of water is as important as enjoying the land here. Finding ways to encourage visitors to enjoy water-based activities is critical to the long-term development of a high-quality visitor experience.



Most water trails are designed for kayaks and canoes. An interpretive cruising guide for sailors and power boaters can create a kind of “water trail” experience for these under-served audiences. For non-boating water access experiences, town waterfronts and dockside restaurants are critical. Most of these opportunities are already developed, but as commercial and residential development intensifies along the water in some locations, other opportunities may arise for providing additional public access to waterside walks. The closing off of currently accessible or visible waterside lands from public access or view should be discouraged wherever feasible.

SCENIC ROADS

The heritage area currently has one national scenic byway (“Chesapeake Country”). The heritage area should support any future planning that might lead to corridor management planning and national designation for both the Underground Railroad Scenic Byway in Caroline and Dorchester Counties and the state-designated Chesapeake Country Scenic Byway in those same counties plus Talbot. The heritage area should also support any future planning that would serve to enhance and protect the visitor experience along main access routes, for example the “Eastern Shoreway” concept for U. S. Route 301 in Kent and Queen Anne’s Counties.

Whether or not roads are designated as scenic in this heritage area, the Maryland State Highway Administration (SHA) should plan and design roadway improvements of all kinds to upgrade them to “parkway” standards. Streetscaping in municipalities and villages is a second area where the SHA has had and can have a large and positive impact.

BICYCLING

The Eastern Shore is already a popular venue for bicycling, which frequently occurs on country roads where narrow, winding roads, often without shoulders, present safety challenges for both cyclists and automobile drivers. On roads with shoulders the cycling experience can be less pleasant owing to these routes’ higher speeds and heavier traffic. A regional bicycle-pedestrian safety plan, using federal funds, could provide guidance in sorting out the opportunities, opposition, and options for expanding off-road bicycling opportunities. As roads are improved in the region, accommodating bicycle use should be a conscious element of planning and design. As added reinforcement, but also to work on such other linking needs as public landings for water access and the protection of scenic vistas, the four counties of the heritage area should consider undertaking a regional recreation plan.

“Big Ideas” for Linking Sites & Experiences

- A visitor orientation system built around existing interpretive sites and calling for “small town” visitor centers using existing sites or businesses, plus a wayfinding system for local roads
- An “Eastern Shoreway” environmental education concept for Routes 301 & 50 east of “the Split”
- Interpretive tours and guides for autos, cyclists, walkers, birders, and boaters, and support for interpretation along regional scenic byways (First priorities: a heritage area brochure and a boating guide)
- A natural history interpretive sign system at all public access points to water



Cross Island Trail by K. S. Brooks

ESHI’s Roles for Targeted Investment

- Providing a limited amount of technical assistance in preparing TIZ and additional PTIZ nominations;
- Providing a limited amount of technical assistance to municipalities and sites in monitoring performance
- Reporting on behalf of all TIZs to the Maryland Heritage Areas Authority

Target Investment Zone Benefits

- **Matching grants:** 50 percent of projects involving property acquisition, development, preservation, and restoration; maximum grant award is \$100,000
- **State income tax credits** for the rehabilitation of non-listed, non-designated historic structures that are eligible for listing in the National Register of Historic Places
- **Local property tax credits** if enacted by local governments

TARGETED INVESTMENT (CHAPTER 6)

Under the Maryland Heritage Preservation and Tourism Areas Program, “Target Investment Zones” are sites and areas where significant private investment in support of heritage tourism is to be encouraged. (The use of the word “zone” has nothing to do with local zoning ordinances.) The program requires that TIZs must be able to “encourage demonstrable results and return on public investment within a relatively short period of time”—generally five years. Certain financial benefits available from the state of Maryland in support of heritage areas are available only to projects within Target Investment Zones (see Appendix 6-1).

TIZ designation also is expected to reinforce such other, existing designations as special taxation districts, locally zoned historic districts, National Register historic districts, Enterprise or Empowerment Zones, Designated Revitalization Areas, Maryland Main Street designations, state Priority Funding Areas, and Community Legacy projects.

In the Stories of the Chesapeake Heritage Area, the strongest TIZ candidates will be those that function as nodes of interpretation, commerce, and transportation and those sites that build “critical mass” for the visitor experience. Sites within towns and cities have an advantage, because they already serve as nodes of economic activity, and they are well connected by roads and waterways. A lengthy list of criteria used to identify Proposed Target Investment Zones appears in Chapter 6.

DESIGNATING TARGET INVESTMENT ZONES

This plan lists Proposed Target Investment Zones that are expected to be so designated over the next ten years. The guidelines for establishing final Target Investment Zones are discussed in Chapter 6 and Appendix 6-2. Because final establishment of TIZs requires approval of the Maryland Heritage Areas Authority, Target Investment Zones in the Stories of the Chesapeake Heritage Area are named only from the existing list of Proposed Target Investment Zones (PTIZs).

Potential Economic Benefits of the Stories of the Chesapeake Heritage Area

235,000 additional visitors per year (estimated by 2016) could stimulate:	
New hotel/inn rooms:	143
New restaurant space:	5,000 square feet
Retail space:	4,000 square feet
Private investment in new or rehabbed buildings:	\$7.53 million
New permanent jobs:	235
More county tax revenues:	\$297,500

Source: Bay Area Economics and Eastern Shore Heritage, Inc., 2004

POTENTIAL TARGET INVESTMENT ZONES

Caroline County:

County seat PTIZ: Denton
 Federalsburg
 Tuckahoe “region”:
 Adkins Arboretum
 Hillsboro
 Queen Anne
 Ridgely
 Underground RR area:
 Choptank Village
 Jonestown
 Linchester
 Underground RR Scenic
 Byway (incl. Denton):
 Greensboro
 Preston

Kent County:

County seat PTIZ:
 Chestertown
 Betterton
 Chesapeake Country
 National Scenic Byway (incl.
 Chestertown):
 Galena
 Georgetown
 Kennedyville
 Rock Hall
 Millington

Queen Anne’s County:

County seat PTIZ:
 Centreville
 Chesapeake Country
 National Scenic Byway
 (incl. Centreville):
 Chester
 Church Hill
 Grasonville
 Kent Narrows
 Queenstown
 Stevensville
 Conquest
 Crumpton
 Sudlersville

Talbot County:

County seat PTIZ: Easton
 Neavitt & Jean Dupont
 Shehan Sanctuary
 Oxford
 Pickering Creek National
 Audubon Center
 St. Michaels
 Tilghman Island & Paw
 Paw Cove
 Trappe
 Unionville
 Wye Mills



Choptank River Center, Wharves at Choptank Crossing, Denton, by Kate Wise

**STEWARDSHIP OF COMMUNITY CHARACTER
 (CHAPTER 7)**

“Stewardship”— caring for resources, in this case not financial resources but actual physical ones – is a critical activity associated with creating a heritage area. Stewardship involves caring for the entire landscape, including the historic buildings, communities, public domain, open space, natural areas, farmlands, and other qualities of the landscape that make this a special place.

The Stories of the Chesapeake Heritage Area possesses one of the best records in the state in protecting land (if not the nation), through the long-standing and extensive work of the four county governments, the Maryland Department of Natural Resources, the Maryland Environmental Trust, the Eastern Shore Land Conservancy, and other private land conservation organizations. Fully 20 percent of the landscape here is protected through public ownership or easements.

**“Big Ideas” for
 Protecting Historic &
 Archeological Sites**

- A region-wide revolving fund and emergency grant fund for historic and archeological sites
- Enhanced and regionalized services in preservation planning, inventorying, database development, research, permit reviews, etc., for historic district and planning commissions
- Upgraded local protections and incentives for historic preservation and archeology in the development process
- A visible and highly active public archeology program

ESHI’s Roles in Stewardship

- Monitoring, publicizing, and rewarding stewardship
- Working to conserve the resources that contribute to the visitor experience
- Being an advocate for organizations and agencies that are seeking to preserve resources, improve their leadership, and locate funding
- Providing technical assistance to counties, municipalities, nonprofit organizations, and owners of special properties
- Convening preservation advocates to assist in identifying the best mechanisms for ESHI’s outreach
- Conducting a needs survey of the 21 municipalities served by the heritage area
- Monitoring stewardship efforts and reporting on progress toward implementing the management plan

There are fewer tools and efforts, however, to address the more “textured” issue of community character, defined as four separate areas of work:

- Historic preservation
- Archeology
- Cultural conservation
- Scenic protection

HISTORIC PRESERVATION

The historic resources of the Stories of the Chesapeake Heritage Area—vessels, sites and buildings, communities and neighborhoods, landscapes—are compelling evidence of the past here, and fundamental to the character of this place. Preservation of these resources has received varying attention from government and private organizations. Where active, these have generally been effective. Otherwise, private owners have simply acted as stewards following common sense, tradition, and aesthetics. Still, significant losses have occurred; like endangered species, once lost, historic structures are gone forever.

For communities, neighborhoods, and entire landscapes, the challenge is collective. It is necessary to watch for the adverse impacts of cumulative changes among sites and in the public domain (street trees, for example, or maintenance of rights of way), or seek ways to assure the continued viability of commercial or industrial buildings whose economic uses must change.

Chapter 7 discusses available historic preservation programs and recommends additional strategies. Topics include surveys and inventories, local preservation ordinances, design review and conservation strategies, and state and local preservation tax incentives.

ARCHEOLOGY

Archeology is the study and interpretation of the evidence left by past human activity. It is a science that offers present and future generations insights into the lives of the people who came before. While not a visible feature of the landscape, archeology offers depth of knowledge about the way humans have occupied this landscape for 13,000 years, and will benefit from efforts to establish policies for development that respect the needs of archeology.

Archeological resources are nonrenewable. Once a site is disturbed, the resource is gone forever, for much of the information archeologists need comes from the location of artifacts within each layer of soil laid down

over time. Sites are constantly being lost to development, erosion, or treasure-hunters.

Sites where humans like to build or gain access to the water today are quite likely to be sites that were equally favorable to prehistoric humans. As development expands within this heritage area, more sites with archeological potential are likely to be encountered and, if not studied, lost to science.

CULTURAL TRADITIONS

The way residents lead their lives affects community life and the landscape. Cultural traditions, in terms of work, art, community celebrations and other features of the way of life here, are important to the unique quality of life that all – whether longtime residents or not – can enjoy in many ways. Owing to its long isolation and its singular landscape, especially its maritime areas, the Eastern Shore developed a unique culture. Awareness of this culture and fears of its passing -- especially watermen and their way of life – permeate the general awareness of the region’s history.

Fortunately, the level of curatorship for cultural traditions in this region is unusually strong, and provides a solid foundation for ongoing studies, oral history projects, and other work to document cultural traditions.

Support for working farms is one feature of the stewardship called for in the plan, including support for agritourism (farm stays, farm visits, regional farm tours, on-farm purchases) and regional signage to direct visitors to farms seeking agritourism; an emphasis on marketing and consumption of local foods; and creation of a product-branding effort that features local foods along with arts, crafts, and other locally produced items.

SCENIC PROTECTION

Scenic resources are landscapes and views that are pleasing to the eye—sometimes calming, sometimes inspirational. Scenic resources are more than just pretty pictures, for they reflect complex natural systems and cultural values. Many studies have shown that there is remarkable agreement about what constitutes valued scenery in America: views of nature-based landscapes (forest, fields, water, mountains, gardens) as well as historic areas, well-kept residential and commercial landscapes, and attractively designed man-made features. On the whole, Americans dislike intrusions in these types of views, as well as poorly landscaped or designed industrial, commercial, and highway landscapes. They dislike asphalt, parking lots, overhead wires, poles, and towers that mar vistas. Since we see much of the landscape from the automobile, the view from the road is particularly important.

“Big Ideas” for Supporting the Unique Ways of Life Here

- A “sacred sites” initiative, to be defined in collaboration with church and community leaders
- An “atlas of Eastern Shore traditions” as a research and publishing project
- A nonprofit guild of individuals presenting cultural traditions to visitors, to enhance availability of support to individuals, and recognition of tradition-bearers as “Local Treasures”

“Big Ideas” for Keeping this Region Beautiful

- Voluntary countryside design guidelines and a “countryside manager” to assist property owners and developers
- Planning, development, and protection of state and national scenic byways in all four counties
- Focused technical planning assistance to small towns and villages on historic preservation and community design
- Expansion of local policies and programs that explicitly support the protection of scenic views and areas
- Expansion of “greenprinting” to all four counties (Talbot’s program already exists)

The quality of the landscape directly affects the visitor experience in the Stories of the Chesapeake Heritage Area. Visitors, like residents, enjoy beautiful landscapes, but unlike residents, can easily “vote with their feet” in response to the quality of their experience. Thus, maintaining—and where possible, improving—the quality of the landscape supports heritage tourism development.

As a part of the heritage plan, ESHI worked with Scenic Maryland, Inc., to undertake an assessment of the scenic and cultural qualities of the landscape. Part of that project involved an assessment of county policies affecting the scenic qualities of the landscape. Chapter 7 provides selected information from that report.

BOUNDARY

The study area for the Stories of the Chesapeake Heritage Area encompassed the entire land and water areas of Caroline, Kent, Queen Anne’s, and Talbot Counties, known as the Recognized Heritage Area. As part of the management planning process, ESHI was charged with identifying a logical “certified heritage area” boundary where other state benefits would be limited to a more restricted area within the recognized boundary. This proposed “certified” boundary is shown in the map at right and is specifically not to be promoted to visitors.

The Recognized Heritage Area boundary remains the outer boundary for heritage tourism promotion at the local and state levels. Any other boundary published for locational purposes would not be meaningful to visitors and moreover would most likely prove confusing.

The “certified” boundary defines the area where matching grants from the Maryland Heritage Preservation and Tourism Areas program may be used and where certain other benefits apply. Programs and benefits to be pursued by ESHI and partners that are not governed by the Maryland Heritage Areas Authority (MHAA) are generally not affected by these boundaries. Funds for ESHI’s operations that are granted by the MHAA may in some cases limit ESHI’s work beyond the “certified” boundary.

The boundary of the Stories of the Chesapeake Heritage Area was carefully constructed to include (1) as many historic and interpretive sites as possible, and (2) as many heritage tourism businesses as possible. Procedures for future alterations to the Certified Heritage Area boundary are detailed in Chapter 8. ***This boundary may change to accommodate municipalities that decide not to participate in the program and decline to amend their comprehensive plans by March 15, 2005.***

Rock Hall by Jenny Hoffman

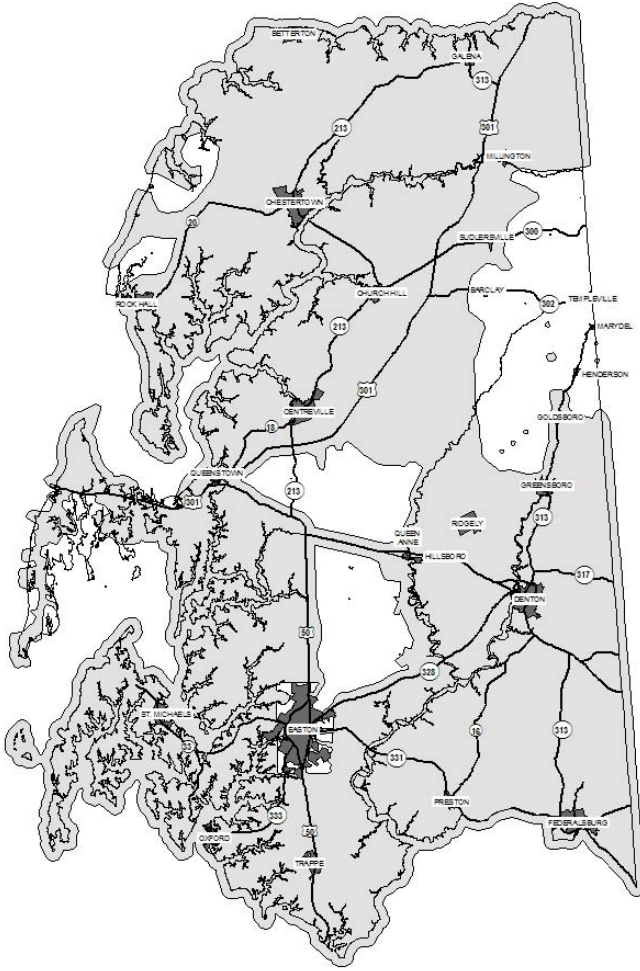


Dudley's Chapel by Jenny Hoffman



Kate Wise





Description

The Stories of the Chesapeake Certified Heritage Area covers 1200 square miles, four counties, 21 incorporated municipalities, and a host of unincorporated settlements. Founded as Kent County in 1642, which was divided over time into Talbot County (1662), Queen Anne's County (1706), and Caroline County (1773), the region is one of the earliest in North America to have been settled by British Europeans and Africans. Rich in shared prehistoric and historic cultures, history and natural history, and lore, traditions, and experiences, it retains much of its early character. Today, more than 120,000 people reside here, and approximately one-third of the local economy still is reliant on the natural resources – farmland, forests, and fisheries – that first drew Europeans to explore and later settle and trade here.

MANAGING THE HERITAGE AREA (CHAPTER 8)

Eastern Shore Heritage, Inc., is a public-private nonprofit organization created especially to investigate the heritage area opportunity offered by the state, undertake the management plan, and manage the Certified Heritage Area.

The Maryland Heritage Areas Authority requires that management plans describe the organization for managing and implementing the strategies for interpretation, heritage tourism, linkage, targeted investment, and stewardship. This description must address governance and staffing and set forth a strategy for achieving financial sustainability within three to five years. Chapter 8 addresses these, plus the way ESHI will work with partners (generally defined as local governments and their agencies, nonprofit and civic organizations, educational institutions, and for-profit businesses and the associations that represent their interests).



Miss Virginia's Crabcakes, Rock Hall, by Kate Wise

ESHI’s activities in serving its partners include:

- Making routine contacts with local governments and those organizations closest to the heritage area’s mission to determine their needs and priorities in heritage development
- Offering training and technical advice in heritage tourism, interpretation, and stewardship of community character affecting the tourism experience
- Working with groups of partners to create detailed work programs to guide ESHI and cooperative projects with partners
- Establishing a major fund, preferably endowed, to provide grants to enable and encourage organizations to fulfill their own missions and support heritage development
- Establishing a branding program in which organizations as well as businesses may participate
- Recognizing exceptional volunteerism and good works that support the heritage area
- Promoting the heritage area to a wide array of audiences through many methods and media
- Monitoring and reporting on the heritage area’s accomplishments and economic impacts to state and local governments

ESHI occupies a unique niche among regional nonprofit organizations as an almost quasi-governmental organization. Eight seats on its board are named by the county governments, and this plan is adopted by counties and towns with comprehensive planning and zoning responsibilities. Moreover, the counties and some towns have supported and may continue to support ESHI financially. These relationships confer a large obligation on ESHI’s part to serve local governments. ESHI is providing one service simply by acting regionally to start up this heritage area, a more efficient approach than each local government undertaking heritage tourism initiatives alone. Other ways to serve local governments will evolve as all parties explore the new possibilities that this plan represents. One important area of service is ESHI’s review of state agencies’ actions in the heritage area, upon request of state agencies based on their review of the management plan. Conferred by the state heritage law, this role is described fully at the heading in Chapter 8, “ESHI’s Role in Reviewing Proposed State Agency Actions in the Certified Heritage Area.”

SETTING PRIORITIES

The number of recommendations in this management plan is quite large. Many are longer term, and many more, while short-term, cannot be accomplished given the resources currently available to the organization, the local governments, and the nonprofit partners. Accordingly, ESHI will have to set priorities among these many ideas. It will do so in response to the specific roles it envisions for its participation in or encouragement of projects and programs in interpretation, heritage tourism, linkages, target investment, and stewardship, as outlined in earlier chapters.

As it transitions from planning mode to operations, ESHI expects to focus on interpretation, tourism product development and promotion, and other activities that will make the heritage area concept come alive. ESHI must also work on laying a strong foundation for the long range, encompassing the fundraising, economic development, and program development that will gain visibility for the Stories of the Chesapeake Heritage Area.

Other ideas are set forth in this plan that should be taken up by partners, singly or in groups, working independently of ESHI or with ESHI’s encouragement. This plan cannot predict just how ESHI and its partners will meet with opportunities. Rather, it describes the possibilities, the roles, and the resources that exist and what synergy might accomplish.

While the individual chapters in this plan suggest levels of priority for various activities, this is just to provide a general sense of the work anticipated. From year to year, as ESHI establishes its budget and work program, the actual priorities will be identified and refined.

Summary¹ - Potential Investments & Phasing, Stories of the Chesapeake Heritage Area

Plan Topic	Estimated Total Cost	ESHI Investment	Partner Investment	ESHI + Partners, Years 1-2	ESHI + Partners, Years 3-6	ESHI + Partners, Years 7-10
Interpretation	6,155,000	2,860,000	3,295,000	395,000	2,825,000	2,935,000
Marketing	2,688,000	1,893,000	795,000	411,000	1,021,000	1,256,000
Tourism ²	207,000	197,000	10,000	42,000	85,000	80,000
Linkages	5,975,000	790,000	5,185,000	775,000	2,620,000	2,580,000
Archeology	4,595,000	522,000	4,073,000	172,000	1,178,000	3,245,000
Historic Preservation	3,980,000	1,560,000	2,420,000	412,000	2,634,000	934,000
Cultural Traditions	663,000	348,000	315,000	103,000	380,000	180,000
Scenic Character	710,000	65,000	645,000	370,000	340,000	0
First Priority Projects ³	33,568,534	0	33,568,534	6,713,707	26,854,827	0
Other Projects ⁴	38,268,752	0	38,268,752		7,653,750	30,615,002
Target Investment Zones ⁵	4,645,000	0	4,645,000	1,380,000	3,050,000	215,000
Total	101,455,286	8,235,000	93,220,286	10,773,707	48,641,578	42,040,002
ROUNDED TOTAL, in millions	\$101.5	\$8.24	\$93.22	\$10.8	\$48.6	\$42.0

Source: Eastern Shore Heritage, Inc., 2004

Jurisdictions with Comprehensive Planning Authority Located within the Proposed Boundary of the Certified (Pending) Heritage Area

Caroline County	Kent County	Queen Anne's County	Talbot County
Denton	Betterton	Centreville	Easton
Federalsburg	Chestertown	Church Hill	Oxford
Goldsboro	Galena	Queen Anne	St. Michaels
Greensboro	Millington	Queenstown	Trappe
Hillsboro	Rock Hall	Sudlersville	
Preston			
Ridgely			



Chestertown by Jenny Hoffman

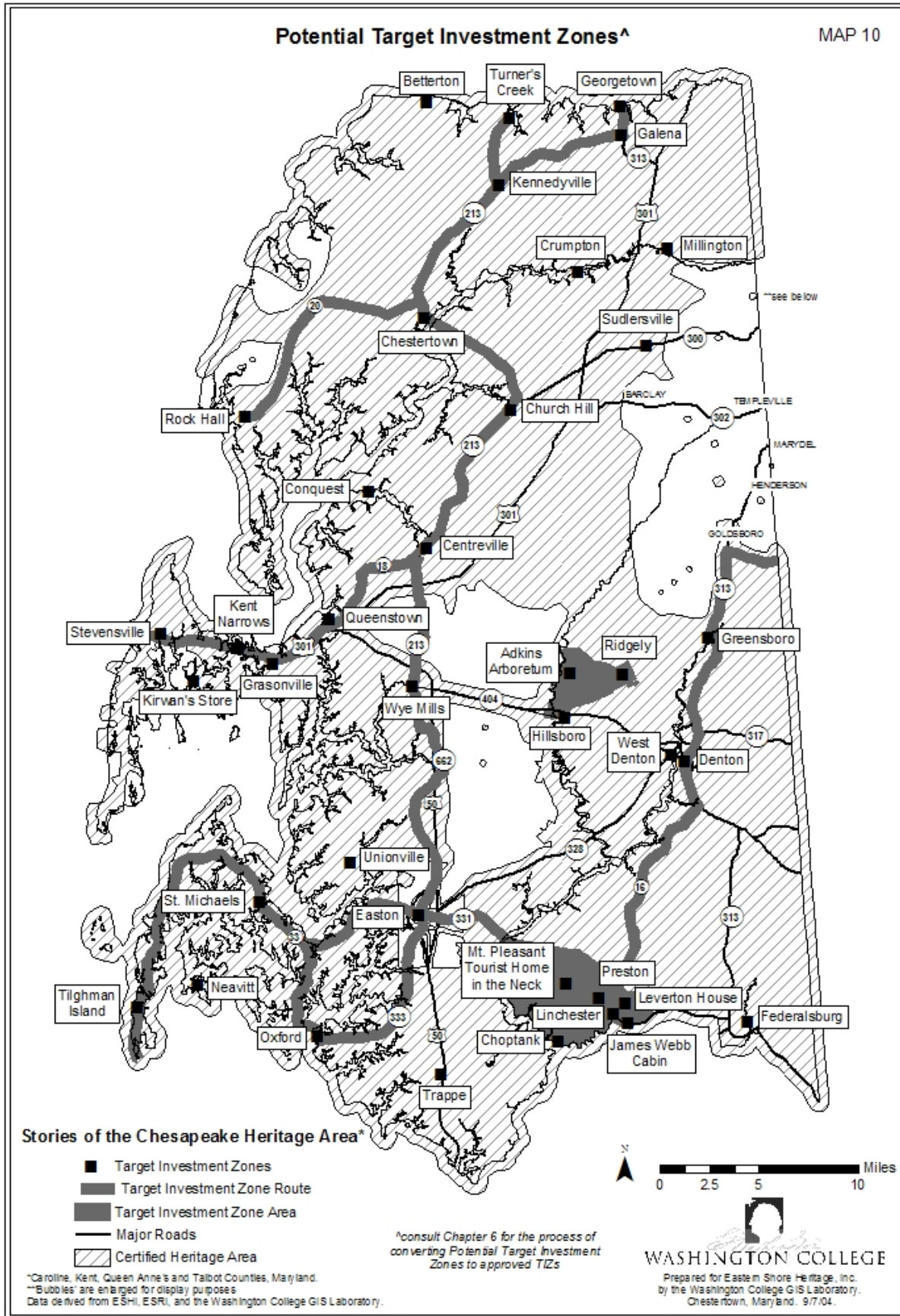
¹ Supporting tables are published in Volume 3.

² Primarily supports staff time for organizing. Actual heritage development projects are calculated in other line items summarizing data from other tables.

³ "First priority" projects identified by ESHI's Board of Directors, as noted in Volume 3, Appendix 1-1, and not binding; shown here is a rough estimate of phasing calculated from the assumptions that "high priority" projects will be completed during years 2-6 at approximately even expenditures over those five years.

⁴ "Other projects" are all those not identified as "first priority" by ESHI's Board of Directors, appearing in Volume I, Appendix 1-1; shown here is a rough estimate of phasing calculated from the assumptions that these projects will be completed during years 6-10 at approximately even expenditures over those five years.

⁵ Includes only costs for projects not already nominated for the listing of projects or projects implied in other categories (e.g., walking tours, local visitor centers, etc.)



1

Introducing the Stories of the Chesapeake Heritage Area

THE PURPOSE OF THIS PLAN

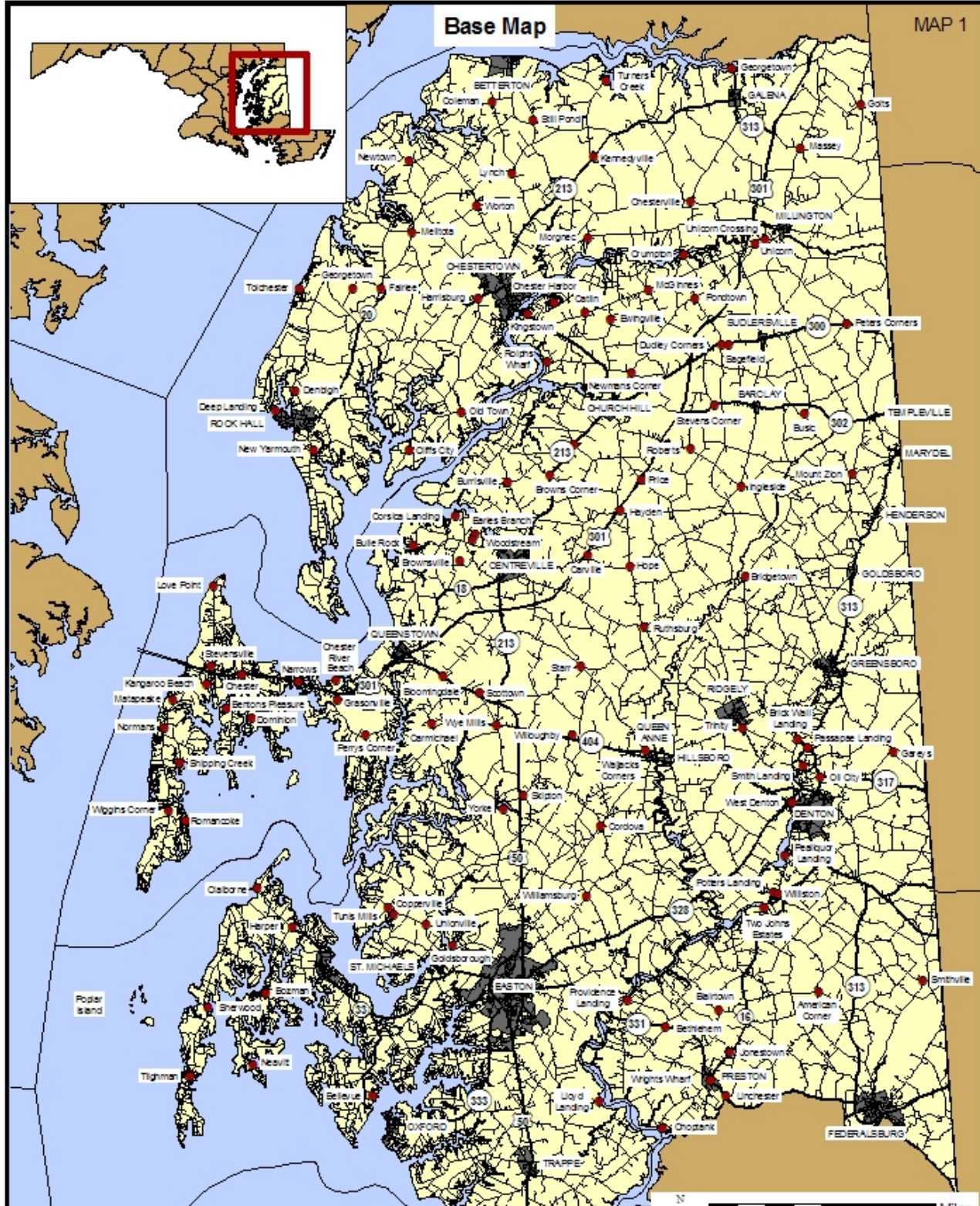
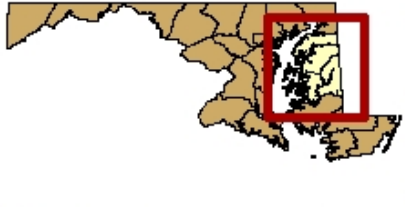
The Stories of the Chesapeake Certified Heritage Area covers 1200 square miles, four counties, 21 incorporated municipalities (see Table 1-1), and a host of unincorporated settlements (Map 1). Founded as Kent County in 1642, which was divided over time into Talbot County (1662), Queen Anne's County (1706), and Caroline County (1773)¹, the region is one of the earliest in North America to have been settled by British Europeans and Africans. Rich in shared prehistoric and historic cultures, history and natural history, and lore, traditions, and experiences, it retains much of its early character. Today, more than 120,000 people reside here, and one-third of the local economy still is reliant on the natural resources—farmland, forests, and fisheries—that first drew Europeans to explore and later settle and trade here.

As a region, the Stories of the Chesapeake Heritage Area has much to offer both residents and visitors in terms of quality of life, educational and recreational experiences, and tourism opportunities. This document is a plan that further describes the many facets of this region and sets out the ideas intended to guide investment, both public and private, in the heritage of

¹ Kent County is also the “mother county” to Cecil County (1674, formed also from Baltimore County). This is an oversimplification of the process of the creation of the four counties of this heritage area. Actually, Kent was first divided into three, with Cecil carved from the north and Talbot from the south; it then was further divided into Kent (in its final configuration) and Queen Anne's. A statewide political compromise required the creation of a ninth county on the Eastern Shore, Caroline, which was formed from parts of both Dorchester and Talbot.

Base Map

MAP 1



Stories of the Chesapeake Heritage Area*

- Selected Villages
- Major Roads
- Minor Roads
- Municipalities

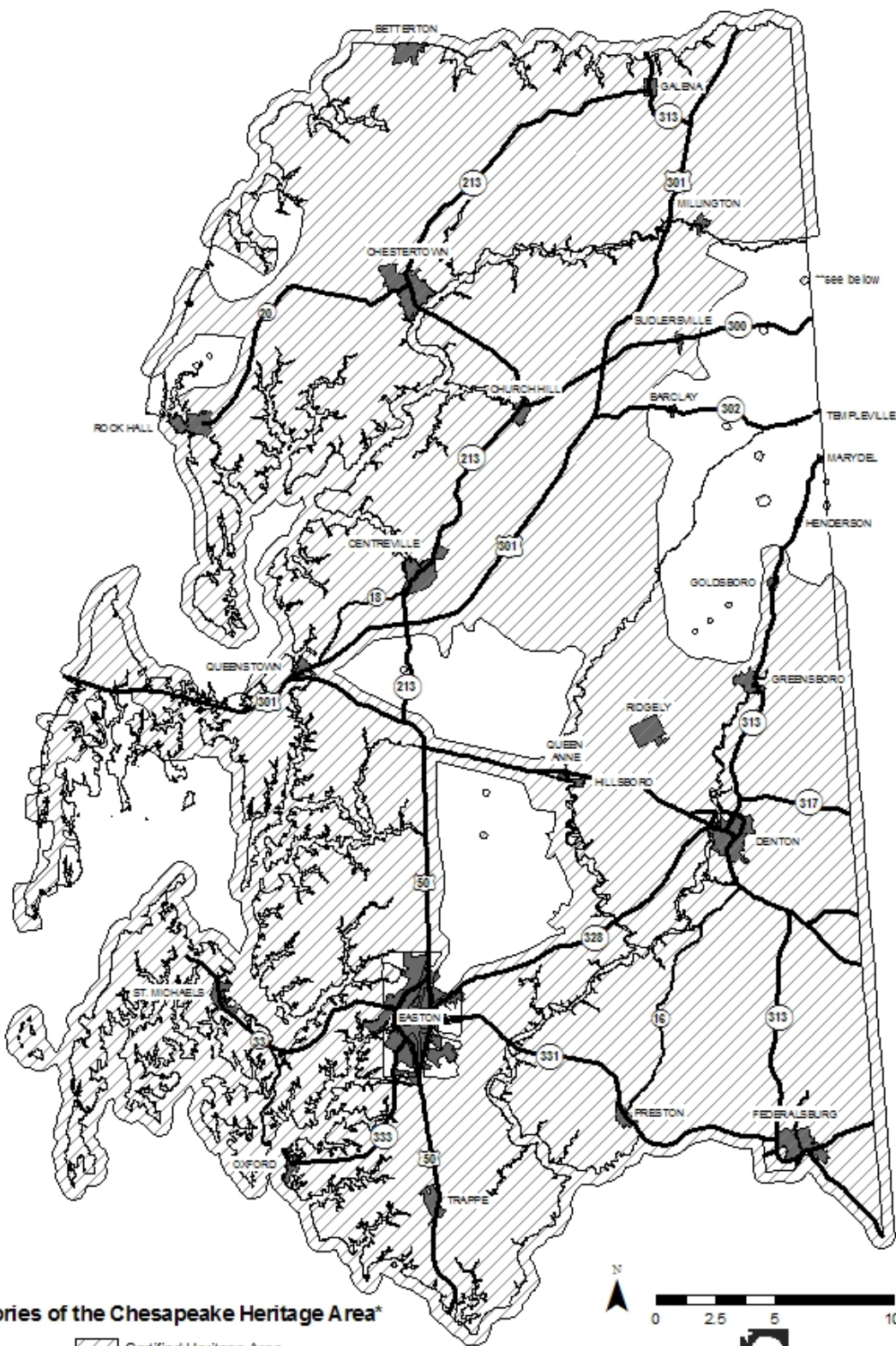
*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.




WASHINGTON COLLEGE
 Prepared for Eastern Shore Heritage, Inc. by the Washington College GIS Laboratory, Chestertown, Maryland. 11/1/04.
 Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.

Certified Heritage Area

MAP 2



Stories of the Chesapeake Heritage Area*

-  Certified Heritage Area
-  Municipalities
-  Major Roads

*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
Data derived from ESHI, ESRI and the Washington College GIS Laboratory.

** Bubbles are enlarged for display purposes



Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 10/26/04.

Caroline, Kent, Queen Anne’s, and Talbot Counties over the next five to fifteen years. It is the product of years of effort on the part of many individuals and partner organizations, led by Eastern Shore Heritage, Inc., a nonprofit public-private organization established to plan for and manage this heritage area.

The heritage investment envisioned in this plan is designed to capitalize on the enormous local and state investment already made in the protection of the historic, archeological, scenic and cultural resources of the region and the preservation and development of its communities. From the protection of agricultural lands and “rural legacy” areas to programs for “rural villages” and “Main Streets,” not to mention significant private investment in historic residences, commercial buildings, and businesses, community leaders, civic officials, and residents have worked to maintain the significant character and landscape of the region.

As community improvements have grown from investments in heritage-related resources and programs, a significant tourism industry has arisen in the region. But the two have not been deliberately linked, and tourism has been largely unplanned. This plan aims to make that link, to show how to capitalize on existing heritage efforts in order to gain added economic benefits. This plan also is designed to maintain and strengthen stewardship. Special places, attractive communities, and opportunities for outstanding outdoor recreation are this region’s “golden goose.” With care and attention, those resources should yield sustained financial and community benefits over time. Finally, this plan is meant to show how the *stories* of this place can add meaning to the

lives of residents, young and old, and shape the visitor’s experience.



Figure 1-1 Old Queen Anne’s County Courthouse

This tiny building, built in Queenstown in 1706, is Maryland’s oldest courthouse building, one of the many outstanding “doorways into time” that give both residents and visitors a sense of the rich colonial past here.



Figure 1-2 Farming along U. S. Route 301

The Stories of the Chesapeake Heritage Area is a part of one of North America's oldest working landscapes, where natural resources such as rich soils still provide the core of the region's economy. The beautiful farm landscape along U. S. Route 301 in Kent and Queen Anne's Counties (east of "the Split") has inspired an initiative called the "Eastern Shoreway" to beautify the highway using native plantings, reinforce existing programs to protect farmland, and educate the public about the landscape.

Early in a strategic planning retreat for this plan, the Board of Directors of Eastern Shore Heritage, Inc. (ESHI), captured much of the mission of the organization in this slogan: "Preserve, protect, interpret, promote." The bylaws of Eastern Shore Heritage, Inc., state the organization's purpose, or mission, in this way:

Eastern Shore Heritage, Inc., consisting of community organizations, businesses, private citizens, and public agencies, is organized and shall be operated for the benefit of Eastern Shore citizens. ESHI's purpose includes but is not limited to:

- Generating awareness of Maryland's Eastern Shore as a primary travel destination;
- Improving the regional economy by fostering economic enhancement linked to the natural, cultural, and historic resources of Maryland's Eastern Shore; [and]
- Promoting the protection, stewardship, and enjoyment of these resources.



Figure 1-3 A welcoming entrance to Greensboro. The especially numerous small towns and hamlets with their tree-lined streets and front porches are a hallmark of the Stories of the Chesapeake Heritage Area.



Figure 1-4 Caroline County's Courthouse in Denton. Denton and Easton have "Main Street" programs to help maintain their attractiveness for downtown businesses and visitors.

In general, ESHI's role is to:

“Preserve and protect”: To act as a catalyst and voice for the historic, archeological, scenic and cultural resources of the region that contribute to quality of life, scenic values, community character, and the visitor experience, focusing on the strategic changes and regional planning needed rather than tactical issues such as individual permits for development or demolition.

“Interpret”: To act as a catalyst and voice for the educational value of the region's historic, archeological, scenic and cultural resources and to undertake regional interpretation initiatives.

“Promote”: To act as a catalyst and voice for strategies to enhance the regional economy through investment in historic, archeological, scenic and cultural resources, including but not limited to heritage tourism.

“An Institution Serving Institutions”: To act as a clearinghouse, to assure that information reaches appropriate parties; to provide technical assistance to those partners who are striving to create programs or take actions that support ESHI's mission; and to convene special meetings and committees to examine existing and needed strategies for protecting and enhancing the historic, archeological, scenic and cultural resources of the region.

KEY HERITAGE AREA PARTNERS

The Stories of the Chesapeake Heritage Area would not be possible without the foundation already achieved by local jurisdictions and their businesses and property owners, and by the nonprofit organizations that also contribute to the lives of the region's residents. The lead and achievements of jurisdictions and nonprofit and civic groups in matters of resource protection and tourism-based economic development are to be respected. The role of the heritage area is to bind the region together, working at a fundamental level of building partnerships among all parties whose efforts support the heritage area, and to find new resources for these parties to achieve a new level of excellence.

Partners in the Stories of the Chesapeake Heritage Area include the 25 jurisdictions encompassed in this plan, that is, four counties and 21 municipalities found within the proposed Certified Heritage Area boundary² (Map 2). These are all local governments with comprehensive planning authority *and co-signatories to this plan by virtue of having adopted it as an amendment to their comprehensive plans, by resolution.*³ Language in this plan suggesting action to protect “special resources” presumes that such action is to be taken by the counties and municipalities according to their comprehensive plans. ESHI has no regulatory powers in this regard and must continue to rely on existing systems for resource protection.

Partners may also include the unincorporated small settlements found throughout the counties where residents have a strong association with their neighborhood; many of these are historic, whether or not they appear to be so today. These “villages” are, in fact, one of the hallmarks of this region’s cultural landscape (see Chapter 7, Community Character). All are under the supervision of the counties.

The plethora of nonprofit organizations in this region makes it difficult to single out any specific group for description here. These are nongovernmental organizations organized for a specific purpose; some, such as arts councils, receive direct local government support as a part of their annual funding. They may range from civic associations and clubs to groups organized to tackle specific issues, such as health, education, social welfare, environmental protection, land conservation, the preservation of a house museum, etc. Many are active only at the community level; a few extend across one or more counties. These groups are highly important to the success of the heritage area, as they work to protect historic, archeological, cultural and scenic resources and provide educational programs and events.

The Stories of the Chesapeake Heritage Area has great potential in relating to institutions of higher education in the region—Chesapeake College and Washington College—and public and private schools offering classes for grades K-12.

² Barclay, Marydel, Henderson, and Templeville are not included within the boundary, but are a part of the Recognized Heritage Area—which encompasses the entirety of the four-county region.

³ Throughout this final version of the heritage management plan, there are statements in boldface and italics signaling messages especially for the local governments. This plan is written with the assumption that these 25 jurisdictions will accept this plan as written, but that assumption must be proven through separate, voluntary action of each jurisdiction.

Table 1-1 Local Governments Served by the Stories of the Chesapeake Heritage Area [Proposed]

Jurisdiction	Year Incorp.	Pop. 2000	Pop. 1990	Jurisdiction	Year Incorp.	Pop. 2000	Pop. 1990
Caroline County	1773	29,772	27,035	Kent County	1642	19,197	17,842
Denton	1802	2,960	2,977	Betterton	1906	376	360
Federalsburg	1823	2,620	2,365	Chestertown	1805	4,746	4,005
Goldsboro	1906	216	185	Galena	1858	428	324
Greensboro	1826	1,632	1,441	Millington	1890	416	440
Henderson ⁺	1949	118	66	Rock Hall	1908	1,396	1,584
Hillsboro	1853	163	164				
Marydel ⁺	1929	147	143				
Preston	1892	566	437				
Ridgely	1896	1,352	1,034				
Templeville ⁺	1865	80	66				
Unincorporated areas	NA	20,894	17,181	Unincorporated areas	NA	11,129	11,835
Jurisdiction	Year Incorp.	Pop. 2000	Pop. 1990	Jurisdiction	Year Incorp.	Pop. 2000	Pop. 1990
Queen Anne's County	1706	40,563	33,953	Talbot County	1662	33,812	30,549
Barclay ⁺	1931	143	170	Easton	1790	11,708	9,372
Centreville	1794	1,970	2,097	Oxford	1852	771	699
Church Hill	1876	530	481	Queen Anne*	1953	(at left)	(at left)
Millington*	1890	416	440	St. Michael's	1804	1,193	1,301
Queen Anne	1953	176	250	Trappe	1827	1,146	974
Queenstown	1892	617	453				
Sudlersville	1870	391	428				
Templeville ⁺	1865	80	66				
Unincorporated areas	NA	36,240	29,568	Unincorporated areas	NA	18,818	17,953

Sources: U. S. Census Data, Maryland Manual On-line (founding dates)

* Municipality but does not have planning and zoning authority.

⁺ Included only in the Recognized Heritage Area.

THE HERITAGE AREA CONCEPT

In recent decades, communities across the nation have begun to realize the potential economic and social benefits of preserving, interpreting, and promoting the heritage of large areas that share the same geography, culture, and history. These “heritage areas” are designed to take advantage of an important trend in tourism development—heritage tourism. Many visitors are seeking more than entertainment on their vacations. They often want to learn more about the history and environment of what they are seeing and participate in the unique, authentic experiences of particular places. Market research indicates that heritage tourists spend more money, stay longer, and contribute more to sustainable economic development.

The National Heritage Areas Movement

Heritage areas began with the designation by Congress of the Illinois & Michigan Canal National Heritage Corridor in Illinois in 1981, followed in the later 1980’s by the Blackstone Valley National Heritage Corridor in Rhode Island and Massachusetts and the Delaware & Lehigh Canal National Heritage Corridor in eastern Pennsylvania. These early heritage areas established federal commissions as the regional managing entities; later examples have established federally designated nonprofit organizations, which offer more flexibility in administration. Today, there are 23 Congressionally designated heritage areas (the word “heritage area” emerged in the early 1990’s as practitioners recognized that the concept could apply to regions of all kinds, not simply corridors). After a dozen years of discussion in the halls of Congress it appears that federal legislation for program under the National Park Services could emerge at the end of the congressional session this fall.

Not all heritage areas are federal; indeed, in the 1970’s, both Massachusetts and New York, inspired by the example of Lower National Historical Park established in 1972, created systems of “urban cultural parks.” New York has now renewed its dedication to such a system and renamed these as heritage areas, adding a federally designated heritage area for the Erie Canal. Pennsylvania, however, was the real pioneer in establishing a state heritage area system (known first in that state as “heritage parks”). Many of

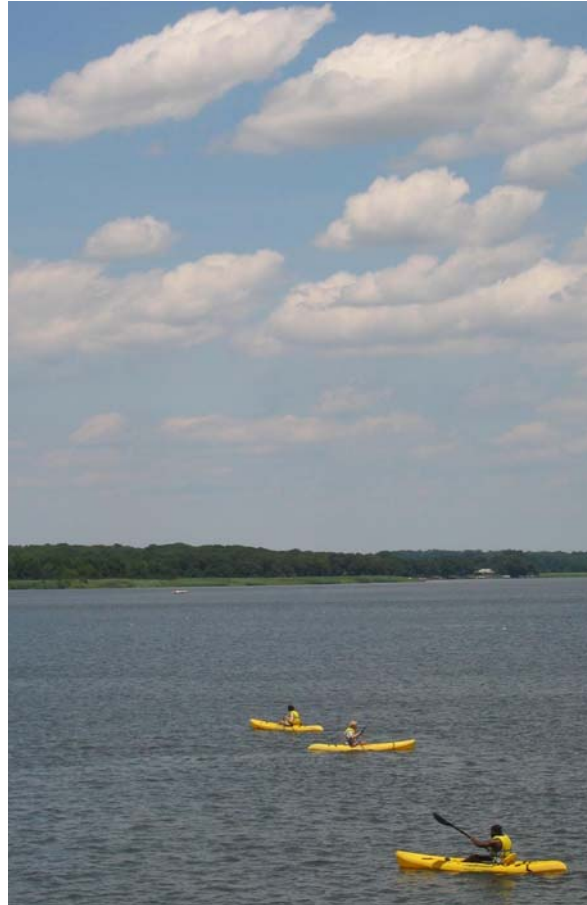


Figure 1-5 Sea-kayaking

Water trails along the extensive Chesapeake Bay shoreline and many rivers of the Stories of the Chesapeake Heritage Area can enhance enjoyment of the rapidly growing sport of sea kayaking. Heritage areas promote regional touring—here, by water as well as by land. The Tilghman Island Water Trail was completed by Talbot County during the planning process.



Figure 1-6 Oyster-tonging in the 1930's

Maryland's heritage includes its unique culture of working the waters of the Chesapeake Bay. Watermen and their families and working villages rely on the Chesapeake Bay—as its health has declined, so has the number of people making a living from the water. (Photo courtesy of the Historical Society of Talbot County)

Pennsylvania's heritage areas have since been federally designated. Other state programs include Colorado and Maryland.

Maryland's Heritage Areas Program

The State of Maryland began its heritage area program in 1996 in response to the recognition that many of the state's visitors come to enjoy its history and environment. To manage the program, the state created the Maryland Heritage

Areas Authority (MHAA). The MHAA developed a two-tier system of designation for heritage areas within the state: Recognized Heritage Areas and Certified Heritage Areas. Each of these levels comes with its own set of requirements. The Stories of the Chesapeake Heritage Area became a Recognized Heritage Area in 2000. Recognized Heritage Areas are eligible for planning grants to advance to the next level, and are promoted as heritage areas by the state. Other benefits, however, require the heritage area to reach certified status.

To achieve the status of a Certified Heritage Area, the Stories of the Chesapeake Heritage Area is required to undertake more extensive



Figure 1-7 The Chesapeake Bay Bridge, seen from Matapeake Park, Kent Island
 “The Bay Bridge” is named for Governor William Preston Lane, Jr., who established the transportation authority that built the second span in 1973. The opening of the first span in 1952 inspired the founding of several historical societies in the region as residents realized their way of life was changing.

documentation and analysis of its resources and set forth strategies for achieving more heritage preservation and tourism. This plan is designed to meet these requirements. Once the Stories of the Chesapeake Heritage Area attains certified status, specifically identified places and projects listed in this management plan are qualified to apply for state funds dedicated to heritage investment. Other projects not named here may also be eligible for this support if they can be shown to implement strategies in this plan. Owners of historic properties may be eligible to apply for tax credits for rehabilitation and heritage tourism businesses may be able to obtain special state loans. For specific descriptions of these benefits, see Appendix 6-1.

THE CONTENTS OF THIS PLAN

The remainder of this plan offers chapters on specific topics, most of which end with recommended strategies and actions to be followed by Eastern Shore Heritage, Inc., as the managing entity, and partners. In essence, each chapter examines in detail how to create a systematic collaboration among partners in



Figure 1-8 Wye Landing and Skipton Creek, Wye Island in foreground
“Where land and water intertwine” is a favorite phrase to describe the coastal landscape of the Stories of the Chesapeake Bay. This is the last great colonial landscape, preserved from the major changes of all other places settled early on the Atlantic Seaboard by the Chesapeake Bay. In the Age of Sail, however, this landscape’s accessibility by water made it highly desirable to European colonizers.

areas that are critical to the success of the heritage area. Here is what this plan contains:

Chapter 2 sets forth the vision, goals, and objectives that guide the strategies to be found in succeeding chapters.

Chapter 3 provides an interpretive outline centered on the Chesapeake Bay’s influence on this region’s heritage and development, and reflecting the heritage area’s interests in both natural resources and history. It calls for a number of strategies and actions to support the development of a regional interpretive system comprising nearly 100 active and potential interpretive sites.

Chapter 4 covers heritage tourism, especially marketing programs. More than 600 businesses are reliant at least in part on tourism in this region. Bringing these businesses into the heritage area’s programs is critical. This chapter also predicts visitation based on all actions and strategies (and projects) in the plan and sets forth strategies and actions specifically for heritage tourism.

Chapter 5 covers physical linkages around the region, including the creation of a system of visitor reception and orientation sites, wayfinding (signage),

regional and special opportunities for touring, water access, scenic byways, roads, and streets, bicycling, and regional recreational planning.

Chapter 6 explains the Target Investment Zones to be established in the Certified Heritage Area. No “TIZs” are officially established with the passage of this plan; rather, “Proposed TIZs” are listed for later action. *Jurisdictions amending their plans with this one are accepting this list and delegating supervision of the details of converting TIZs from proposed to active status to ESHI.*

Chapter 7 addresses the character of the landscape and communities of the region, specifically its historic, archeological, cultural, and scenic resources. These are features of local planning requiring much greater attention if the heritage area is to be successful in preserving key elements of the landscape. It is these features, taken as a whole, that make this region unique; they are critical dimensions of the region’s significance to the nation.

Chapter 8 covers management of the heritage area, including ESHI’s roles with relation to each of the activities described in the foregoing chapters. It describes the boundary and the process for amending the boundary as may be required over time. Chapter 8 also provides a table applying “order of magnitude” costs to the strategies (costs are further detailed in Volume 3, by chapter), and sets forth an analysis of the potential return on investment if the heritage area is successful in directing added investment to historic, archeological, scenic and cultural resources and projects. It also provides measures for evaluating the heritage area’s performance over time.

These chapters constitute Volume 1 of the *Stories of the Chesapeake Heritage Area Management Plan*, the “policy volume” that is to be amended into local plans. Additional volumes of this plan set forth more material that includes resource assessments and background information. Volume 2 contains a history of the four-county region that provided the basis for the interpretive planning found in Chapter 3 here. Volume 3 expands on many of the concepts outlined in the chapters here; Appendix 1 of Volume 3 presents a detailed table providing information on 160 projects nominated for inclusion in the plan.

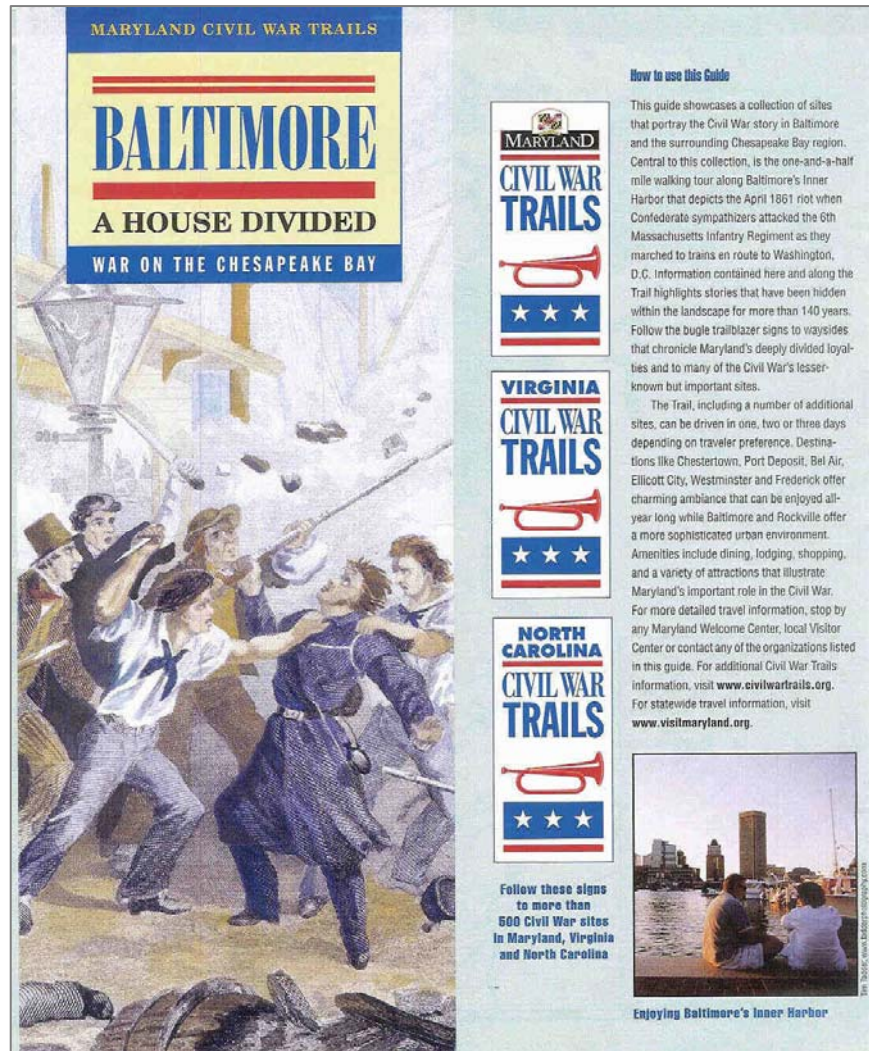


Figure 1-9 New Civil War Trails brochure

Maryland is collaborating with Virginia and North Carolina on creating a network of driving tours of Civil War sites of all varieties. The "Baltimore: A House Divided" trail was dedicated in November of 2004. The map includes nine sites in the Stories of the Chesapeake Heritage Area: Chestertown at the Kent County Courthouse and three other sites, Easton at the Talbot County Courthouse, Queenstown, Greensboro, Hillsboro, and Unionville (see additional photo, Chapter 5).

2 Vision, Goals, and Objectives

INTRODUCTION

The Maryland Heritage Areas Authority requires that “the Management Plan must contain a vision statement, a description of the desired condition that will prevail assuming all goes well. Goals for achieving this vision must be included.” This brief chapter includes the vision, goals, and related objective that guide the strategies found in succeeding chapters.

A vision statement is simply a description of desired future conditions and is generally written in present tense. Thus, the following vision statement might be viewed as a “letter from our future” written by those looking back from the year 2015 (the year selected for this statement). Thus, future conditions are described as they might actually exist.

VISION

Note: The following section is written as though it is a letter from the future, written by a resident of the heritage area.

In the year 2015, the Stories of the Chesapeake Heritage Area is widely regarded as a critical economic development tool supporting the careful management of cultural resources and the beautiful environment that support the quality of life and heritage tourism in this region. “Preserve, protect, interpret, promote” has become not only the mantra of the heritage area’s leaders, but also that of the entire region.



Figure 2-1 Academy Art Museum, Easton

The arts are alive and well in the Stories of the Chesapeake Heritage Area, with the Academy Art Museum, accredited by the American Association of Museums, as the flagship. “First Friday” gallery nights in Chestertown and Easton, four active county arts councils, three permanent performance spaces (all in historic theaters), and a host of artists offer wide variety for arts enthusiasts.

(Vision continued)

The 2004 Heritage Management Plan gave us a new understanding of our past and our historic, archeological, scenic and cultural resources, and helped us to see clear paths for working together. The plan brought new light to our sense of the future.

This place is still beautiful, still rural, the land of pleasant living. It has become known nationally and internationally as a place where visitors enjoy a combination of unique experiences through the creative interpretation of our history, landscape, ecosystems, and communities (our “Stories”) and outdoor recreation opportunities. Support for cultural traditions and the arts long enjoyed here has risen to a new high. Visitors now can access more historic sites and unique businesses, they encounter many knowledgeable and hospitable residents, they now find their way around this region with ease, and they have more access to the waters and rivers of Chesapeake Bay.

Today, visitors stay longer and spend more than they did ten years ago and local confidence and investment in tourism has reached new levels. Tourism here, however, has not necessarily been based on increasing numbers of visitors—community preferences and capacities have guided decisions to seek larger audiences. We especially seek more effective involvement of our visitors in the Stories of the Chesapeake Heritage Area,

year-round—to the point that visitors now view themselves as partners in heritage development and preservation efforts here. “Saturation” situations have been effectively addressed through regional collaboration among tourism leaders.

Stories of the Chesapeake Heritage Area has offered a significant new way to bind the region as a whole. It has stimulated effective regional cooperation to preserve community character and historic resources, and to undertake economic development relating to tourism, the arts, agriculture, and maritime industries. Residents and officials recognize that heritage tourism and preservation are key factors in economic sustainability, bringing increased prosperity, increased property values, new jobs, more entrepreneurs and economic diversity, community pride and care, and revitalized downtown cores that are vibrant and alive.

New leaders have emerged who understand the principles of heritage development. Many of these leaders got their start through Heritage Area initiatives, which were designed to stimulate and support a wide range of leadership. Community spirit is high, and we celebrate the rich contributions of many civic groups to our collaboration. Everyone, from property owners to businesses to government agencies, takes maximum advantage of available tools for preservation, conservation, heritage tourism, and community revitalization.

Eastern Shore Heritage, Inc. (ESHI) has attracted new resources and partnerships to support investment in interpretive sites, programs, events, and organizations. It has set high standards for partners' projects and operations, to the benefit of all—our Heritage Area is a trusted partner in the operation of the state's Heritage Area system, and we have benefited at the state level from this trust and recognition.

As an organization, ESHI has found success in sustaining its programs and staff, generating adequate revenues and building its capacity to “preserve, protect, interpret, promote” this special place. It regards the enhancement of its partners' sustainability as a measure of that capacity, and staff and programs are shared among these partners. Through positive action and consistent good cheer, ESHI has earned the respect of all, drawing leaders and volunteers whose dedication of time and energy has become a model for heritage areas nationwide.

Looking back, the management plan of 2004 was the “wind” of much beneficial change, signaling a new way of seeing the region and addressing the needs of its residents, visitors, communities, and historic, archeological, scenic and cultural resources.

(End of Vision Section)



Figure 2-2 Riverside Hotel, Greensboro

For residents and visitors alike, the hotel's restaurant overlooking the Choptank River is a pleasurable destination. More than 600 businesses in the Stories of the Chesapeake Heritage Area are reliant at least in part on the region's tourism.



Figure 2-3 Chestertown's New Visitor Center

Paid for in part by federal funds from the Chesapeake Country National Scenic Byway program for Route 213 and 18 (C&D Canal to Kent Island), this handsome building now both welcomes Chestertown's many visitors and provides office and meeting space for the community.

GOALS

Goals are broad statements of how a vision is to be achieved—the areas of focus. In seeking to achieve the vision for the Stories of the Chesapeake Heritage Area, the Board of Directors has articulated the following goals to guide the development of this plan:

- **Tell the story of the Chesapeake on Maryland's Eastern Shore,** revealing the subtle ways that the natural world has influenced this region's history, including our agricultural and maritime heritage.
- **Protect the beauty and heritage of the region:** Protect the way of life for heritage area communities through a balance of preservation, economic development, stewardship, and quality of life.

- **Create partnerships and consensus:** Build a consensus among historic preservationists, environmentalists, and local leaders in business, agriculture, government, and education to sustain the character of the heritage area.
- **Enhance economic vitality and improve the quality of life for residents:** Improve the local and regional economies by promoting tourism and fostering related business development. In particular, focus on the small business needs of the tourism industry.
- **Craft an enriching experience for visitors:** Foster access to and management of recreational and natural areas and historic sites.
- **Offer access to Chesapeake Bay:** Offer unparalleled recreational opportunities to experience unspoiled nature and the ecological treasure of the Chesapeake Bay and its tidewater tributaries.



Figure 2-4 Chestertown's brick sidewalks

Visitors to Chestertown enjoy its galleries and brick sidewalks. Note the plantings at left – each merchant “gardens” the space beneath their street trees. Chestertown’s beautification activities include awards and guidelines to encourage this charming attention to detail.

OBJECTIVES

Objectives are specific, measurable steps that can be taken to achieve the goals. They flesh out the goals with a sense of the actions desired. Each of the objectives listed below (with their respective goals) can be found in the following chapters as headings that help to group and categorize the even more specific strategies set forth in this plan.

Tell the story of the Chesapeake on Maryland’s Eastern Shore, revealing the subtle ways that the natural world has influenced this region’s history, including our agricultural and maritime heritage.

- Improve existing interpretive sites (Chapter 3)
- Conduct inventories (Chapter 7)
- Document traditions (Chapter 7)
- Upgrade planning, inventories and research (Chapter 7)

- Create public archeology programming (Chapter 7)

Protect the beauty and heritage of the region: protect the way of life and quality of life for heritage area communities through a combination of preservation, economic development, and stewardship.

- Shape tourism’s community impacts (Chapter 4)
- Protect scenic byways through local and state action (Chapter 5)
- Organize more tools for historic preservation action and advocacy (Chapter 7)
- Upgrade local regulations and incentives for historic preservation (Chapter 7)
- Focus on churches and cemeteries (Chapter 7)
- Encourage conditions that allow traditions to continue (Chapter 7)
- Support working farms (Chapter 7)
- Focus on design and preservation in districts, villages and small towns (Chapter 7)
- Enact public requirements for archeology (Chapter 7)
- Continue to improve programs and funding for permanent land protection (Chapter 7)
- Improve land development codes explicitly to address scenic qualities (Chapter 7)
- Enhance design standards for new construction (Chapter 7)
- Establish firm scenic policy guidance and initiatives (Chapter 7)

Create partnerships and consensus: build a consensus among historic preservationists, environmentalists, and local leaders in business, agriculture, government, and education to sustain the character of the heritage area.

- Link schools with sites in the heritage area (Chapter 3)
- Focus on communities (Chapter 7)
- Establish an awards program (all chapters)



Figure 2-5 Log Canoe and Lighthouse (historic photo)

The log canoe BELLE M. CRANE, like skipjacks a craft unique to Chesapeake Bay waters, sails past the Choptank Light. Once designed to race their way to Baltimore with oysters for market, these historic vessels are now lovingly maintained by recreational owners whose races on the Chester River and off St. Michaels are premier sights for visitors to the Bay. A lighthouse tour now available out of the harbor at St Michaels means that visitors need not "bring your own boat" to enjoy a trip on the Bay. (Photo courtesy of Historical Society of Talbot County)

Enhance economic vitality and improve the quality of life for residents: improve the local and regional economies by promoting tourism and fostering related business development. In particular, focus on the small business needs of the tourism industry.

- Focus on public relations (Chapter 4)
- Develop ESHI's marketing capacity (Chapter 4)
- Enlist the tourism industry and other local businesses in promoting the heritage area (Chapter 4)
- Unite the heritage area's tourism community (Chapter 4)
- Support research and development of interpretive products, programs, and events (Chapter 4)
- Undertake creative marketing initiatives that reach external and internal audiences (Chapter 4)
- Support wide public outreach, marketing, training, and education (Chapter 4)

Craft an enriching experience for visitors: foster access to and management of recreational and natural areas and historic sites.

- Focus on incorporating the arts into interpretation (Chapter 3)
- Develop and maintain a state-of-the-art web site (Chapter 4)

- Create itineraries and interpretive tours and guides for autos, cyclists, walkers, birders, and boaters (Chapter 5)
- Create a visitor reception system (Chapter 5)
- Create a wayfinding system for the region (Chapter 5)
- Improve signage standards (Chapter 5)
- Plan for more off-road bicycling, bike and pedestrian safety (Chapter 5)
- Focus on scenic byways and heritage-area quality for road improvements (Chapter 5)

Offer access to Chesapeake Bay: offer unparalleled recreational opportunities to experience unspoiled nature and the ecological treasure of the Chesapeake Bay and its tidewater tributaries.

- Create itineraries and interpretive tours and guides for boaters (Chapter 5)



Figure 2-6 Avalon Theatre, Easton

This beautiful small 19th century opera house, now a popular performing arts space for all varieties of musical and theatrical events, is one of the “anchors” that have combined to make Easton’s town center a vibrant and charming business district. Much of Easton, the largest town in the Stories of the Chesapeake Heritage Area, is listed in the National Register of Historic Places, and the core of that district is protected through local historic district regulations.

3

Telling the Stories of the Chesapeake

INTRODUCTION

The existing interpretive sites, events, and programs in this region have arisen from deeply felt values and needs on the part of their supporters. These interpretive offerings are the heart of the region's effort to preserve, protect, interpret and promote our heritage—whether natural, cultural, historic, or some combination of these—and they are extensive (see Table 3-2, found at the end of this chapter, and Map 3). Many buildings and public lands have entered the public trust (governmental and nonprofit) because someone or some group could not bear to see them lost to neglect or development. Community events have been impelled by a sense of local identity celebrated by civic leaders. Educational and outreach programs, on-site and off-site, seek to deepen the knowledge and understanding of constituents and future generations of caretakers of the special qualities and stories in this singular place.

The Stories of the Chesapeake Heritage Area is fortunate that the interpretive offerings here are so extensive and compelling. The challenge is to enhance the resources available to these sites, events, and programs, so as to expand the quality of the “story-telling” available everywhere and create a system that nourishes the growth and development of each individual part. If this can be achieved, this can be a dynamic system—used in the sense of the growth, feedback, and increasing complexity that are hallmarks of healthy systems, natural or social. Thus, enhanced interpretive offerings will lead the way to added investment in historic, archeological, scenic and cultural resources and programs, and additional investment in heritage tourism that supports the local wealth to be devoted to this interpretive system.

This chapter describes a series of ideas for linking historic, natural, and cultural sites, programs, and events across the Stories of the Chesapeake Heritage Area as a full-fledged interpretive *system* that is greater than its parts.

WHAT IS INTERPRETATION?

Interpretation is more than “just the facts, ma’am.” Interpretation is, quite simply, story-telling using every means at the disposal of the story-teller. It may in fact *be* a story-teller doing the interpreting, or some other interpretation by an actual person (called “personal service interpretation”).

Most people assume that interpretation is what they encounter in museums—exhibits, lectures, tours, gallery talks, and the like—and this is true, but there is much more to the creation of that interpretation. The object of interpretation is to convey information in compelling, memorable, and meaningful ways, in ways that an audience can relate to their own experiences, using as many senses as possible. For example, if your audience is a group of international visitors who have never experienced American apple pie, would you show them a picture of one, give them a taste of a pie, or engage them in making one?

The best interpretation takes a point of view, engaging the audience in a kind of dialogue to support or challenge that point of view. Thus, the Central Story suggested below is not just “we live by the Chesapeake Bay,” but, in effect, “the Bay made us who we are today.” The second premise is by far the more interesting, leading to questions to be answered: Who are we? In what specific ways did the Bay make us into the people and communities we have become? What is the story line, the progression of how that happened?

The best interpretation also takes into account different ways that people learn. Some are visual learners, others kinetic or active learners (learning by touch and doing), still others learn by listening. There are in fact multiple ways that people learn, and many people learn in more than one of these or other ways. Interpretation furthermore takes into account the needs of the audience—in terms of time available, level of maturity or physical abilities, or other features particular to each group or situation. Free and independent travelers “just passing through” may enjoy stopping at several interpretive waysides—roadside pull-offs with signs or other objects designed quickly to convey an idea in relation to a particular location. On the other hand, a class of fourth graders might spend an entire day exploring a stream as part of their environmental education experience in Maryland’s curriculum.

What is Interpretive Planning?

An effective interpretive program grows out of the answers to five critical questions⁴:

- What stories will be told? (Significance and Themes)
- Who will listen to these stories? (Audiences and Visitors)
- How will our target audience experience the heritage area? (Experiences)
- What might stand in the way? What are the issues and opportunities? (Issues)
- Can interpretation assist an organization's goals? (Objectives)

Only after these five questions have been explored, and the answers identified, is it possible to select the interpretive tools to be used. Then it is time to ask:

- What techniques are to be used to tell stories effectively to targeted audiences? (Tools)

Since each interpretive tool—publications, exhibits, trails and markers, guides and docents, films and video, websites and news releases, living history and



Figure 3-1 Old Queen Anne's County Courthouse, Queenstown

The Old Courthouse is now a site on Maryland's new Civil War Trail, part of a regional network of driving tours now available in Maryland, Virginia, and North Carolina (see Figure 1-9). Such "outdoor interpretation" installations make it possible for visitors to learn about a site without requiring that it be open and staffed. Visitors to this site learn of a story from the rich African American heritage of the region, as this was a site for black men to muster into the Union Army after 1863.

⁴ Several documents have laid the foundation for interpretation of the four counties (Kent, Queen Anne's, Caroline, and Talbot) of Maryland's Central and Upper Eastern Shore, now to be called the Stories of the Chesapeake Heritage Area, specifically:

- o The draft "Chesapeake Bay Special Resources Study and Environmental Impact Statement," June 2003
- o "The Heritage of the Upper Eastern Shore," a feasibility study prepared in 2002
- o "Life, Land and Water: Linking People and Place in Maryland's Stories of the Chesapeake Heritage Area," a historic context statement written in 2003
- o A draft Marketing Plan, prepared in 2003
- o The Delmarva Folklife Project, based on fieldwork completed in 1997 and 1998

demonstrations, lesson plans and field trips, etc.—works in a different way, the tool or tools must be matched carefully to the task.

The final step in the process of interpretive planning introduces the ideas generated so far to the real world. Before finalizing an interpretive program, it is wise to ask:

- Do the resources exist to implement the recommendations? (Dollars and People)
- What can be done to overcome likely obstacles, and how is it possible to get from point A to B? (Strategy)

THE CHESAPEAKE BAY GATEWAYS NETWORK'S INTERPRETIVE FRAMEWORK

Within the Chesapeake Bay watershed (with a degree of emphasis on the Bay's maritime region), the National Park Service (NPS) has created the Chesapeake Bay Gateways Network ("Gateways"). This program links interpretive sites of a wide variety, including some sites that have the responsibility of orienting visitors to resources within their region. The interpretive system that is growing as the result of NPS outreach is a powerful Bay-wide context that will support the Stories of the Chesapeake Heritage Area.

Within the Gateways Program, individual sites and communities designated as historic apply to become a part of the system by submitting a brief application that explains their site and how they intend to interpret it according to the framework established by the NPS program. Successful applicants are then eligible to apply for matching grant funds to enhance their sites and programs. They also can apply for technical assistance provided through the NPS and are expected to display the Gateways Network logo with their on-site signage. In addition to these direct benefits, the NPS creates Bay-wide interpretive materials that function as important promotional and wayfinding aids for the individual sites, which would have great difficulty on their own achieving the public notice that is possible through participation in this program.

If the Chesapeake Bay Gateways Network sounds a great deal like a heritage area, in terms of interpretation, it is. Essentially, the program can be regarded as "connecting the dots" interpretively speaking at the Bay-wide scale at which it works. This includes such Bay-wide research initiatives as the "John Smith's Voyages of Exploration" initiative (<http://www.baygateways.net/johnsmith.cfm>). At the scale of a heritage area, however, much richer interpretive connections are possible. In a heritage area, Gateway sites are the highlights and most consistently accessible and interpreted sites—and can be quite literally the gateways to a given landscape or community. Additional interpretive initiatives in heritage areas can supplement or expand the Gateway system. Heritage areas can create special tours of multiple sites, whether or not these have achieved Gateway status; they can use such sites as farmers' markets or county courthouses for ongoing or temporary interpretation; they can support community events even where

they are not part of an interpretive program of a Gateway; they can undertake marketing programs (see Chapter 4, Heritage Tourism); they can undertake regional (off-site) signage programs (see Chapter 5, Linking) and they can create regional support mechanisms for site operations, maintenance, or acquisition of land or collections. (As to this last, the Gateways Network does not currently undertake the level of heritage conservation envisioned for heritage areas, but a recent study has suggested a degree of stewardship as one way of involving the NPS more deeply in the Chesapeake Bay Program. See <http://www.chesapeakestudy.org>.)

Many sites throughout the Stories of the Chesapeake Heritage Area have enlisted in the Chesapeake Bay Gateways Network, and all that can achieve eligibility should do so, including historic communities, a recent addition to the list of eligible resources (http://www.baygateways.net/pubs/Hist_Dist_designation_criteria.pdf). The Stories of the Chesapeake Heritage Area is committed to the best possible enhancement of the Gateways system within this region, while at the same time seeking to advance the unique sense of place and history of this particular part of the Chesapeake Bay maritime region.

Using the Landscape and Built Resources of the Heritage Area to Support Interpretation

Volume 3 describes a major study of the Stories of the Chesapeake Heritage Area's cultural landscape, in which the landscape was analyzed for its ability to represent or interpret each of eight topics (the original key interpretive topics described above, minus archeology, plus travel and transportation). Maps showing the results of this assessment of the cultural landscape are provided in this chapter (Maps 4-6).

Figure 3-2 Eastern Shore Image by the Chesapeake Bay Gateways Network of the National Park Service
Even when the map at right is reproduced simply to give readers an idea of the locations of Chesapeake Bay Gateways (all north of Easton; map cannot be made more readable at this scale), it is clear that the Stories of the Chesapeake Heritage Area is especially well-endowed with sites capable of meeting the program's high standards.





Figure 3-3 Adkins Arboretum in winter
Visitors to Adkins Arboretum on winter weekends might enjoy soup and hot drinks after a brisk walk with a guide along the Arboretum's main trail. The Arboretum teaches its visitors about the native plants and trees of the Delmarva Peninsula, and is one of the few sites in the region open full-time.

AN OUTLINE FOR INTERPRETATION: ORGANIZING THE STORIES

The following outline for telling the “stories of the Stories” is recommended for all interpretive sites, events, and programs. As Volume 2 of this plan demonstrates (Historic & Significance), the Eastern Shore of Maryland has many stories to tell. In some ways, the Stories of the Chesapeake Heritage Area is significant because it is unique, as a part of the largest estuary in the United States. But in many more ways it is important because of what it represents. Patterns of prehistoric occupation, colonial settlement, and subsequent growth over several centuries here parallel the history across the Chesapeake Bay maritime region. The heritage of the Bay is also instructive because it contains many elements of our national past. Equally important, visitors and residents can readily relate to many of the individual tales of the Stories of the Chesapeake Heritage Area’s indigenous people, with compelling parallels that can attract and hold our attention and, on occasion, suggest lessons for our future.

The interpretive sites, events, and programs that form the basis of the

envisioned interpretive system in this region already tell many of the stories identified in this outline. By evolving their presentations to reflect the themes below, they will reinforce one another, identify additional opportunities, and allow visitors and residents to appreciate their contribution to the entire region and the systematic effort to tell these stories.

The following themes are organized so that there is one central or umbrella theme—the Chesapeake Bay—and six “singular” themes that amplify the central theme but which can stand alone as guidance for particular stories. Two “supporting” themes can be woven into any of the other themes.

Using the Landscape and Built Resources of the Heritage Area to Support Interpretation

Volume 3 describes a major study of the Stories of the Chesapeake Heritage Area’s cultural landscape, in which the landscape was analyzed for its ability to represent or interpret each of eight topics (the original key interpretive

topics described below, minus archeology, plus travel and transportation). Maps showing the results of this assessment of the cultural landscape are provided in this chapter (Maps 4-6).

Central Story: Living within an Estuary—An Inseparable Influence

Story Statement

Life here is inseparable from the Chesapeake Bay—as estuary and as watershed. This is as true today as it has been historically.

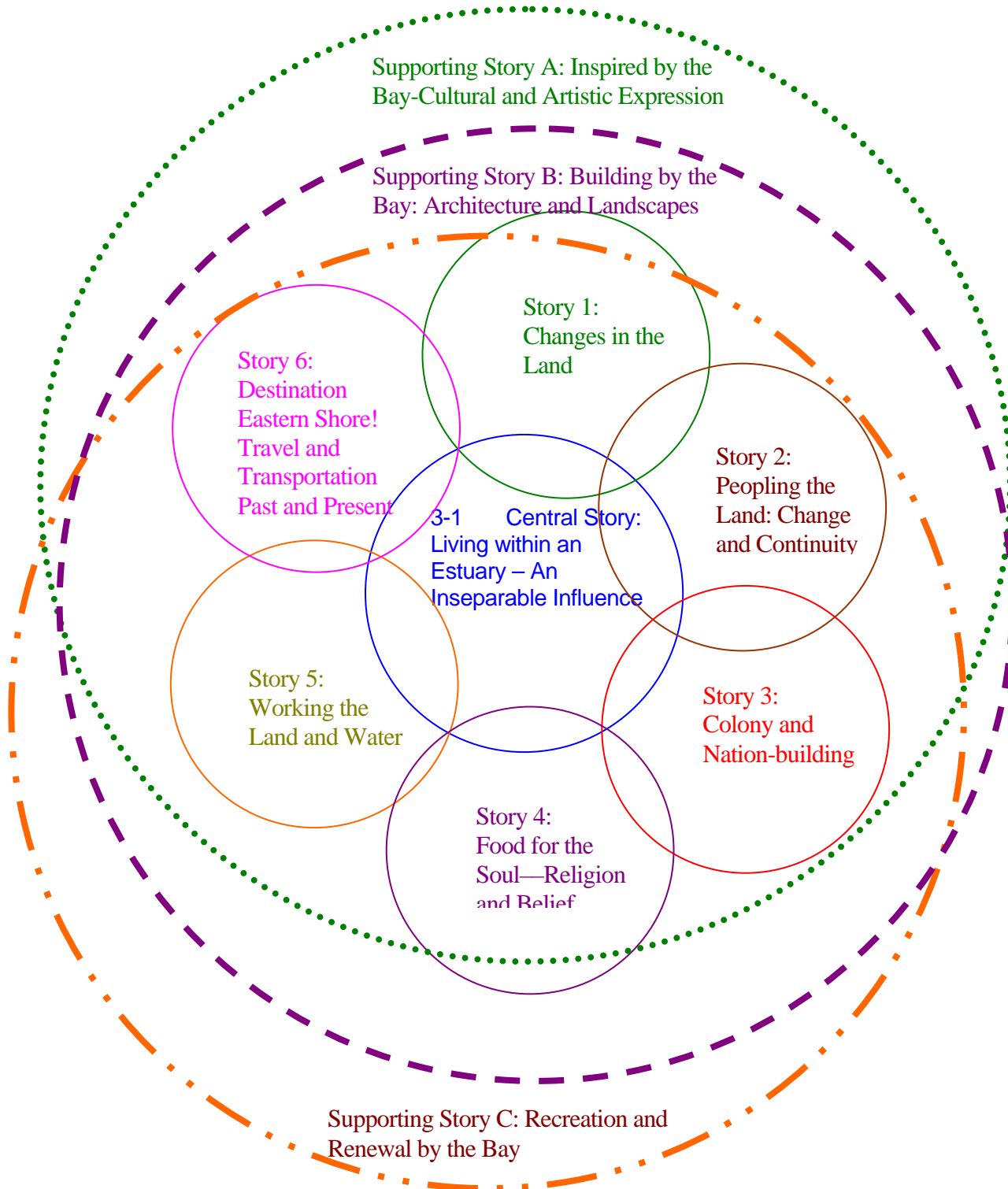
Put as simply as possible, the practical result of this story statement should be that first and foremost, audiences will discover how a given site, event, or community relates to the Bay and its tributaries, historically or in the present, or both. Used as the introductory context for all interpretive offerings, it will create a compelling linkage among them, whether they are historic, natural, or cultural or some combination of these.



Figure 3-4 Kent Narrows, Kent Island to the east

“Living within an estuary” can mean the “beside-the-water experience” visitors gain at Kent Narrows—or be a part of a story found far from the Chesapeake Bay’s shoreline. If you are a resident reading this, how does the Bay influence *your* life? How would you attempt to show others how the Bay influences you? (Photo courtesy Queen Anne’s Department of Tourism)

Figure 3-5 Illustration of Conceptual Interpretive Outline
Individual stories fit within overlapping themes.



Interpretive Sites: Active and Potential

MAP 3

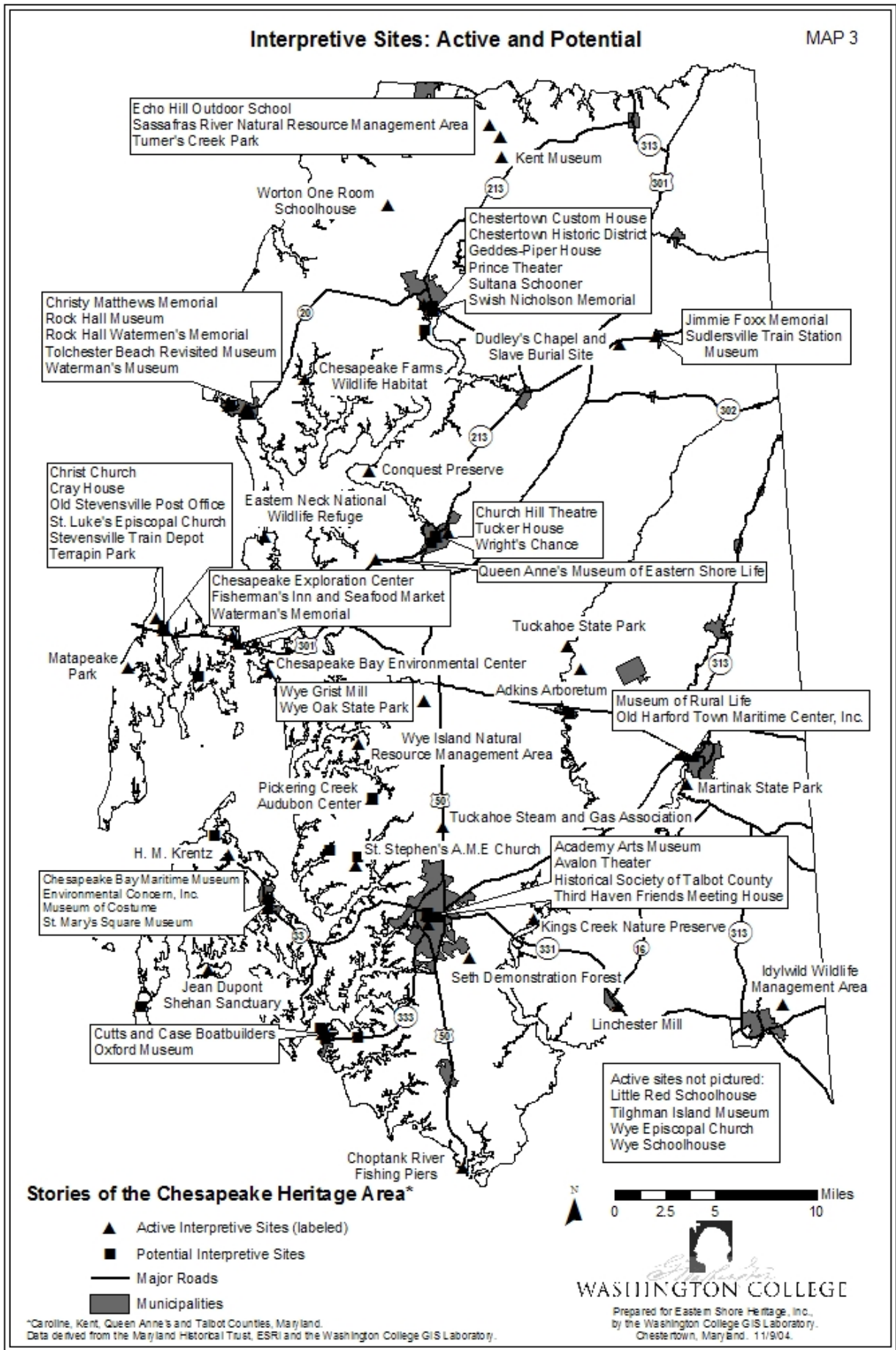




Figure 3-6 Chesapeake Bay Maritime Museum

The Chesapeake Bay Maritime Museum already interprets the “Living within an Estuary” with its many stories of the people, the boats, and the maritime industries of the Chesapeake Bay. Begun in 1963 by a handful of visionaries on derelict lands beside the St. Michaels harbor, this premier destination hosts nearly 100,000 visitors annually, and is the only “hub” thus far named by the Chesapeake Bay Gateways Network. The museum is also the official workshop for Maryland’s program to keep the last of the skipjack fleet under sail and working the water.

“Living within an Estuary” is a story that explores the innumerable ways that the estuary rests near the heart of life in the Stories of the Chesapeake Heritage Area and permeates every other theme or story. The first two Singular Stories described below essentially divide this Central Story, with “Changes in the Land” exploring the nature” side of the story, and “Peopling the Land: Change and Continuity” exploring the “human” side of the story. The other Singular Stories and the three Supporting Stories suggest ways to round out the Central Story with stories quite specific to this heritage area.

The Central Story introduces the concept of an estuary and describes the interaction of bay, rivers, and tributaries with adjacent land. It suggests that the estuary’s influence is omnipresent. From the time of its formation through the thousands of intervening years, the estuary shaped life, determining the kinds

of plants and animals that thrive and migrate along its shores and tributaries. It illustrates how the estuary continues to influence the rhythms of life in both obvious and subtle ways.

This story also places humans into the estuary equation, exploring the long history of human settlement and use. For these peoples, the bayside location of the Stories of the Chesapeake Heritage Area has been a natural gift, allowing choice and adaptation.

For centuries the geography of the Eastern Shore allowed residents to choose self-reliance and purposeful isolation or interdependence and connection to the world beyond the horizon. Local conditions taught generations to adapt, spawning an attitude of independence.

Thus, this story also focuses on the relationship between geographic location and ties to the outside world. It explores ways that residents used the Bay and its tributaries for contact with ideas and markets, and it chronicles cyclic adaptation, when residents chose to or were forced to adjust their lives to new conditions in order to prosper or simply survive. But it also cites examples of selected isolation, when residents chose to be independent and rely on local control and native innovation.

This aspect of the emphasis on Chesapeake Bay is less tangible than others. It focuses on ideas rather than places or buildings. It explores human attitudes, a subject that can be as varied as the number of residents. It presents stories of success and failure, of the quest for freedom and the loss of independence, of sons and daughters who leave and the prodigals who return. It searches for characteristics that might comprise the Stories of the Chesapeake Heritage Area outlook on life. How flexible, self-reliant, and interdependent are local residents? In many ways, it is these stories of choice and adaptation that are the most compelling. They are human dilemmas that both visitors and residents can relate to their own lives.

This story also inserts choice and adaptation into the contemporary tales of the Stories of the Chesapeake Heritage Area. It follows the impact of decisions made today into the future. Residents and visitors continue to make daily decisions that have an impact on the Bay and, by extension, on life in their own backyards. Because the contemporary communities of the Stories of the



Figure 3-7 Outdoor Interpretive Panels at Chesapeake Exploration Center

The National Park Service's Chesapeake Bay Gateways Network provided support for this installation—visitors to the Queen Anne's County visitor center enjoy a view of Kent Narrows while learning about the skipjacks that sail Chesapeake Bay.



Figure 3-8 Galena and the Sassafraz River: A Dynamic Natural System (Story 1)

Galena (center of photo), a mile away from the Georgetown working waterfront of the Sassafraz River (top of photo), enjoys a strategic location on the Chesapeake Country National Scenic Byway, which proceeds north from the left of this photo (below the new part of town under construction, upper left, and following the line of trees at far left) and takes a left turn to cross the Sassafraz. Note the heavily forested tributary stream in the upper right quadrant of this photo. Humans have enjoyed living in the Chesapeake Bay region for thousands of years. (Photo by Dr. Wayne Bell)

Chesapeake Heritage Area are alive, not nostalgic remnants of the past, they continue to make choices that determine their future.

In telling this story, interpretation must tread with sensitivity. There are no easy answers to complex interactions. The story has many faces and must not be romanticized. Instead, interpretation must use this story to facilitate thought by framing the choices and challenging audiences to consider the consequences. Lessons may emerge from stories of the past, and for those who are provoked to action, this story should suggest paths for participation in preserving the Bay.

Six Singular Regional Stories

The six singular regional stories here are keyed to sections of Chapter 2, History & Significance, where additional ideas for content may be found under the same or similar headings as the names of these stories.

3-1 Story 1: Changes in the Land

3-2 Story Statement

The Chesapeake Bay is a dynamic natural system with humans as an integral part.



Figure 3-9 Wye House, Talbot County: Peopling the Land (Story 2)

This colonial plantation home, occupied continuously by the same family since it was built, splendidly illustrates the “continuity” part of the story of settlement here. This is a story that can reach as far back as 13,000 years to the “first people” of the Delmarva Peninsula, and as recently as yesterday – as the photo of the new construction of Galena on the previous page suggests. (Photo courtesy National Register of Historic Places)

3-3 Story 2: Peopling the Land: Change and Continuity

3-4 Story Statement

Residents here, past and present, have selectively embraced change in response to the particular resources and geography of Chesapeake Bay, and in the process, have themselves changed this place.



Figure 3-10 Poplar Grove Slave Cabin Excavation: Colony and Nation-building (Story 3)
Students attending Washington College's summer archeology field school recently investigated an outbuilding on an 18th century plantation volunteered by its owner as "guinea pig." This research offered insights into the lives of the bonded, enslaved, and free servants who occupied this modest dwelling over more than 200 years. Work such as this can offer new information for use in interpretive programs—and the archeology itself can sometimes become a part of public programming. (Photo courtesy of Washington College Archeology Program)

3-5 Story 3: Colony and Nation-building

3-6 Story Statement

This region both participated in and contributed to processes and events central to the growth and continued prosperity of colonial Maryland. With time, the region also contributed to the broader patterns of nation-building.



Figure 3-11 Dudley's Chapel, Sudlersville: Religion and Belief (Story 4)

The religious pluralism found on the Eastern Shore was an unusual feature of colonial society here—this region saw four religious denominations before the Revolutionary War, and marked this landscape with hundreds of chapels and churches over the centuries. In the Stories of the Chesapeake Heritage Area, these were Anglican/Episcopal, Catholic, Quaker (Society of Friends), and Methodism. On the lower part of the peninsula, Presbyterianism also grew up. This solidly built Methodist Chapel near the Delaware line is one of the earliest monuments in this part of Maryland, a region known as the “Garden of Methodism.” This chapel was the first to be built in Maryland, just after the end of the Revolutionary War, and its pulpit saw many famous preachers, including Bishop Asbury, and Abolitionists well before the Civil War. Methodism, which took root late in the colonial period, is said to reflect the independent spirit of the 18th century that led to the founding of the new nation.

3-7 Story 4: Food for the Soul—Religion and Belief

3-8 Story Statement

The history of the Stories of the Chesapeake Heritage Area is closely interwoven with the story of religious toleration and denominational development spanning the 17th to the 20th centuries. The religious heritage here in turn is linked in powerful ways to Abolition and the Underground Railroad.



Figure 3-12 Oyster Harvest at Tilghman Island in the 1990's: Working the Land and Water (Story 5)

A worker unloads fresh-caught oysters for processing at Tilghman Island, now an increasingly rare sight around the bay as the native Chesapeake Bay oyster struggles for survival. The Chesapeake Bay region enjoys a rare combination of natural resources that once and still do support great farming and great fishing. (Photo courtesy of Talbot County Tourism)

3-9

3-10 Story 5: Working the Land and Water

3-11 Story Statement

The fertile lands, rich waters, and gentle climate of this region supported successive populations whose wealth grew as they learned to exploit these resources. Today's economy and unique Chesapeake Bay cultures still rely on a foundation built from natural resources, and resonate also to influences well beyond the Bay



Figure 3-13 Oxford-Bellevue Ferry: Travel and Transportation (Story 6)

The privately operated Oxford-Bellevue ferry catches the late afternoon sun at its Oxford berth, resting in its rhythms back and forth to the far shore, visible here a short distance away. Simply getting across rivers was a challenge for land travelers in the early days— mill dams dictated where the slaves fleeing to freedom along the Underground Railroad could go, for example, and George Washington sailed along the bay from Mount Vernon to Rock Hall to take the higher ground north to Philadelphia. (Photo by Kate Wise)

3-12 Story 6: Destination Eastern Shore! Travel and Transportation Past and Present

3-13 Story Statement

If this is a landscape whose destiny is determined by the Chesapeake Bay, it is also a landscape shaped by the history of transportation and the ever-greater access afforded by a succession of travel modes.



Figure 3-14 “Inspired by the Bay” Artworks on Sale at Rock Hall Fallfest (Story A)
These lovingly crafted Chesapeake Bay images out of “found materials” express modern local culture, showing how local arts traditions continuously evolve to fuse available materials, images, and craft.

3-14 Three Supporting Themes

The six stories above should be told as much as possible by relating them to their tangible evidence—how they have marked the culture and the landscape here. No story should be told without first understanding what these lasting marks are. Accordingly, the following three supporting stories should be woven throughout the interpretation created for the Stories of the Chesapeake Heritage Area. And, on occasion, simply because of their intrinsic interest, these supporting stories should achieve singular status and be told alone, in their own right.

3-15 Supporting Story A: Inspired by the Bay—Cultural and Artistic Expression

3-16 Story Statement

Cultural and artistic expression, historic and contemporary, not only enriches the fabric of life in the Stories of the Chesapeake Heritage Area, it also illuminates the variety of influences, human and natural, that shaped local societies. This story focuses on the many examples of artistic and creative expression that are sown into the fabric of life on the Eastern Shore. As varied as the area’s residents, the region’s cultural expression ranges from fine art and photography to literature and poetry to traditional arts and crafts.



Figure 3-15 Water Street, Chestertown: Building by the Bay (Story B)

Many of the substantial brick homes built on the shoreline of the Chester River in Chestertown reflect the prosperity of the “new nation” after the end of the Revolutionary War. It is possible to “read the landscape” here to learn a little about the growth of the town. Note the Italianate trim and double wooden bay on the nearest house—embellishments that express another period of prosperity just prior to the Civil War. The great American building style that should be seen somewhere in town between those two timeframes, Greek Revival, is almost completely missing from Chestertown’s large National Landmark historic district. Times were distinctly not prosperous in the decades after the War of 1812. Even though the style gained new popularity from a bank built in Philadelphia in 1820, this Philadelphia-oriented region is almost completely devoid of Greek Revival structures.

3-17 Supporting Story B: Building by the Bay: Architecture and Landscapes

3-18 Story Statement

Landscapes and architecture throughout the Stories of the Chesapeake Heritage Area not only reflect the influence of the Chesapeake Bay estuary, they reveal the area's origins and patterns of human settlement, illustrate its history of adaptation, and reflect its creative and artistic expression.

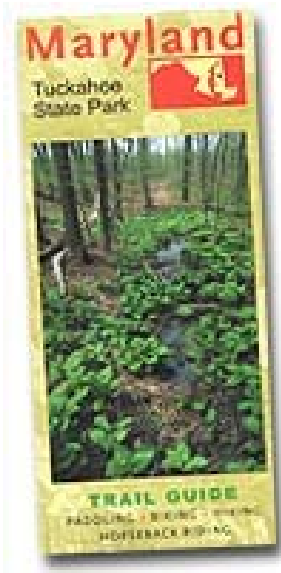


Figure 3-16 Tuckahoe Trail Guide

The creation of Tuckahoe State Park is a 20th century story of conservation and recreation. Recreation routes in Tuckahoe State Park are now explained in a beautiful trail guide.

This Supporting Story focuses on built and landscaped environments. Archeological evidence sheds light on the earliest and long-term occupation by American Indians. But agriculture, small towns, and the intimate relationships between the two take center stage. The array of architecture scattered throughout all four counties reflects each century since first contact. There are significant collections of cabins, homes, and plantations, mills and industrial buildings, courthouses, and schools. Dozens of churches testify to the centrality of religion in the lives of many. Architectural design reflects ethnic origins, and provides an outlet for creative expression. Agricultural landscapes—fields and barns—are everywhere. Small towns predominate. All along the Bay’s shoreline as well as its river tributaries there is evidence of the interconnectedness of water and land. Rivers and roads document historic trading patterns. Boats reflect the natural conditions through which they sailed.

But the Stories of the Chesapeake Heritage Area is not a museum. As this story will reveal, the built environment continues to change and evolve in ways that reflect the continuing influence of the estuary.

3-19 Supporting Story C: Recreation and Renewal by the Bay

3-20 Story Statement

Forms of recreation abound in the Stories of the Chesapeake Heritage Area, attracted by the abundant water access and even more abundant wildlife. The changing forms and conditions of this recreation illuminate an important dimension of life within the region.

This Supporting Story allows the portrayal of recreation in its varied forms, from the traditional hunting, fishing, and boating, to modern paddling using “hand carried” watercraft and birding. Baseball as a leisure time activity on the Eastern Shore was highly popular in the early years of the sport, and at least three nationally known sports figures are commemorated in the region. Communities and individuals have both sought recreational outlets and capitalized on the visitation such recreation has brought to the region. Modern or not, this Supporting Story overlaps with stories of transportation, nature, and human settlement.

3-21 Key Interpretive Topics

As one last set of threads in the warp and woof of the interpretive themes for the Stories of the Chesapeake Heritage Area, let us revisit the eight interpretive topics around which the management planning process was organized: African American Heritage; Agriculture; Archeology; Colonial and Early American Heritage; Maritime Heritage; Nature; Religion; and Small Towns. Each of these has now been incorporated into the "superstructure" of a set of full-fledged interpretive themes. Travel & Transportation, which was missed in earlier studies, was accorded full “theme” status in recognition of its profound effects on the development of the communities within the Stories of

Table 3-1 Comparison of Chesapeake Bay Gateways Network’s Interpretive Framework with Stories of the Chesapeake Heritage Area’s Interpretive Outline

Over-Arching Interpretive Themes for the Chesapeake Bay (Interconnectedness, Interdependence, Knowledge and Mystery)	Central Story: Living within an Estuary–An Inseparable Influence (Adaptation and Choice)
The Living, Natural Bay	Central Story: Living within an Estuary–An Inseparable Influence Story 1: Changes in the Land
Peoples of the Bay	Central Story: Living within an Estuary–An Inseparable Influence Story 2: Peopling the Land: Change and Continuity
Settlement of the Bay	Story 3: Colony and Nation-building Story 4: Food for the Soul—Religion and Belief Story 5: Working the Land and Water Story A: Inspired by the Bay-Cultural and Artistic Expression Story B: Building by the Bay: Architecture and Landscapes
An Economic Resource: Commerce, Productivity and Transportation	Story 5: Working the Land and Water Story 6: Destination Eastern Shore! Travel and Transportation Past & Present
Military and Naval Presence on the Bay	Story 3: Colony and Nation-building
The Bay as a Source of Recreation and Renewal	Story C: Recreation and Renewal by the Bay
Environmental Stewardship and Sustainability of the Bay	Central Story: Living within an Estuary–An Inseparable Influence

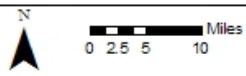
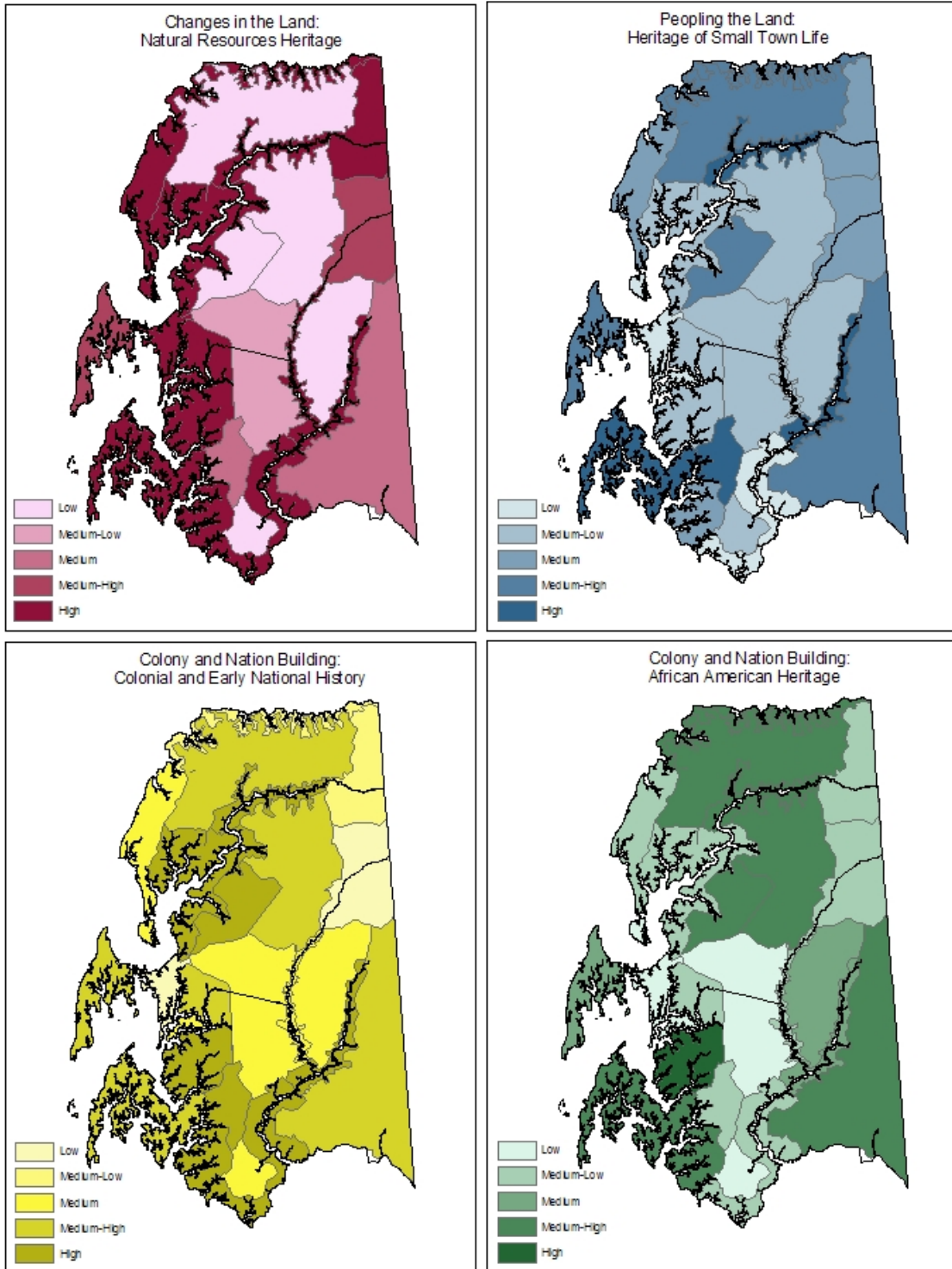
the Chesapeake Heritage Area. A final topic, Recreation, was added in reviews of this chapter, to recognize that the concept of “recreation and renewal” found in the Interpretive Framework of the Chesapeake Bay Gateways Network is a separate and special topic within the Central Story and several of the Singular Stories. This list is still useful, however, as a simple checklist for in aiding researchers and interpreters as they develop the stories that will follow the interpretive outline. African-American heritage, in particular, could not be confined to any one theme, and archeology is more of a research method and interpretive tool for insights into all themes.

Relation of the Interpretive Outline to the Chesapeake Bay Gateways Network’s Interpretive Framework

The National Park Service suggests that there are three over-arching interpretive themes that should thread their way through any interpretation of a site within the Chesapeake Bay Gateways Network: interconnectedness, interdependence, and knowledge and mystery (Volume 3, Appendix 3). Within these all-encompassing themes centered on the Bay, the Gateways Interpretive Framework sets forth seven individual themes, one or more of which is to be interpreted as a theme at each of the Gateway sites.

Each of these Gateway themes provided guidance for the themes developed for the Stories of the Chesapeake Heritage Area. Table 3-1 offers comparisons between the two outlines. At the same time, the interpretive approach suggested here will allow Gateways sites within the Stories of the Chesapeake Heritage Area to relate to one another and convey the individuality of this particular part of the Chesapeake Bay region. Thus, the interpretive outline suggested here offers both points of intersection with the Gateways Network and a divergence in emphasis that will unite the sites within the Stories of the Chesapeake in a unique way. Volume 3’s appendices include tables that show how the “Gateways Framework” relates to the “Stories Outline.”

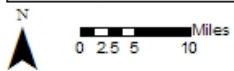
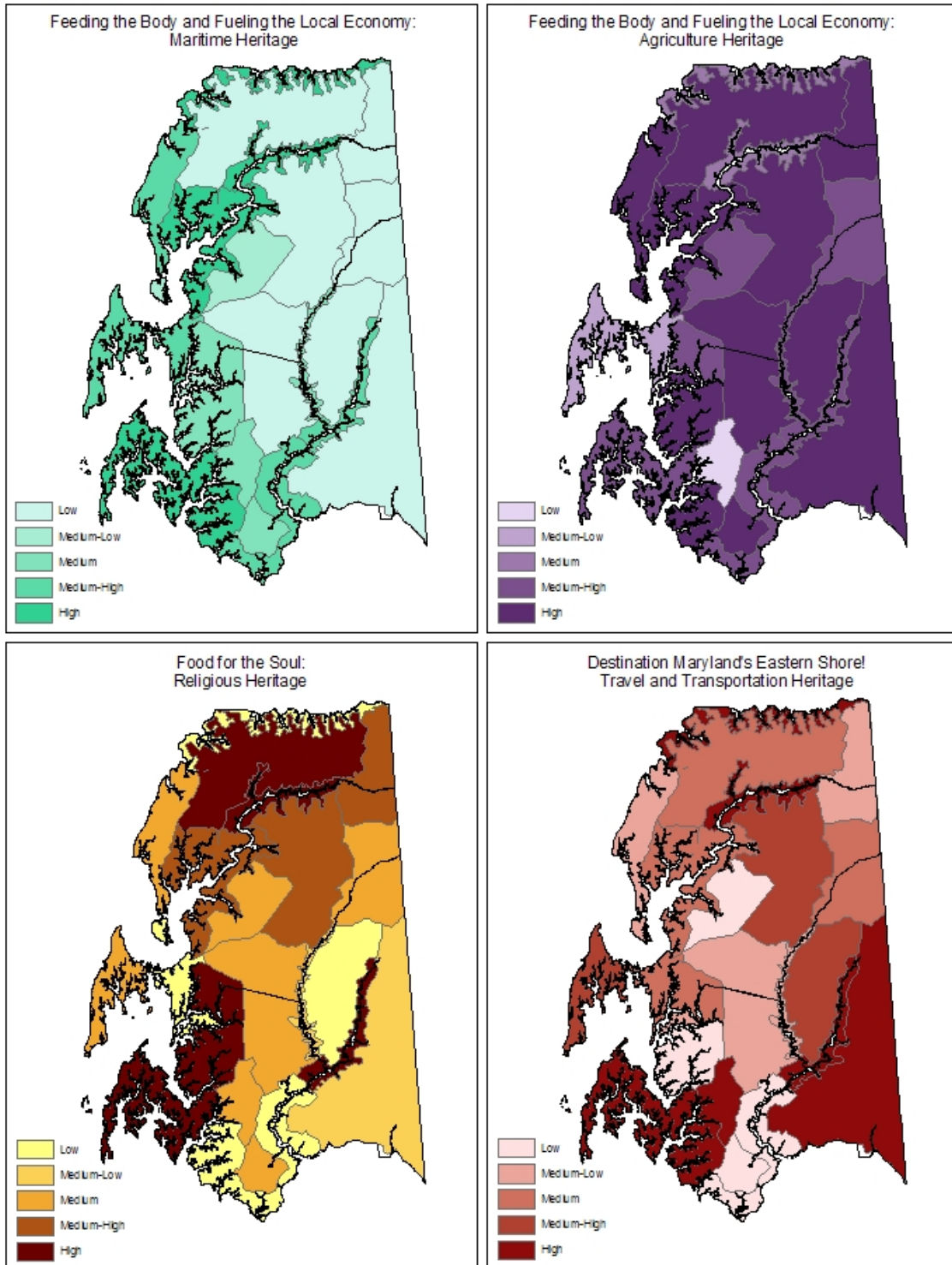
Cultural Landscapes: Individual Resource Assessment, Group A



Prepared for Eastern Shore Heritage, Inc., by the Washington College GIS Laboratory, Chestertown, MD, 11/1/04. Map contents originally produced by John Milner Associates, Inc. Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.



Cultural Landscapes: Individual Resource Assessment, Group B



Prepared for Eastern Shore Heritage, Inc., by the Washington College GIS Laboratory, Chestertown, MD, 10/26/04. Map contents originally produced by John Milner Associates, Inc. Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.



A substantial survey of historic properties undertaken by the Maryland Inventory of Historic Properties forms a body of data that suggests the use of these sites for interpretation. Over time, the Stories of the Chesapeake Heritage Area should research these sites and contact owners to determine their level of interest in participating in occasional or route visitation organized around one or more themes. As historic and cultural resource inventories are expanded, other sites may be identified.

AUDIENCES

The draft Marketing Plan prepared for the Stories of the Chesapeake Heritage Area in 2003 suggests that both “internal” and “external” audiences should be targeted in marketing and promotional efforts. The same rationale should be applied to interpretation. Interpretation for internal audiences will promote pride of place and answer a desire to share personal stories while, in marketing terms, the goal for presentation to external audiences is to “sell” the area’s significance and the relevance of the Stories of the Chesapeake experience.

Both internal and external audiences contain many subgroups. Residents and property owners fall into the internal audience category. But so do several important types of “opinion leaders,” individuals who shape the attitudes of the local area—business owners, local organizations (including preservation groups), educators, and elected or appointed officials. External audiences include heritage tourists with an existing interest in history and nature as well as those who enjoy such “soft” recreation as bird watching, hiking, cycling, canoeing, and kayaking and those brought to the region by the traditional pursuits of hunting, boating and fishing. Travel writers and the travel media help to shape the reputation of the area in the outside world.

For more discussion of the characteristics of these audiences and how to focus on these, see Chapter 4, Heritage Tourism.

EXPERIENCES

From an interpretive planning perspective, experience is a critical topic. Interpreters refer to experiences as those things that audiences are encouraged to do. Activities reinforce learning and extend memory. Simply stated, we remember things that we do longer and with greater intensity than those things that we are told.

Three categories help to describe the “Eastern Shore Experience”: those that help orient audiences to both place and story; those that reinforce the area’s primary stories; and those that are inspiring or otherwise elicit emotions. All three should be addressed to create a balanced interpretive program.

3-22 Experiences that Offer Orientation to Place and Story

Visitors and residents should be able to...

- Obtain information about visiting the area easily and early. Information should include both what there is to see and do as well as what stories will be explored. (See Chapter 5, Linkages)
- Feel welcome and comfortable.
- Easily find their way around the area, traveling to and through representative places and landscapes that have chosen to welcome visitors. While travelers on the major routes that traverse the Stories of the Chesapeake Heritage Area should be introduced to the area, some should be enticed to explore beyond the quickest paths. Because interests vary, visitors should find a variety of suggested itineraries that acknowledge differing points of view. (See Chapter 5, Linkages)
- Have access to accurate information based on recent scholarship.



Figure 3-17 Fisherman's Inn, Kent Narrows

Part of the visitor's experience should include opportunities to eat local foods, and purchase local products of culture, earth, and Bay. Dinner at one of the seafood restaurants at Kent Narrows offers the visitor and the resident delicious meals of fish, oysters, and crabs prepared dozens of different ways.

3-23 Experiences that Reinforce Primary Stories

Visitors and residents should be able to...

- Access the water—both the Bay and the many rivers in the heritage area. As a corollary, audiences who are introduced to

- the water need to be able to visualize how the rivers and the Bay connect and leave with some sense of relationships and distances. For example, how long is the Chester River and how does the river relate to the Bay?
- Have chances to meet residents of the area and to hear stories of their relationships with the Bay and the land. Discover the area's diversity and listen to its many different voices.
- Have opportunities to eat local foods, and purchase local products of culture, earth, and Bay.
- Have opportunities to witness and perhaps participate in both traditional and contemporary activities that reflect ways of life in the area. Where appropriate, to participate in small town life and to purchase products made locally.



Figure 3-18 Still Pond Sunset
Beauty to inspire can be found everywhere in the Stories of the Chesapeake Heritage Area.

- Have opportunities to see area wildlife and local flora, and see evidence of the importance of nature to the lives of Stories of the Chesapeake Heritage Area residents.
- Have opportunities to participate in the many recreational activities that exist in harmony with nature and history.
- Identify common characteristics of the area's landscapes—agricultural, maritime, transportation, religion, communities, etc.—and understand how those characteristics reflect geography and culture.
- Learn more each time they return for another visit.

3-24 Experiences that Inspire or Generate Emotion

Visitors and residents should be able to...

- Have opportunities to reflect on the area's scenic beauty.
- Find places to listen to the sounds of the area and to experience the area's many moods, its sunsets and its seasons.
- See examples of the region's artistic and creative expression, particularly those influenced by the Bay, landscapes, and culture. To have opportunities to purchase or support regional art.
- Try something new or a little different. Interpretation is, by nature, provocative. It should encourage additional thought and discovery not only in content but also in experience.
- Understand and find ways to support both the local quality of life and the area's preservation efforts. Individuals induced to care for a particular site or place often develop a lasting connection.

ISSUES

Participants in a September 2003 workshop conducted to assist with the interpretive planning reflected in this chapter were asked to identify conditions that might stand in the way of additional interpretation. They shared the following:

- Funding or access to funds, as always, can be an issue.
- The area is large and the number of sites and organizations involved in heritage preservation and interpretation can pose challenges for coordination and information exchange. A more difficult nuance of the impact of numbers is territoriality or competition for limited resources whether funding, volunteers, or consumers.
- Many organizations depend upon volunteers, and many of those volunteers do not have access to the training or technical assistance that would help them do their jobs.
- Residents and area organizations are diverse. Attitudes on the environment as well as heritage tourism vary. Some residents do not want heritage tourism and others do not support heritage preservation. The result can be conflicts over the value of preservation, tourism, and resource use.
- Tourism success might lead to overuse and resource damage. Some places are not ready for visitors and some are too fragile or private.
- Some topics, both cultural and natural, have not been addressed by recent scholarship. Perspectives outside the mainstream are sometimes ignored.
- Politics can interfere.
- Amenities that tend to attract heritage tourists—places to eat, public rest rooms, lodging, rental equipment, adequate parking, etc.—are unevenly distributed across the area.
- It can be difficult to capture the attention of local and regional media outlets.

GOALS FOR INTERPRETATION

Interpretation can help Eastern Shore Heritage, Inc. achieve many of its organizational goals. Specifically, interpretation should:

- Build a constituency for heritage preservation in the four counties of the Stories of the Chesapeake Heritage Area.
- Help to educate the next generation of citizens and leaders and encourage them to participate in heritage preservation.



Figure 3-19 Old Wye Mill, Wye Mills

This tiny mill has occupied this location at the headwaters of the Wye River since the late 17th century. Today, it is operated by a small nonprofit organization that opens the mill to the public three days a week and grinds corn and buckwheat once a month “in season.” With more than 100 existing or potential interpretive sites such as this site already preserved in the Stories of the Heritage Area, the challenge is to channel resources and build a system from this excellent existing base. New institutions or facilities should be rare and developed with concern for the sustainability of the system.

- Build financially sustainable programs that will help to fund preservation projects and capitalize on existing monetary resources.
- Help to explore the historic as well as the current interdependence of people and the Bay, and provide access to places that demonstrate the interconnectedness of land and water.
- Sustain and improve the quality of life in the counties of the Stories of the Chesapeake Heritage Area.
- Integrate the arts and the many forms of artistic expression into heritage preservation and heritage tourism.
- Offer the highest quality interpretive and educational media and materials.
- Build on existing infrastructure and support and strengthen public programs already in place.
- Encourage repeat visitation.

3-25 A Promotional Campaign to Support Interpretive Development

The idea of themed interpretive and promotional campaigns is designed to help organize and focus both interpretive site development and heritage tourism. They have the added benefit of creating new excitement for old visitors, including

residents. That old cliché, that the deadline is one of the great inventions of humankind, applies perfectly here—if related sites and programs understand where they need to be in several years, they can begin steps now to get there. Ideally, all sites in the region will find some way to key into these themes and so benefit over the four years of campaigning described here. These campaigns should gather together a number of ideas worked out by the participants. Sites, events, programs, and communities wishing to participate should organize their work program with the assistance of the county tourism directors, the ESHI marketing specialist, and the ESHI interpretive specialist (depending on what staff ESHI has available). The following list is but one set of suggestions for what a campaign might include:

- A special event every summer, spring, or fall weekend (not all three!);

- Special lectures, seminars, or workshops, for visitors or residents;
- The release of new driving tours or the creation of a series of special one-time “behind the scenes” tours;
- A “Stories of the Chesapeake” series of radio spots done as part of the advertising campaign supporting the overall effort;
- Collaborative exhibits (either “movable feast” style, with each site that participates taking one part of the whole, or bringing special collections together in one location);
- The opening of new sites; or
- The release of new books or commemorative products created around the specific theme.

Suggested annual interpretive and promotional campaign topics are as follows:

2006–Seaports & River Towns

2007–Farms & Mills

2008–Churches & Cemeteries

2009–The Algonquin Chesapeake

2010–Underground Railroad

2011–The Arts

“Stories of the Port Towns” (alternate title) has been selected as the first topic because it is “audience ready.” The larger seaport and river towns—Chesertown, Denton, Easton, Oxford, and Rock Hall—are already geared up to welcome visitors, and the smaller ones (e.g., Oxford, Centreville, Hillsboro, Crumpton, and Federalsburg) are able to ride their coattails by being included in regional driving tours, creating special events, or undertaking other, more limited activities. These towns need only a work program, schedule, and a degree of organization to share their offerings with visitors and residents in a new and lively way. This topic has the added benefit of focusing ESHI’s first such outreach to areas where a large part of the population already lives.

“Stories of Farms & Mills” is designed to elicit a collaborative approach among the existing “agricultural and rural life” organizations and their collections, together with mills, Centennial Farms, the Chesapeake Fields Institute, and other heritage-related programs and events. Although many potential interpretive resources exist, none work together and many need to build their capacity or programming. Caroline County’s Linchester Mill should be operational at that point, CFI may be able to use this deadline as a way of creating a special program or capital campaign for its agricultural education center, etc. Central features of this campaign should be Kent Museum, the Caroline County Historical Society’s Rural Life Museum, the Museum of Eastern Shore Life, and the Tuckahoe Steam & Gas Association,

supported by collections and interpretive efforts of the other historical societies. A special theme within this campaign might be the story of the 18th century “golden age of wheat” as described in the interpretive exhibit at the Old Wye Mill, which had a profound effect on this region in many ways.

“Stories of the Churches” is a topic designed to coincide with the 300th anniversary of the first of John Smith’s three yearly voyages on the Chesapeake and along its waterways, when John Smith held evening prayer on the shores of this Heritage Area. The organizing behind this campaign will include a needs assessment and development of a regional “sacred sites” preservation initiative as described in the stewardship chapter. Significant outreach to church congregations will be needed to understand how they would wish to shape such a campaign, participate in it, and benefit from it. Activities might range from church supper or picnic “tours” to gospel sings to lectures on the region’s religious heritage to some kind of regional festival.

These and other topics suggested above are to be discussed at the interpretation “summit” scheduled in ESHI’s first year work program for the fall of 2004 and set after this and other appropriate consultation.

ESHI’S ROLES IN INTERPRETATION

- Seek to enlarge the organizational capacity of interpretive partners so that they may serve the public in greater ways;
- Work to bring interpretive partners together to work collaboratively with or without ESHI.
- Organize periodic interpretive “campaigns” as a way of focusing the participation and improvement of multiple sites and adding a sense of novelty and excitement to public offerings;
- Undertake demonstration programs as “R&D” to benefit all interpretive partners.
- Undertake interpretive activities directly, generally on a regional basis;
- Encourage public programming that also supports stewardship.
- Provide support and technical assistance for individual programs and projects.

STRATEGIES & ACTIONS FOR INTERPRETATION

3-26 Priorities for Interpretation

Short-term priorities will focus on bringing interpretive partners together to shape ESHI’s upcoming work programs and demonstration programs, and



Figure 3-20 Adkins Arboretum Site Plan

The heritage area's objectives for supporting interpretation in the region lead off with "support the development of individual site master plans for physical site management, interpretive programs, and organizational management." (Objective 3-1) Many of the smaller sites need such planning. Adkins Arboretum's site master plan calls for a large expansion of the visitor center. For readers familiar with "the Arb," the viewing platform at water level in the constructed wetland (which resembles a lake here) was recently built; this model shows the bridge across the wetland moved to the side and the existing building more than doubled in size. Fundraising is already underway for this new facility.

enabling these partners to craft their detailed individual responses to the interpretive themes and needs set forth in this plan.

Mid-term priorities will be to encourage new events or the incorporation of interpretation into existing events.

Longer term priorities are expected to include enlarging the times that key interpretive sites remain open for walk-in public access, enhancing existing sites through addressing physical and operational needs and new projects, establishing wayside interpretive signage, and bringing a limited number of new programs and new sites on line to support the needs for interpretation identified in Chapter 3.

For ESHI's own interpretive work, ESHI will focus in the short-term on creating themed driving, biking, and boating tours (first using brochures) and in the longer term on outdoor interpretation ("waysides") to enhance visitor understanding of uninterpreted sites that contribute to the touring experience.

The following strategies and actions are drawn from the preceding discussion, organized under objectives that relate to the goals as discussed in Chapter 2 and providing additional details.

Objective: Improve Existing Interpretive Sites



Figure 3-21 Chesapeake Bay Environmental Center

One interpretive objective for the heritage area is to enhance local schools' connections with interpretive sites throughout the region, historic and natural (Objective 3-15). Here, students work to create a demonstration shoreline restoration area at Environmental Concern, the educational nonprofit in St. Michaels that pioneered nursery growing of native wetland plants. Below, one of a series of interpretive signs seen along the entrance road at CBEC (pronounced Sea-bee), the new name of the Horsehead Wetlands Center outside Grasonville (on a neck – er, peninsula - shaped like a horse's head). This sign was supported in part by the Chesapeake Bay Gateways Network. The plan calls for a natural history interpretive sign system throughout the region (Objective 3-12).



Figure 3-22 Chesapeake Bay Environmental Center

- 3-27 Support the development of individual site master plans for physical site management, interpretive programs, and organizational management.
- 3-28 Undertake four to six demonstration programs with specific sites to explore programming and exhibits that support the regional interpretive outline.
- 3-29 Work to support volunteerism at heritage sites in cooperation with other programs encouraging volunteerism.
- 3-30 Longer term, consider establishing a “holiday package with a difference” program for volunteers to contribute hands-on labor for with historic sites, scenic byways, parks, wetlands, etc. This could be modeled on the well-established program in Great Britain, the British Trust for Conservation Volunteers (<http://www.btcv.org/>). (Repeated in Chapter 4)
- 3-31 Organize regular, region-wide workshops offering training needed by interpretive sites—e.g., in museum functions, docent presentation, grant writing, etc.
- 3-32 Support interpretive sites in efforts to work collectively, that is, to share appropriate resources and to coordinate marketing, training, communications, events, programs, etc.
- 3-33 Encourage all eligible interpretive sites from this region to become listed in the Chesapeake Bay Gateways Network (and therefore eligible for grants)
- 3-34 Develop themed promotional campaigns around interpretive topics selected by interpretive partners and the Heritage Tourism Advisory Council working collectively (repeated in “heritage tourism marketing & promotion”).

Objective: Create Itineraries and Interpretive Tours & Guides for Autos, Cyclists, Walkers, Birders, & Boaters

- 3-35 Create a series of regional tours to weave interpretive sites and heritage area communities

together, usable by drivers, boaters, and bicyclists, supported first by graphic materials

- 3-36 Design and promote changing itineraries (such as “tours of the month”) based on seasonal events and themes and special guided tours.
- 3-37 Support the development of thematic driving tours with audio productions, interpretive signs, and pulloffs or wayside interpretive sites.
- 3-38 Support the development of walking tours in both urbanized and natural locations.
- 3-39 Develop a natural history interpretive sign system to help visitors gain a deeper understanding of and appreciation for the unique natural history of the region by locating attractive interpretive signs at all public access points to water, public viewing areas of water, and public parks



Figure 3-23 Rock Hall Fallfest

Residents and visitors have a range of choices of festivals throughout the year, such as Chestertown’s Tea Party (May), Kent Island’s Watermen’s Festival (June), Denton’s Summerfest (July), Outlaw Days at Tuckahoe State Park (September), Rock Hall’s Fallfest (September), and Easton’s Waterfowl Festival (November). The heritage area should support efforts at such events to offer learning about the region’s history, traditions, and environment. (Objective 3-19)

Objective: Focus on Incorporating the Arts into Interpretation

- 3-40 Create a region-wide arts development program to seek artists’ suggestions for ways to incorporate public art, other visual arts, and the performing arts into the heritage area’s programming.
- 3-41 Recognize an annual “story-teller laureate” (for poets, scriptwriters, traditional story-tellers and performing artists) for a school outreach program.

Objective: Link Schools with Sites in the Heritage Area

- 3-42 Focus on ways to expand schools’ use of all interpretive sites in the heritage area—ESHI should be the “interface” between school systems and interpretive sites.
- 3-43 Support “teacher inspiration” workshops.

Objective: Support Research & Development of Interpretive Products, Programs, & Events

- 3-44 Support oral history projects of any size and any theme, focusing on elders and cultural traditions. Projects involving volunteers are to be encouraged as a priority.

- 3-45 Support historical, archival, and historic-resource inventory research (preferably in combination) to support interpretive themes. Projects focused on particular themes or locations or county-wide surveys and context development would come under this priority. Projects capable of supporting more than one interpretive site's research needs should receive priority attention.
- 3-46 Support existing community and regional festivals when they enhance their offerings with interpretive messages keyed to the Stories of the Chesapeake Heritage Area's Interpretive Outline.

Objective: Establish an Awards Program

- 3-47 Recognize the work of nonprofits, businesses, community events, and governmental jurisdictions in interpreting the region, including natural and historic interpretation.

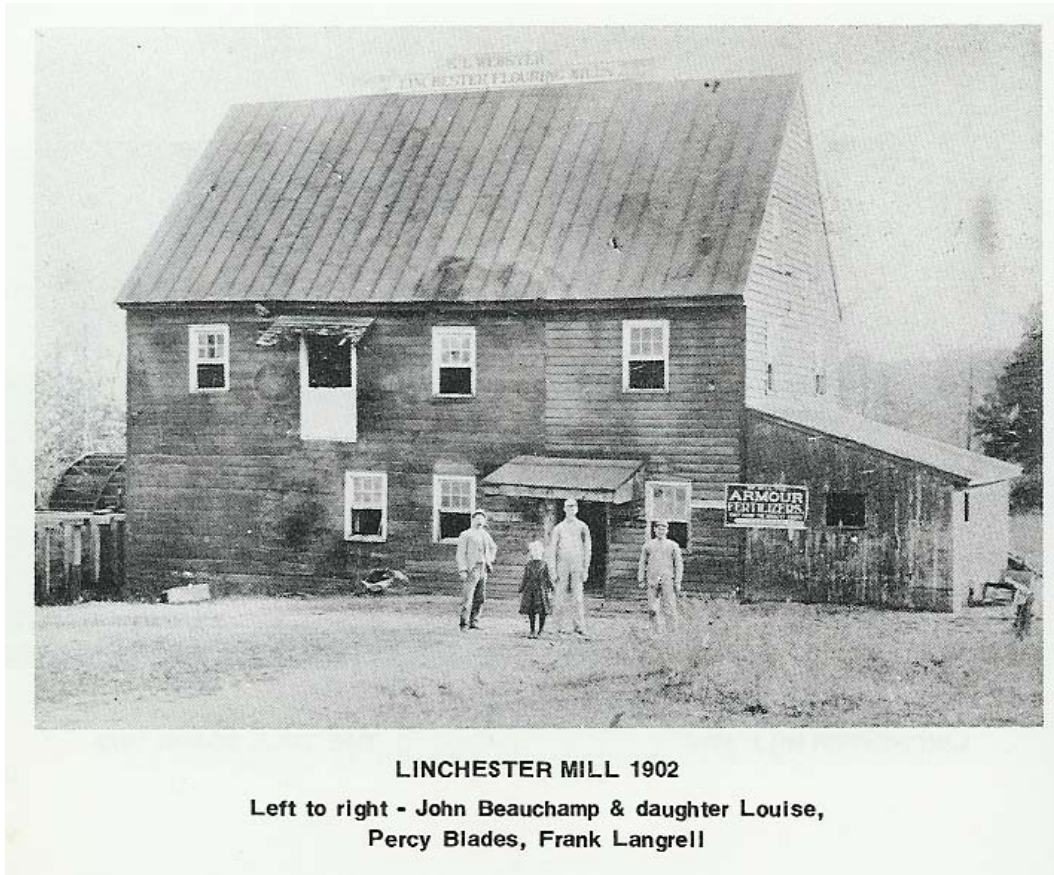


Figure 3-24 Linchester Mill, Preston

Caroline County and the Caroline County Historical Society are collaborating on the restoration of the Linchester Mill, seen here with its earlier placement of the mill wheel (now in the rear) and without a deep porch roof across the front. A remarkable amount of original equipment and even tools remained in this property at the time of its purchase in 2004; the miller's house, the assistant miller's house, and the original site of the mill pond are all to be part of the ultimate purchase. An abandoned rail line connects the site in the village of Linchester to Preston, just down the road to the west.

Table 3-2 Existing and Potential Interpretive Sites (see Map 3)

Reference #	Site Name	Description of Site	Location	Interpretive Topics									
				African American	Agriculture	Colonial/early nat'l	Maritime	Natural	Religion	Recreation	Small town	Travel & trans.	
	Multi-county												
1.	Chesapeake Country National Scenic Byway	Program links multiple towns from Cecil County and Sassafras River south to the Bay Bridge via Routes 213 and 18; interpretive plan being completed at the same time as this plan.	Kent & Queen Anne's										
2.	Civil War Trail (driving tour)	Initiative of the Maryland Office of Tourism Development, featuring wayfinding and outdoor interpretive signs commemorating Civil War-related sites and stories.	All four counties										
3.	Old Wye Mill	Museum on stream marking the county line is a working grain mill with timbers dating to the 17 th century; a native plant butterfly garden is on the grounds.	Queen Anne's & Talbot Counties										
4.	Tuckahoe State Park	A 3,498-acre park with dense woodlands and several miles of marked trails, including a fitness trail. It offers hiking, biking, boating, hunting, and fishing.	Caroline & Queen Anne's Counties										
5.	Underground Railroad Trail (driving tour)	Initiative of the Maryland Office of Tourism Development, similar to (and related to) the Civil War Trail, interpreting sites listed in the National Park Service's Underground Railroad program. A related initiative is the National Park Service's study of ways to commemorate Harriet Tubman.	All four counties										
6.	Wye Island Natural Resource Management Area	2,515 acres, including 20-acre School House Woods (mature oaks, hickory and black gum), six miles of trails for hiking, biking, and horseback riding, 30 miles of shoreline (along the Eastern Bay, the Wye River, the Wye East River, and Wye Narrows).	Queen Anne's & Talbot Co's; auto access Queen Anne's										
	Caroline County												
7.	Adkins Arboretum	400-acre preserve interpreting native Delmarva hardwood forest.	Ridgely area										
8.	Caroline County Courthouse (potential)		Denton										
9.	Choptank Historic Village ⁵	<i>[extent of interpretation depends on community wishes]</i>											
10.	Denton Farmer's Market (potential)		Denton										
11.	Denton Historic District (potential)	Listed in the National Register.	Denton										
12.	Hillsboro Bank (potential)	"Union Trust Bank" recently purchased by the town of Hillsboro; under restoration as town office	Hillsboro										
13.	Idylwild Wildlife Management Area	Incorporates the freshwater marshes of Marshyhope Creek. Marsh environments combine with forested wetlands, dry forests, and agricultural fields to provide 3,000-acre preserve managed for hunting.	Federalsburg										

⁵ Other unincorporated communities that are not named here are welcome to request their addition to this list.

Table 3-2 Existing and Potential Interpretive Sites (see Map 3) , *continued*

Reference #	Site Name	Description of Site	Location	Interpretive Topics																
				African American	Agriculture	Colonial/early	Maritime	Natural	Religion	Recreation	Small town	Travel & trans.								
43.	Turner's Creek County Park ⁶	147 acres of nature trails, open fields, and waterfront bluff overlooking the Sassafras River and mouth of Turners Creek; reserves an 18 th century granary and 19 th century residence, remnants of a waterfront village.																		
44.	Waterman's Museum	Created in 1990 when Rock Hall decided that watermen "needed their own unique center of recorded history"; occupies an early 20 th century residence.	Rock Hall																	
45.	Worton One Room Schoolhouse	African-American school preserved by the African American Heritage Associate of Kent County.	Worton																	
	Queen Anne's County																			
46.	Centreville Farmer's Market (potential)		Centreville																	
47.	Chesapeake Bay Environmental Center	formerly Horsehead Wetland Center	Grasonville																	
48.	Chesapeake Exploration Center		Piney Narrows																	
49.	Church Hill Historic Village	<i>[Extent of interpretation depends on community wishes.]</i>	Church Hill																	
50.	Church Hill Theater, Inc. (potential)	1930's movie theater.	Church Hill																	
51.	Colonial Courthouse (potential)	Earliest courthouse still standing in Maryland, dating to 1708.	Queenstown																	
52.	Conquest Preserve(potential)	Gardening, 19th century agriculture, and 21st century sustainable farming; preserves 19 th century grand farmhouse (not open to the public).																		
53.	Cray House	Small hall-and-parlor residence with rare post & plank construction, c. 1809. Site also preserves a rare meat house moved to this location.	Stevensville																	
54.	Dudley's Chapel and Slave Burial Site	First Methodist meeting house in the county and one of the nation's earliest (1783).	Sudlersville																	
55.	Jimmie Foxx Memorial	Bronze statue of famous baseball player.	Sudlersville																	
56.	Kennard School (potential)	First and only secondary school in Queen Anne's County for African Americans, opened in 1936, to be restored and converted to a cultural arts center.	Centreville																	
57.	Kirwan House & Store (potential)	c. 1890–1910 site also preserves 300 acres and waterfront access on two creeks.	Stevensville																	
58.	Maryland Watermen's Memorial	Large, multi-figure sculpture.	Kent Island																	

⁶ Other regional and local parks may be suitable for outdoor interpretive signs or other interpretation.

Table 3-2 Existing and Potential Interpretive Sites (see Map 3) , *continued*

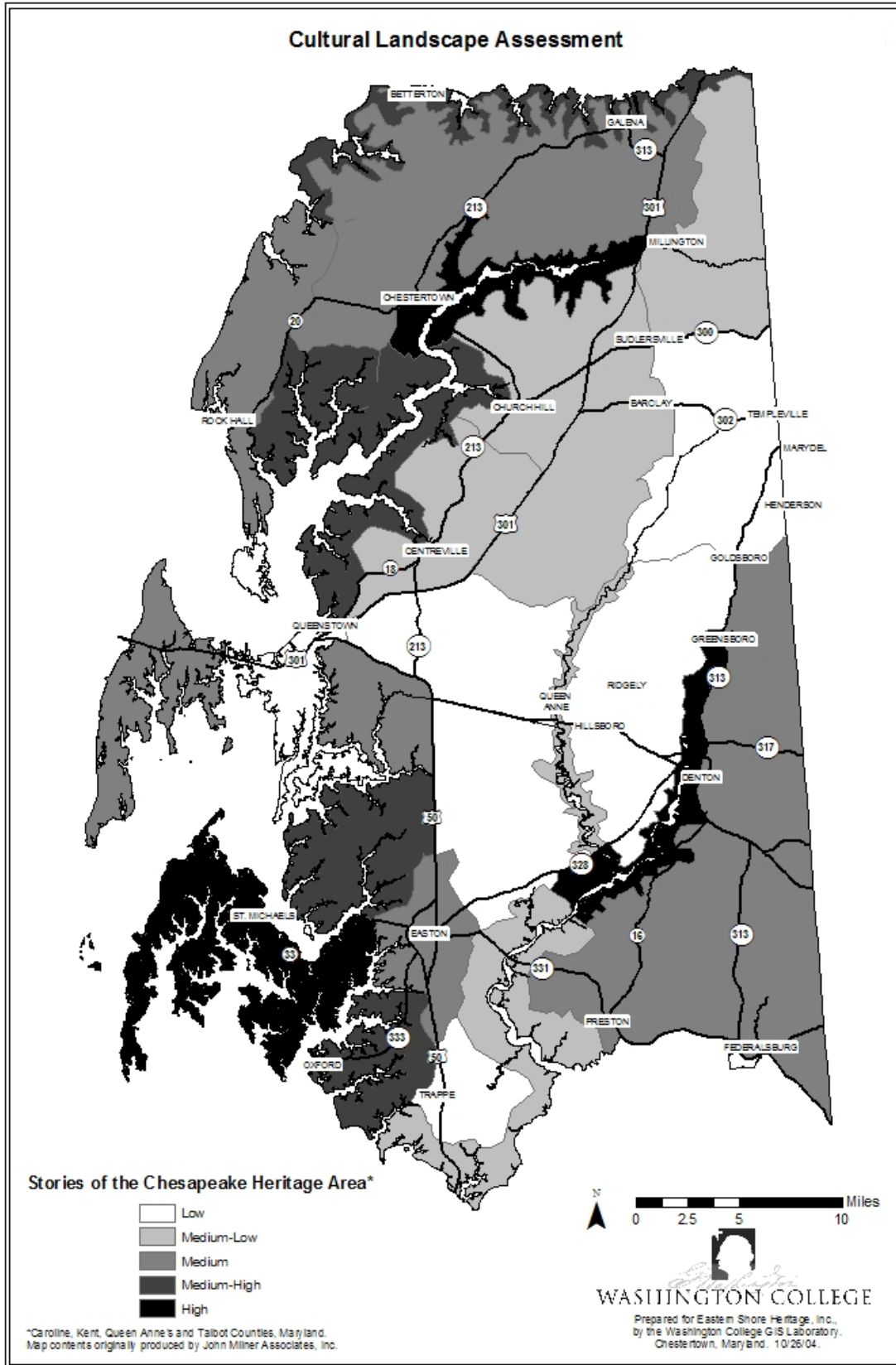
Reference #	Site Name	Description of Site	Location	Interpretive Topics									
				African American	Agriculture	Colonial/early	Maritime	Natural	Religion	Recreation	Small town	Travel & trans.	
90.	Museum of Costume		St. Michaels										
91.	Old Wye Church ⁷	Built 1721, one of the oldest Episcopal churches in the heritage area.	Wye Mills										
	Old Wye Mill	See multi-county entry	Wye Mills										
92.	Oxford Customs House	replica of 1787 Customs House	Oxford										
93.	Oxford Historic District (potential)	Listed only in the Maryland Inventory of Historic Places.	Oxford										
94.	Oxford Museum	19th c. maritime history exhibit	Oxford										
95.	Oxford-Bellevue Ferry	May be oldest privately operated ferry service in U.S.	Oxford/Bellevue										
96.	Peachblossom Meeting House	Tiny, six-sided Quaker meeting house open by appointment	Easton										
97.	Pickering Creek Audubon Center	More than 400 acres; environmental education and outreach.	Presqu'ile										
98.	Rebecca T. Ruark	Skipjack	Tilghman Island, Dogwood Harbor										
99.	Seth Demonstration Forest	125-acre forest of loblolly pine and hardwood trees. Hunting, hiking, and wildlife observation as well as opportunities to learn about forest management practices.	Easton										
100.	St. Mary's Square Museum	St. Michaels history	St. Michaels										
101.	St. Michaels Farmer's Market		St. Michaels										
102.	St. Stephen's A.M.E Church	Built in 1870, heart of Unionville, founded after the Civil War by 18 former African-American soldiers who served in the Union Army	Unionville										
103.	Talbot County Courthouse (potential)		Easton										
104.	Third Haven Friends Meeting House		Easton										
105.	Tuckahoe Steam & Gas Association	Founded in 1973, mission is to preserve the historical Eastern Shore rural way of life; the museum includes a restored machine shop	Skipton										
106.	Tunis Mills Historic Village (potential)	<i>[extent of interpretation depends on community wishes]</i>	Tunis Mills										
107.	Unionville Historic Village (potential)	See entry at 101. <i>[extent of interpretation depends on community wishes]</i>	Unionville										
108.	Wye Mills Historic Village (potential)	<i>[extent of interpretation depends on community wishes]</i>											

⁷ Churches mentioned here are known to open their sanctuaries for tours by appointment. Others are welcome to have their names added to this list.



Figure 3-25 St. Joseph's Roman Catholic Church, northern Talbot County

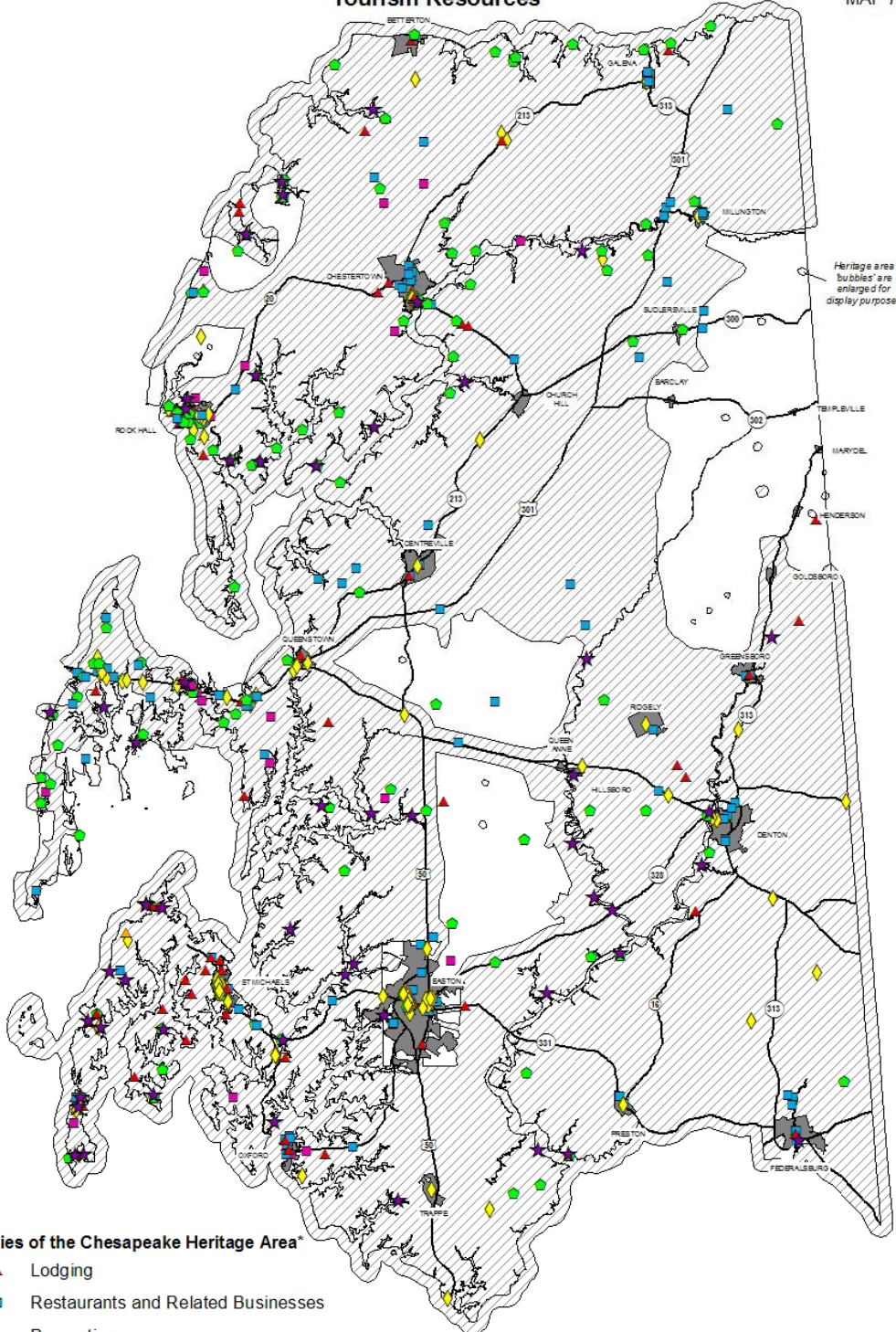
This historic church was established in the 18th century as the Tuckahoe Mission, during time when Catholics were not allowed to worship in churches, only houses or private chapels. A "mass house" technically complied with the law; this rare survivor has an early 19th century church addition, dramatically illustrating the difference between the 100 years of the anti-Catholic Toleration Act under the British and freedom of worship guaranteed by the Bill of Rights after the American Revolution. The congregation here hosts Maryland's oldest jousting tournament, begun in 1868.



Map 6 Cultural Landscape Assessment

Tourism Resources

MAP 7



Stories of the Chesapeake Heritage Area*

- ▲ Lodging
- Restaurants and Related Businesses
- Recreation
- Marine
- ◆ Specialty Retail
- ★ Public Landings
- Major Roads
- Municipalities
- ▨ Certified Heritage Area




WASHINGTON COLLEGE
 Prepared for Eastern Shore Heritage, Inc. by the Washington College GIS Laboratory, Chestertown, Maryland, 11/9/04.
 Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.

*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
 Data derived from the four counties, ESHI, and the Washington College GIS Laboratory.

4

Heritage Tourism Chesapeake Style

INTRODUCTION

The analysis in the first part of this chapter focuses on the tourism market, potential visitation, and economic impact of these visitors. The data derived for this analysis allows a calculation of the potential return on investment associated with attracting additional visitation to the area, which is discussed in Chapter 9. The current level of visitation and its economic impact highlight strengths and weaknesses in heritage tourism in general within the Stories of the Chesapeake Heritage Area.

The second part of this chapter addresses heritage tourism development and heritage tourism marketing.

An inventory of businesses within the region that are reliant at least in part on tourism revealed that 725 such businesses exist. A full list and series of detailed maps are provided in the Technical Appendix (all beginning with the numeral 7) and their locations are noted here in Map 7.

This analysis focuses on the tourism market, potential visitation, and economic impact of these visitors and the potential return on investment associated with attracting additional visitation to the area.

Each attraction, event/festival and amenity (restaurant, hotel/ motel, theater, etc.) is a tourism product that has the potential to contribute to the visitor's experience. These products may be a small attraction with limited amenities or larger attractions that more efficiently accommodate tourists. Smaller attractions may focus on niche audiences and typically have lower annual



Figure 4-1 Maryland's Bay Country Welcome Center, U. S. Route 301

This state welcome center is a visible feature of a well-organized state effort to serve the traveler and support regional tourism. Tourism is worth approximately \$400 million to Maryland in terms of state tax revenues alone, not to mention local tax revenues and tourism's role to play in local business and quality of life.

attendance figures. Larger attractions tend to have more resources, enabling sophisticated marketing schemes that attract more visitors than smaller attractions, including tourists from outside the immediate vicinity, from other sections of the U.S. or foreign countries.

A good mixture of attractions within a county attracts larger audiences. The Stories of the Chesapeake helps to integrate the various tourism products within Caroline, Kent Queen Anne's and Talbot counties to produce a

great visitor experience. The better the visitor experience the more likely the visitor will be to encourage friends to visit. Personal recommendations and word-of-mouth are critical sources of information about the byway, increasing the area's tourism potential.

Table 4-1 Maryland's Tourism Impacts – 2001-2002

	2001	2002
Visitor spending:	\$8.5 billion	\$8.8 billion
Payroll income:	\$2.5 billion	\$2.6 billion
% Statewide employment:	4.3% (non-agricultural)	4.4% (non-agricultural)
State tax revenue	\$380 million	\$399.1 million
Local tax revenue	\$329 million	\$346.5 million

Source: Report by Travel Industry Association of America, *The Economic Impact of Travel on Maryland Counties 2002*; and 2001 - <http://www.mdwelcome.org>

By improving the visibility of the Stories of the Chesapeake and actively marketing it as a mix of attractions, more visitors will be attracted to the area. The new economic activity associated with tourism creates business opportunities for expansion and development, job growth and a stronger tax base.

CURRENT TOURISM MARKET

Maryland benefits greatly from the large number of domestic and international tourists that visit the state each year. In 2001, domestic travelers' expenditures generated more than \$2.5 billion in wages and salaries, including 105,000 jobs for Maryland residents, according to the *2001 Impact of Travel on Maryland*. While Caroline, Kent, Queen Anne's and Talbot counties offer tourists a variety of attractions,

events and desirable amenities for an enjoyable visit to the area, this region as a whole is not a major center of tourism activity in comparison to the rest of the state. The Stories of the Chesapeake Heritage Area's rich history dating back to the colonial days of the United States and its history and relationship with the Chesapeake Bay have the potential to draw many more heritage tourists, history enthusiasts and recreational enthusiasts.

Tourism in the Chesapeake Heritage region tends to be seasonal with the highest tourist counts in the summer and the lowest counts in winter. Given weather constraints, tourism activity in the winter months is typically limited to hunting and fishing trips, business conferences and holiday-related events. The "shoulder seasons" of spring and fall are showing increasing visitation.

Existing Events and Attractions

The Stories of the Chesapeake Heritage Area of Maryland has many historically significant attractions as well as annual events that attract tourists. The area's festivals and theatrical events attract local and regional visitors and tourists from around the nation. (For a list of events in the region, see the Technical Appendix.)

Visitor Amenities

Visitor amenities in the area include lodging facilities, restaurants, antique shops and shopping centers. Major lodging facilities are located within the most populated towns and along major transportation corridors, including Route 301 and 50. These facilities include national-chain hotels, such as Comfort Inn and Best Western Inn. The Technical Appendix provides a



Figure 4-2 The Chesapeake Bay Maritime Museum
The Chesapeake Bay Maritime Museum attracts approximately 100,000 visitors per year to St. Michaels and the region.

comparative analysis of selected accommodations within each of the four counties. In total, the area has approximately 70 hotels and local country inns with more than 1,800 rooms. The small towns and other communities within these counties and off the main transportation corridors have many bed and breakfast establishments, which typically attract more affluent travelers. In total there are more than 50 bed and breakfast establishments accounting for approximately 170 rooms.

Caroline, Kent, Queen Anne's and Talbot County Visitors

The different types of tourists an area may attract can be categorized by the length and purpose of their visit, business or pleasure. Day-trippers are visitors interested in leaving their homes, driving one to three hours and returning to their home the same day. These visitors tend not to spend as much as an overnight tourist, who spends one or more nights away from home and must pay for lodging and additional meals. Heritage or cultural tourists typically take longer trips than the non-heritage visitor with several destinations and have a higher propensity to spend money on activities outside of lodging and meals.

The Maryland Office of Tourism Development prepares an annual analysis of visitors by county based on data provided by Travel Scope. Travel trends from 2001 to 2002 indicated that the entire Eastern Shore had more than 5 million visitor trips in each year. According to the Maryland Office of Tourism and Development's 2003 Annual Report, visitors to Maryland's Eastern Shore stayed longer and spent more money per trip compared with the rest of the state. This information varied significantly based on county. Visitor information provided by Travel Scope concluded that the majority or roughly 66 percent of visitors to Maryland traveled for pleasure and only 20 percent for business. This is similar to national domestic travel trends. The Travel Industry Association of America (TIA) found that six in ten domestic travelers traveled for pleasure and 28 percent for business in 2000. National trends in tourism show a decrease in the traditional long vacation and an increase in shorter trips in closer proximity to home.

The region's history, agriculture and watermen help attract more historical buffs, recreational and water enthusiasts than other areas of the country. However, recreational enthusiasts and heritage tourists comprise a small portion of the overall U.S. population and a small portion of the total visitors to these counties. The population within a one- to two-hour drive comprises the largest pool of potential day-tripper visitors. Day-trippers from within Virginia, Washington, D.C., Delaware, Pennsylvania and central Maryland can easily make the drive into Caroline, Kent, Talbot and Queen Anne's counties for a full day of activities without spending the night.

Overnight visitors to Talbot County stayed between 3.0 and 3.4 nights while visitors to Kent County stayed only 2.0 nights in 2002. Tourists are less likely to stay overnight in Caroline or Kent counties due to the limited number of local attractions and the lack of evening entertainment and activities. Those visitors that do not stay overnight in an area hotel or bed and breakfast typically stay in a private home. The TIA estimates that nation-wide domestic travelers are more likely to stay in a hotel, motel or bed and breakfast with only one-third accommodated in private homes.

Visitor spending habits for the region are based on estimates provided by the Maryland Office of Tourism Development. Day-trippers spend approximately \$67 per day per person and travel in parties averaging 2.1 persons. These travelers pass through this section of Maryland’s Eastern Shore, spending only a portion of their total expenditures in each jurisdiction. The majority of day-trippers’ direct spending in the region is focused on meals and retail spending. Retail spending includes the price of admissions as well as purchases of retail items. A smaller portion of the day-trippers’ direct spending is attributable to local transportation and entertainment.

According to the Maryland Office of Tourism Development, overnight visitors to the Eastern Shore stay for 3.6 nights. Overnight visitors spend approximately \$130 per day per person and travel in parties averaging 2.5 persons. However, it should be noted that the Stories of the Chesapeake Heritage Area does not include popular beach locations like Ocean City, Maryland. Ocean City accommodates many of the Eastern Shore’s overnight visitors, resulting in the larger number of nights and party size for the region. In 2003, overnight visitors in the region



Figure 4-4 Barrett's B&B, St. Michaels

It is overnight lodging that yields the greatest local tax revenues for public tourism investments. Leisure travelers enjoy bed-and-breakfast lodgings and country inns. The Stories of the Chesapeake Heritage Area has many rooms for overnight guests, but they are unevenly distributed across the region.



Figure 4-3 Corner Antiques, St. Michaels
St. Michaels enjoys a brisk tourism economy during the spring, summer and fall thanks to its many attractions, including unique shops such as this antique store. A regional guide to antique shops would help to attract heritage tourists.

Table 4-2 Annual Visitation Estimates to Area Attractions by County, 2002-2003

County	2002 Visitation	Regional Share	2003 Visitation	Regional Share
Caroline	60,000	12%	60,000	11%
Kent	116,000	22%	113,000	21%
Queen Anne's	111,000	21%	122,000	23%
Talbot	232,000	45%	231,000	44%
Region	519,000	100%	526,000	100%

Source: Eastern Shore Heritage, Inc.; Bay Area Economics, 2004

spent approximately \$96 per room per night on lodging the largest portion of overnight visitors' direct spending in the region. Meals, retail and entertainment spending totaled approximately 40 percent of overnight visitors' expenditures.

Heritage tourists spend more on average than domestic travelers with an estimated daily expenditure of \$120 per person. Spending by this group of tourists consists mainly of lodging and meals, which together represent 75 percent of total direct spending. These travelers tend to have higher incomes, higher education levels and more interest in shopping or spending money on higher-cost meals and accommodations. Annual visitation estimates for each county are provided in Table 4-2.

PRODUCT DEVELOPMENT

Within the tourism industry each attraction, event/festival and amenity (restaurant, hotel/ motel, theater, etc.) is a tourism "product" that contributes to the visitor's experience. In the early stages of tourism development the overall visitor experience may comprise only a few amenities. Over time products may be enhanced to include additional features and linkages to other events, amenities, and attractions. As the visitor experience begins to mature and is further developed with these enhanced features, the market audience expands and attracts additional visitors. For example, an attraction may add public facilities, a defined parking area, and a small visitor center. Because of these enhancements, the visitor experience is improved and larger audiences may be reached.

Most successful tourism products meet or exceed visitor expectations to produce an excellent visitor experience. The better the visitor experience the more likely the visitors will be to encourage their friends to visit. Products without proper development often fail to reach large audiences. Frequently, attractions with limited development place the burden of interpretation on the visitor. These attractions require visitors to expend extra effort to make the most of their experience and offer few additional features beyond the usual

Table 4-3 Tourism Businesses in the Stories of the Chesapeake Heritage Area

Tourism Business	Caroline	Kent	Queen Anne's	Talbot	Region
Lodging	8	35	16	86	145
Food	24	55	50	85	214
Recreation	7	54	37	26	124
Marine Charter/ Rental		11	11	12	34
Specialty Retail	11	46	29	122	208
Total	50	201	143	331	725

Source: Eastern Shore Heritage, Inc.

expectations. Ultimately, visitors may miss significant features or linkages due to limited interpretive materials, providing a less-than-satisfactory experience. Dissatisfied visitors are less likely to return or recommend an attraction to others.

To better inform and engage the visitors, the area's tourism products require further development.

MARKETING PLAN

Desired outcomes desired from marketing and promotional efforts:

Heighten community and visitor awareness of the historic significance of the natural and cultural resources of the Stories of the Chesapeake Heritage Area.

Establish a sense of place identity for the heritage area with the local community and potential visitors.

Increase visitation to the region along with the associated travel-generated revenue that may be realized.

Create and enhance employment opportunities within the region.

Broaden awareness of and involvement in Eastern Shore Heritage, Inc. through partnerships and memberships.

CREATING AND BRANDING A HERITAGE AREA EXPERIENCE FOR VISITORS

Branding or naming of the heritage area product should easily connect the consumer to the destination and entice their interest in purchasing or “experiencing” the product offering. There are certain characteristics of the region that come to mind when describing the experience of being in the heritage area. To capture this “sense of place”, and evoke the associated experiences in a brand identity, the committee called out the following as key messages or themes:

- Chesapeake Bay
- Intertwining balance of land and water
- Working landscapes and small communities

- Living heritage and history of pursuing freedom
- Traditions
- Sense of independent living
- Tastes (cuisine)
- Rich environment
- Casual lifestyle

The interpretive themes cited in the management plan are also relevant to branding the heritage area product. These are the essence of the product to be presented to the consumer in the form of stories. In fact, the presentation of those stories through museums, exhibits, and sight visitations *is* the product.

The name “Stories of the Chesapeake Heritage Area” is designed to make consumers recognize the place geographically and want to come to the destination. It should evoke a certain curiosity and responsiveness when it is heard or seen in print. The name should be accompanied, when appropriate, with the tag line “*The Eastern Shore Experience.*”

Target Audiences and Messages

This plan identifies a geographic area as well as a certain demographic profile for targeting marketing messages to appropriate audiences.

While each county in the heritage area may focus on a broader or less expansive area for their marketing program, collectively ESHI will look to reach customers within a 400-mile radius of the destination which is primarily an American audience. Recognizing that there is a direct connection to the settlement of the region as a British colony and that numerous Canadian “snow birds” travel on “holiday” through the region toward warmer destinations, any focus on an international promotion would target the UK fly/drive market and areas of eastern Canada.

Both internal and external audience groups should be targeted in marketing and promotional efforts. In marketing to the *internal* audience the sell is promoting pride of place. For an *external* audience the sell is the Eastern Shore experience.

4-1 Internal Audience

This group comprises residents and property owners, business owners and organizations, historic preservation groups, civic organizations, K-12 educators and academic institutions, conservation organizations as well as local, state and federal political officials.

In addition to selling pride of place, efforts should focus on creating a desire within the community to share the stories of the heritage area. Information will be disseminated, in various ways that define the role and responsibility for public participation in ESHI activities that preserve, protect, interpret and promote our resources. Efforts to promote increased membership in the organization and secure support from political leaders and decision-makers will also be key.

4-2 External Audience

This group includes both individual and group consumer target audiences with an interest in history and nature as well as soft recreational experiences like bird watching, hiking, cycling and canoeing or kayaking. Travel writers and the travel media are also included in this audience.

Although the base demographic for the broader target market is described as age 35-65 years with upscale income and a level of higher education, sub-groups of retired senior citizens and those with a faith-based affiliation are identified as specific niches to pursue.

In selling the Eastern Shore experience there are certain “must do, must see, must know and understand” messages that will be included in the chosen media. Those messages correlate to the interpretive themes identified in the management plan and are spelled out in the following section.

Media and Methods

Paid personnel should be devoted to marketing and public relations activities to insure success in plan implementation. Whether contractual service or paid staff, and associated area of responsibility will include tracking the indicators for ROI evaluation.

Recommended execution methods include the following categories of vehicles that may focus on the internal audience, the external audience or both.

Selection of which media and methods to undertake in any given year is to be made by the ESHI Marketing Committee, in the form of a work program approved by the Board of Directors. Following are general ideas.

4-3 General Information Brochures

For the internal audience focusing on the overall “vision” and ESHI membership.

For the external audience being asked to buy the “Eastern Shore Experience,” a call to action to visit the destination, why the visitor should come, things the visitor must see, must do, must know and understand.

4-4 Travel Itineraries & Packages

For group tour, recreational boater and car travel.

4-5 CD-Rom Guided Tour

4-6 Published Interpretive “Stories”

Create using theme-specific content in a “storybook” publication format.

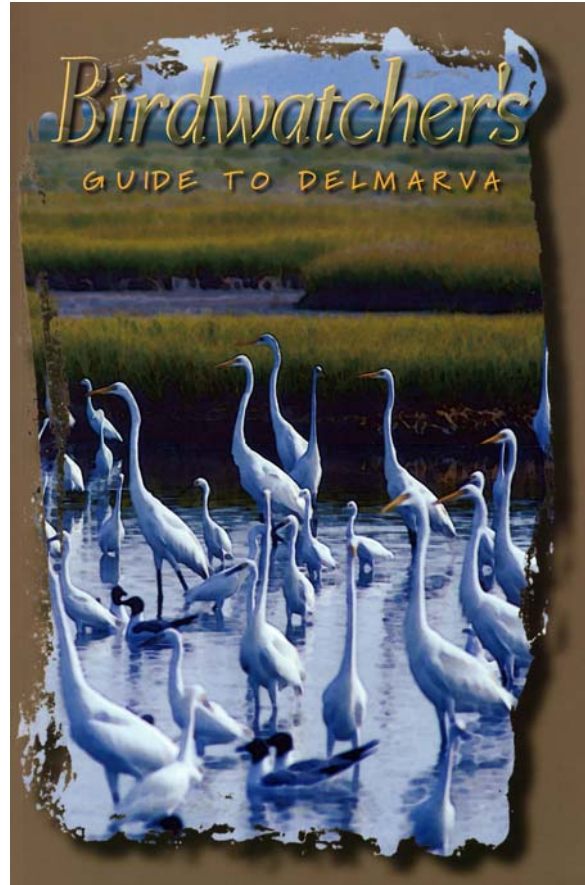


Figure 4-5 Delmarva Birding Guide

Guidebooks offer information to specific target markets or audiences. This guidebook for birdwatchers was published by the nonprofit DLITE (Delmarva Low-Impact Tourism Experience) which promoting eco-tourism and serves all three states of the Peninsula.

PUBLIC RELATIONS

This will be a primary method in the promotional program for the heritage area. The most direct cost would be invested in personnel and equipment and should be identified as a critical line item in the ESHI budget.

4-7 Media Contacts

Prepare generic press kit and distribute as appropriate.

Develop a database of media outlets for internal and external markets and maintain an ongoing series of releases to each.

Obtain listings for area events in various calendars produced by utility providers, Maryland Office of Tourism Development, and media outlets throughout the geographic reach defined.

4-8 Documentary “Stories” Series

Write and/or produce or articles to be released on radio, television and in news media outlets. Historical celebrities like Robert Morris, Harriet Tubman, etc. ala: Paul Harvey “the rest of the story” or Garrison Keillor “Chesapeake Home Companion”.

4-9 Familiarization Tours

Organize annual tour for a group of select travel writers working with OTD.

Organize an annual tour for political officials and stakeholders.

4-10 Outreach to Internal Audiences

Maintain membership in the Maryland Heritage Alliance.

Create a pertinent packet of information.

Annual presentation to update and engage municipal, county and state elected officials.

Interface through MML, USAC and Eastern Shore Delegation meetings

Coordinate constituent visit while Legislature is in session in Annapolis.

Produce and promote the annual meeting and any special programs produced by ESHI.

Develop and construct an informational display backdrop to present at county fairs, festivals and meetings accompanied with a drafted script of pertinent talking points.

4-11 Awards

Annual recognition of officials, volunteers and projects that help advance the vision and help implement the plan.

4-12 Advertising

Engage the services of an agency to develop creative and recommend placement based on identified target demographic audience and geographic reach (external audience).

Use ESHI staff to do placement and track responses for fulfillment requests.

Seek cooperative funding from private sector and county tourism programs to match any available MHAA funds.

Consider purchasing advertising in appropriate newsletters.

Partner with bookstores.

4-13 Website

Develop and maintain a website to utilize as a promotional and informational tool. This site should provide access to the quarterly newsletter and other information produced by ESHI and the four counties. Long-term, an electronic retail shop for promotional merchandise might be added or maintained by the organization or by a concessioner.

4-14 Newsletters

Publish quarterly newsletter (approximately 5000 copies) for distribution to members, public libraries, civic organizations and select readers with messages geared to the internal audience.

Longer term, consider publishing a newsletter for distribution to an external audience.

4-15 Direct Mail

Develop and maintain a mailing list database of potential supporters, funders, interested parties, and consumers. Consider executing direct mail to announce new product and featured events.

Consider executing a direct mail campaign to drive up membership in ESHI.

Trade Shows

Investigate opportunities to attend marketplace events that target the demographic profiles identified. Examples may include: boat shows, outdoor sport shows and consumer travel shows as well as group tour venues organized by Maryland Bus Association, Pennsylvania Bus Association, American Bus Association and the National Tour Association.

Take advantage of opportunities associated with the 2004 Smithsonian Folk Life Festival featuring maritime heritage and specific places in the region.

Retail Products

Act on the idea that interest in the heritage area could be encouraged and sustained with distribution and sale of promotional products by sponsoring creation and production of such items as travel journals, clothing items, or posters.

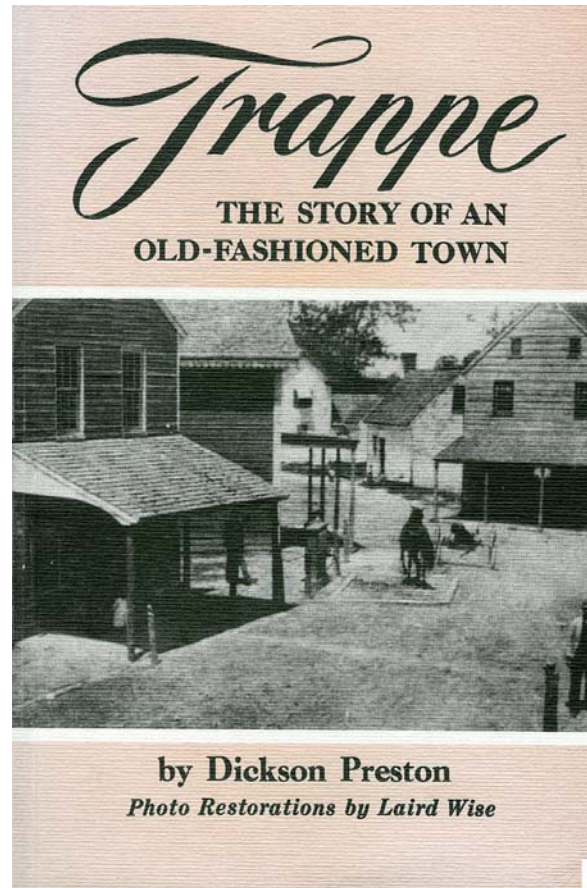


Figure 4-6 Trappe Local History Book

Local history holds a fascination for many residents and visitors also when the stories are well-presented. "Storybooks" could rely on in-depth research already completed or as it becomes available. History and lore already collected and published in the heritage area include this excellent example from Trappe.

IMPACTS OF HERITAGE TOURISM DEVELOPMENT INITIATIVES

Estimating current and potential visitation to the Stories of the Chesapeake Heritage region requires consideration of both current visitation to area attractions and plans for new interpretation that will expand the area's existing capacity for tourists. Information-gathering for the *Stories of the Chesapeake Heritage Area Management Plan* assembled descriptions of area attractions and their annual estimates of visitation for the past several years (when available; see Technical Appendix). Table 4-2 details these visitation counts, showing the level of total visitation, which includes local and out-of-town visitors.

As shown in Table 4-2, Talbot County attracts almost one-half of the region's visitors; this is due in good measure to the Chesapeake Bay Maritime Museum in St. Michaels and the Avalon Theater and Academy of the Arts in Easton, as well as the county's more fully developed base of lodging.

Most successful tourism products meet or exceed visitor expectations for an excellent visitor experience. The better the visitor experience, the more likely the visitors will be to encourage their friends to visit. Products without proper development often fail to reach large audiences. Frequently, attractions with limited development place the burden of interpretation on the visitor. These attractions require visitors to expend extra effort to make the most of their experience and offer few additional features beyond the visitors' expectations. Ultimately, visitors may miss significant features or linkages due to limited interpretive materials, providing a less than satisfactory experience. Dissatisfied visitors are less likely to return or recommend an attraction to others.

To better inform and engage the visitors, the area needs to expand and refine its attractions. Marketing efforts to reach out to potential audiences include building on the strength of the Stories of the Chesapeake Heritage Area's connection to the Chesapeake Bay.

Priority Projects

The *Stories of the Chesapeake Heritage Area Management Plan* outlines strategies, programs and projects to enhance the visitor experience and expand the region's capacity as a tourist destination. While all of these programs and projects strengthen the tourist experience the impact of each investment varies significantly.

The phasing of key projects, throughout the region, will prepare the tourist environment by growing the level of visitation commensurate with the development of additional tourist amenities. As projects compete for funding sources, it is important to carefully leverage the public and private investment. Specific projects may require large capital investments but generate sufficient revenue to cover operating expenses.



Figure 4-7 Wharves at Choptank Crossing

Denton is playing to its strength, its position on the beautiful Choptank River, in creating the Wharves at Choptank Crossing below the highway bridge crossing into town from the west. Joppa Wharf, shown here, is a recreation of an original wharf in West Denton and is a major new education facility constructed by the Choptank River Center (also known as the Old Harford Town Maritime Center). Planned for the east side of the river are a town visitor center and a restaurant site. Tourism product development is often a combination of public, nonprofit, and private investment and collaboration, as is envisioned in this multi-million dollar project.

The scale and type of project influence its impact on the heritage area. Land preservation, for example, improves the overall quality of life and scenic nature of an area but does not by itself attract new visitors. The creation of new exhibits or investment at an existing interpretive site improves the quality of the visitor experience, increasing visitation. The creation of a new tourist attraction altogether, such as a museum, brings new visitors and extends the stay of current visitors.

The following projects, discussed by county, provide a measured level of increased visitation.

4-16 Caroline County

The restoration of the James Webb Log Cabin, Hillsboro's Old Bank Building, and Federalsburg's Log Cabin and the economic activities proposed for the Denton riverfront will improve the quality of each visitor's experience throughout the county. These projects provide an opportunity to explore the



Figure 4-8 Turner's Wharf Granary

The Turner's Creek area, with the Sassafras Natural Resources Management Area (NRMA), the Kent Museum, and a county park and arboretum at the old landing site, is an attractive area recently named to the Chesapeake Bay Gateways Network. This small wooden wharf building at the landing is a remarkable survivor from the 18th century; it is said that wheat for the troops at Yorktown was shipped from here.

early American lifestyles on the Eastern Shore, attracting more than 1,000 additional visitors each year.

Plans for the creation of a “tourist home” experience at Mount Pleasant Acres Farm creates an immediate attraction for the area. This program plans to tap into the history of the Underground Railroad in Caroline County and provide a unique experience for visitors to Poplar Neck. It is estimated that this type of investment will stimulate more than 4,000 visitors annually after its second year of operation.

Most notably, the Linchester Mill renovation and creation of the Leverton House museum in Preston provide locations for the interpretation of local history. The *Stories of the Chesapeake Heritage Area Management Plan* suggests significant programming for the Leverton House museum with an on-site workshop for restoration in the first years and the establishment of a day camp for reenactment of colonial Eastern Shore life. With this type of programming and the addition of a way-finding system these two attractions should attract 7,000 to 9,000 visitors.

4-17 Kent County

The Kent Museum and the three museums in Rock Hall provide tourists with limited exhibits and interpretation. The *Stories of the Chesapeake Heritage Area Management Plan* promotes the expansion of each museum's offerings, suggesting physical enhancements and program development. With the additions to these museums it is anticipated that visitation will increase by 10,000 to 12,000 visitors for the entire county.

4-18 Queen Anne’s County

The National Boating Museum, proposed for Stevensville⁸, is potentially the most substantial short-term impact on current levels of visitation for the area. The museum represents an opportunity to connect with the area’s marine history. It would explore watercraft, boat design and boat construction. The ambitious start up cost of \$1.4 million for a state of the art museum could create an attraction able to attract between 45,000 to 65,000 visitors after its third year of stabilized operation.

The combination of the driving audio tours for the historic churches of Queen Anne’s County and the heritage area itself provides a boost to day-trippers and others. These types of tours linked to maps and other local attractions result in a stable increase to visitation with between 5,000 to 10,000 new visitors. (This specific proposal has been analyzed; other driving tours could boost this attendance but probably not by equal increments.)

The enhancement of recreational resources promotes the overall visitor experience, as do expanded exhibits and interpretation. The heritage area management plan sets targets for short-term priority investment such as the Terrapin Nature Park Walking Trail and the Historic Christ Church interpretive exhibit. These types of investments create an environment that attracts visitors interested in multiple experiences including families with varying interests.

4-19 Talbot County

Talbot County remains the strongest tourist base for the Stories of the Chesapeake region with many tourist products and close proximity to the lower Eastern Shore’s popular tourist attractions. Therefore the strategies within the management plan build on this current base with the expansion of exhibits at the Chesapeake Bay Maritime Museum and new interpretation at Unionville. These enhancements to the current tourism base and strategies for enhanced promotion and marketing will result in an overall increase of 60,000 visitors.

4-20 Regional

This plan outlines several programs, projects and strategies that include regional efforts to improve the tourist assets. These strategies seek to better link current assets with way-finding systems and joint ticketing, improving on and building recognition for the area’s branding.

PROJECTED VISITATION

Currently the Eastern Shore Heritage area has an annual visitation of approximately 240,000 to 250,000 out-of-area tourists. This estimate excludes

⁸ An alternative to this facility could provide a similar boost to regional visitation—although not necessarily in Queen Anne’s County. The agricultural “edutainment” center proposed by the Chesapeake Fields Institute for a site near Millington in Kent County and the possible archeology museum discussed in Chapter 7 (no location proposed) could have similar impacts to the estimates for visitation provided here, so long as these are located in readily accessible locations and created with significant initial investment.

the local area residents who also visit area attractions. An estimated 70 percent of these out-of-area visitors are day-trippers and 72,000 to 75,000 are overnight visitors. While only 10 to 15 percent of tourists, depending on the county, are considered heritage tourists, this number will likely increase as the national trend towards heritage and cultural tourism continues to increase and the region develops its heritage resources. This level of visitation supports the area's attractions and lodging facilities.

In projecting future visitation, results include numbers from two time periods: short-term, defined as fiscal year 2006 to 2011 and long-term (fiscal year 2011 to 2016). The short-term projections include boosts to visitation at existing attractions with more self-guided driving and walking tours, additional interpretive signage, interpretive brochures, joint ticket sales and more interactive tourism events estimated to be fully operational by fiscal year 2011. The long-term projections include a level of visitation achievable by fiscal year 2016, which includes interpretation plans with annual events linking to new tours expanded exhibits, interpretive films, educational programming, publications and popular area festivals. Throughout both time periods a significant level of private and public investment that is not yet committed will be required.

Boat owners represent one key target market for future visitation, as shown in Table 4-4. Within Maryland, there are more than 177,000 boats registered for pleasure, commercial and other types of use. There are 23,570 registrations from outside the State of Maryland as well.

Table 4-4 Boating Registration by County and Type, 2003

Type of Boat	Caroline	Kent	Queen Anne's	Talbot	Region
Pleasure	2,117	2,447	6,195	5,033	15,792
Commercial	22	25	45	92	184
Other	64	200	215	373	852
Total	2,203	2,672	6,455	5,498	16,828

Source: Maryland Department of Natural Resource; Bay Area Economics, 2004

It is anticipated that all the proposed priority programs will increase the area's current visitation by approximately 33 percent resulting in 175,000 new visitors in fiscal year 2011.

Table 4-5 Increased Visitors to the Stories of the Chesapeake Heritage Area by FY2011

Visitors/Spending	Caroline	Kent	Queen Anne's	Talbot	Region
New Heritage Visitors	1,700	3,250	12,000	9,375	26,325
Extended-Stay Visitors	850	3,250	12,000	9,375	25,475
Heritage Area Day Visitors	14,450	26,000	56,000	43,750	140,200
Total New Visitors (annual)	17,000	32,500	80,000	62,500	192,000
Annual New Spending	\$533,000	\$1,098,000	\$3,079,000	\$2,243,000	\$6,953,000

Source: Bay Area Economics, 2004

These results, shown in Table 4-5, illustrate the high level of visitation to Talbot County with its existing base of tourist products and amenities. If



Figure 4-9 Kingstown Marina

Small marinas like this one across from Chestertown dot the region's shorelines, offering services to visiting boaters as well as local users.

Queen Anne's County were to see the creation of the National Boating Museum as described in the list of projects (detailed in Volume 3), many of the 80,000 new visitors shown in Table 4-5 would be due to this project. (The archeology museum suggested in Chapter 7, Stewardship, could have roughly the same effect in whichever county such a museum might be established, depending on planning, investment, programming, and location, as could an agricultural education center suggested for Kent County as detailed in Volume 3, Appendix 1-1.)

During the final five years, upgrades to attractions will enhance the visitor experience and certainly promote the area's tourism. For the most part, the limited expansion of tourist products as compared to the first five years will increase the visitation by a lesser percent while still maintaining gains from the fiscal year 2006 to 2011 (Table 4-6). Over this period of time visitation grows to include most significantly day-trippers with 43,500 new visitors at the end of fiscal year 2016.

Considering the increased visitation for the entire ten-year time period, from fiscal year 2006 to 2016, illustrates the overall level of visitation anticipated for the Stories of the Chesapeake Heritage Area (shown in Table 4-7).



Figure 4-10 The Inn at Easton

An increased number of visitors and the increased length of each visitor's stay in the area will benefit hotels, restaurants, and entertainment and retail operations. While numbers of visitors result in increased tourism benefits, it is length of stay that can have the greatest economic impact with the least "downside" community impacts, such as pressures on parking and traffic. Rural regions without tourism rarely have the number of amenities that residents enjoy here, such as "white tablecloth" destination dining at the Inn at Easton.

Economic Impact

The Stories of the Chesapeake Heritage Area's tourist assets have the potential to generate economic activity and revenue for the local economy. These economic impact estimates are based on models that reflect experience with other tourism destinations and estimate the increased number of visitors and their impacts. While some of the new visitors to the area's attractions will be local residents, a percentage of these visitors are expected to come to the area from outside the county and even outside the state, as outlined above. Visitors from outside the local area bring new dollars to the economy. The potential impact of these new visitors is detailed in Table 4-8. New visitor spending impacts vary significantly based on the level of interpretation and the resulting level of increased visitation. A higher level of interpretation results in a larger number of visitors and thus a greater impact on the economy.

The increased number of visitors and the length of each visitor's stay in the area benefit hotels, restaurants, entertainment and retail operations. Overnight guests generate a need for additional rooms in hotels, bed and breakfasts and inns. While day-trippers spend less than other types of tourists with no lodging expenditures, their visitation level increases more rapidly. Both overnight tourists and day-trippers eat out and support existing restaurants and the development of new restaurants.

The increased visitation by fiscal year 2011 will bring \$6.4 million in incremental new spending to the region. This compares to the \$8.6 million in incremental new spending by 2016. These dollars spread throughout the economy based on the type of visitors and length of their stay. These increases in visitation during the short-term support an additional 107 hotel/inn rooms. The impact model assumes that meal expenditures constitute 38 to 50 percent of the incremental new spending for heritage and overnight tourists. This accounts for \$2.9 million new spending, during the short-term period, and just under \$1 million during the next five years (FY2011 to FY2016) on meals in the four county region, which may support two to three new restaurants. The projected retail expenditures of new visitors will support an additional 4,000 square feet of retail development, primarily in Queen Anne's and Talbot counties.

The expanded tourism base within the Stories of the Chesapeake Heritage Area region generates potential employment opportunities. New visitor spending creates new jobs with the opening of additional hotel rooms, extended hours of restaurant and retail operations, and construction of new visitor amenities. During the first five years (Table 4-9), heritage area improvements are anticipated to support approximately 176 new jobs within

Table 4-6 Incremental Visitation to the Stories of the Chesapeake Heritage Area by FY2016

Visitors/Spending	Caroline	Kent	Queen Anne's	Talbot	Region
New Heritage Visitors	500	1,500	3,000	3,750	8,750
Extended-Stay Visitors	250	1,500	3,000	3,750	8,500
Heritage Area Day Visitors	4,250	12,000	14,000	17,500	47,750
Total New Visitors (annual)	5,000	15,000	20,000	25,000	65,000
Annual New Spending	\$155,000	\$505,000	\$773,000	\$899,000	\$2,332,000

Source: Bay Area Economics, 2004

Table 4-7 Total Increased Visitors to the Stories of the Chesapeake Heritage Area by FY2016

Visitors/Spending	Caroline	Kent	Queen Anne's	Talbot	Region
New Heritage Visitors	2,200	4,750	15,000	13,125	35,075
Extended-Stay Visitors	1,100	4,750	15,000	13,125	33,975
Heritage Area Day Visitors	18,700	38,000	70,000	61,250	187,950
Total New Visitors (annual)	22,000	47,500	100,000	87,500	257,000
Annual New Spending	\$688,000	\$1,603,000	\$3,852,000	\$3,142,000	\$9,285,000

Source: Bay Area Economics, 2004

Table 4-8 Total New Development in the Stories of the Chesapeake Heritage Area by FY2016

New Development/Investment	Caroline	Kent	Queen Anne's	Talbot	Region
Hotel/Inn Rooms	9	23	68	52	152
Retail Space (sq. ft.)	-	-	2,000	2,000	4,000
Restaurant, Entertainment (sq. ft.)	-	1,000	2,000	2,000	5,000
New Private Investment	\$450,000	\$1,198,000	\$3,566,000	\$2,766,000	\$7,980,000

Source: Bay Area Economics, 2004

Table 4-9 New Jobs Resulting from Increased Heritage Area Visitor Spending, FY2011

New Jobs	Caroline	Kent	Queen Anne's	Talbot	Region
Operating Jobs	2	15	46	41	104
Spin-off Jobs in Maryland	12	14	38	22	86
Total New On-Going Jobs	14	29	84	63	190
Construction Jobs	4	10	32	24	70
Spin-off Jobs in Maryland	8	18	67	48	141
Total Construction-Period Jobs	12	28	99	72	211

Source: Bay Area Economics, 2004

the lodging, restaurant and retail/entertainment industries as well as 66 one-year construction jobs and 133 spin-off jobs elsewhere in the state economy during the construction period. By the end of Fiscal Year 2016, annual investment in the area’s tourism assets would support up to 92 construction jobs and 253 new jobs within the tourism industry (Table 4-10).

Table 4-10 New Jobs Resulting from Increased Heritage Area Visitor Spending by FY2016

New Jobs	Caroline	Kent	Queen Anne's	Talbot	Region
Operating Jobs	3	18	50	46	117
Spin-off Jobs in Maryland	15	24	55	42	136
Total New On-Going Jobs	18	42	105	88	253
Construction Jobs	5	14	40	33	92
Spin-off Jobs in Maryland	11	26	83	66	186
Total Construction-Period Jobs	16	40	123	99	278

Source: Bay Area Economics, 2004

Three of the four counties (Kent, Queen Anne’s and Talbot) collect lodging, meal and property taxes, at a rate of 3 percent (these amounts will shortly change in Kent and Talbot). Caroline County recently passed a lodging tax and will therefore start to collect 5 percent by 2006.

Table 4-11 New State and County Taxes by Fiscal Year 2016

New Development/ Investment	Caroline	Kent	Queen Anne's	Talbot	Region
New State Taxes	\$19,000	\$48,200	\$118,700	\$98,900	\$284,800
New County Taxes	\$21,500	\$55,300	\$129,400	\$112,800	\$319,000

Source: Bay Area Economics, 2004

The economic activity resulting from the increased visitation will generate an estimated \$21,500 in new annual taxes for Caroline County, \$55,300 for Kent County, \$129,400 for Queen Anne’s County and \$112,800 for Talbot County (Table 4-11).

It is obvious that over the course of the ten-year period, the investments in tourism will provide economic impacts. Investment in the area’s tourism assets will also improve residents’ quality of life. New visitor dollars to the economy give a more stable environment for area businesses, allowing them to expand existing services and products to residents. Residents also benefit from the improved ambiance and mix of restaurants available due to visitor spending.

ESHI'S ROLES IN HERITAGE TOURISM

ESHI has a large number of potential partners among heritage tourism businesses—the largest single group of partners, in fact. In working in partnerships, ESHI will

- Work with the four county tourism offices to develop a regional marketing collaborative. Rely on these offices to channel a sense of the needs and opportunities in this area into ESHI's work program.
- Establish a heritage tourism business advisory group to build regional awareness of heritage tourism opportunities and programs and create and govern a heritage tourism awards program. This advisory group could undertake other projects as needed—for example, to influence ESHI's public outreach messages regarding the benefits of heritage tourism to the region.
- Offer training and information directly to business owners and employees, and work with business groups to keep their members informed.
- Undertake marketing and promotion activities directly in support of heritage tourism and related public outreach.

STRATEGIES & ACTIONS FOR HERITAGE TOURISM

Priorities for Heritage Tourism

Short-term priorities will be to create a logo and branding strategy and establish routine programs (regional marketing brochure, regional calendar, web site, and hospitality desk book). A related and important focus is the development of interpretive collaboration and programming that will affect marketing, e.g., annual themes promoted across the heritage area (or multiple heritage areas).

Mid-term priorities are to organize a heritage tourism business advisory board to advise on ESHI's work program and the establishment of the awards program, also to be established in the mid-term.

Longer-term priorities are not established. Marketing and private heritage tourism development as a response to market demand and other opportunities are dynamic activities that require creativity in the short- and mid-term, and flexibility in the long term.

The following strategies and actions are drawn from the preceding discussion, organized under objectives that relate to the goals as discussed in Chapter 2 and providing additional details.



Figure 4-11 The Schooner SULTANA

Built from pride in local history and interest in authentic wooden boat-building traditions, Chestertown's reproduction 18th century tax cutter SULTANA is a perfect example of a community project combining history, craft, and education—and tourism, since it also brings visitors to the shores of the Stories of the Chesapeake Heritage Area. The shipyard on Chestertown's Cannon Street where she was built will be ringing with the sound hammers and the hum of interested observers once again in the summer of 2005: together with the National Geographic Society, the nonprofit organization founded to build and operate this tall ship throughout the Chesapeake Bay has now embarked on an authentic reproduction of John Smith's "barge" (a small sailing craft brought disassembled from England) used to explore the bay in 1607 and 1608.

Objective: Focus on Public Relations

- 4-21 Prepare a standard press kit and distribute as appropriate.
- 4-22 Develop a database of media outlets for internal and external markets and maintain an ongoing series of releases to each.
- 4-23 Organize annual tour for a group of select travel writers working with the Maryland Office of Tourism Development.
- 4-24 Produce and promote the annual membership meeting and any special programs produced by ESHI.
- 4-25 Organize an annual tour for political officials and stakeholders.

- 4-26 Make an annual presentation to update and engage municipal, county and state elected officials.

Objective: Develop and Maintain a State-of-the-art Web Site

- 4-27 Develop and maintain a state-of-the-art web site to utilize as a promotional and informational tool. This site should provide access to all information produced by ESHI and the four counties. Long-term, an electronic retail shop for promotional merchandise might be added or maintained by the organization or by a concessioner.

Objective: Develop ESHI’s Marketing Capacity

- 4-28 Seek cooperative funding from private sector and county tourism programs to match any available MHAA funds.
- 4-29 Undertake a collaborative regional marketing program in association with the four county tourism programs.
- 4-30 Use ESHI staff to do placement and track responses for fulfillment requests.

Objective: Undertake Creative Marketing Initiatives that Reach External AND Internal Audiences

- 4-31 Maintain a unified regional calendar of activities.
- 4-32 Create a brochure for the region that does “double duty” as a marketing piece and interpretive product;
- 4-33 Develop promotional campaigns around interpretive topics (see “interpretation”).
- 4-34 Using an "enterprise fund," create and produce promotional products for sale that reach both internal and external audiences and encourage and sustain interest in the heritage area. These may be unique items or promotional items suitable to the Stories of the Chesapeake Heritage Area.
- 4-35 Create a documentary “Stories” series to be released on local radio and television and in news media outlets during months when visitors are most prevalent, featuring such historical celebrities as Robert Morris, Harriet Tubman, etc.
- 4-36 Develop and construct an informational display backdrop to present at county fairs, festivals and meetings accompanied with a drafted script of pertinent talking points.
- 4-37 Develop and maintain a mailing list database of potential supporters, funders, interested parties, and consumers for use in executing direct mail to announce new product and featured events.
- 4-38 Partner with local bookstores.

Objective: Enlist the Tourism Industry and Other Local Businesses in Promoting the Heritage Area

- 4-39 Create “desk books” for hospitality locations to provide visitors with customized advice on things to do and see.

- 4-40 Develop a branding strategy that enlists local tourism businesses in special “logo” programs.
- 4-41 Develop a branding strategy that enlists local producers of specialty items in special “logo” programs. This should be designed to support of the use of local foods as well as arts, crafts, and other locally produced items.

Objective: Undertake Marketing and Advertising to External Audiences

- 4-42 Sponsor ongoing research into existing and potential audiences for both interpretive sites and tourism businesses, including the effectiveness of specific advertising programs, campaigns, or decisions.
- 4-43 Engage the services of an agency to develop creative advertising and recommend placement based on identified target demographic audience and geographic reach.
- 4-44 Consider purchasing advertising in appropriate newsletters.
- 4-45 Longer term, consider publishing a newsletter for distribution to an external audience.
- 4-46 Investigate opportunities to attend marketplace events (“trade shows”) that target the demographic profiles identified. Examples may include: boat shows, outdoor sport shows and consumer travel shows as well as group tour venues organized by Maryland Bus Association, Pennsylvania Bus Association, American Bus Association and the National Tour Association.
- 4-47 Work with the county tourism offices and tourism businesses in creating regional packages.

Objective: Establish an Awards Program

- 4-48 Recognize officials, businesses, nonprofit groups, volunteers, and projects that help advance heritage tourism marketing, promotion, and development.

Objective: Unite the Heritage Area’s Tourism Community

- 4-29 Hold a “tourism development summit” for tourism leaders and business owners to review branding, regional cooperation, business needs and ways to meet them, and other initiatives that should be developed and supported over the long term by the heritage area and the tourism industry.
- 4-30 Develop ESHI’s marketing committee into a broader Heritage Tourism Advisory Board representing community leaders, interpretive sites, and the tourism industry.

Objective: Shape Tourism’s Community Impact

- 4-31 Provide technical assistance to communities to encourage them to develop the expertise and plans to manage and minimize tourism impacts.
- 4-32 Create standards and a guide for bus tour operators.

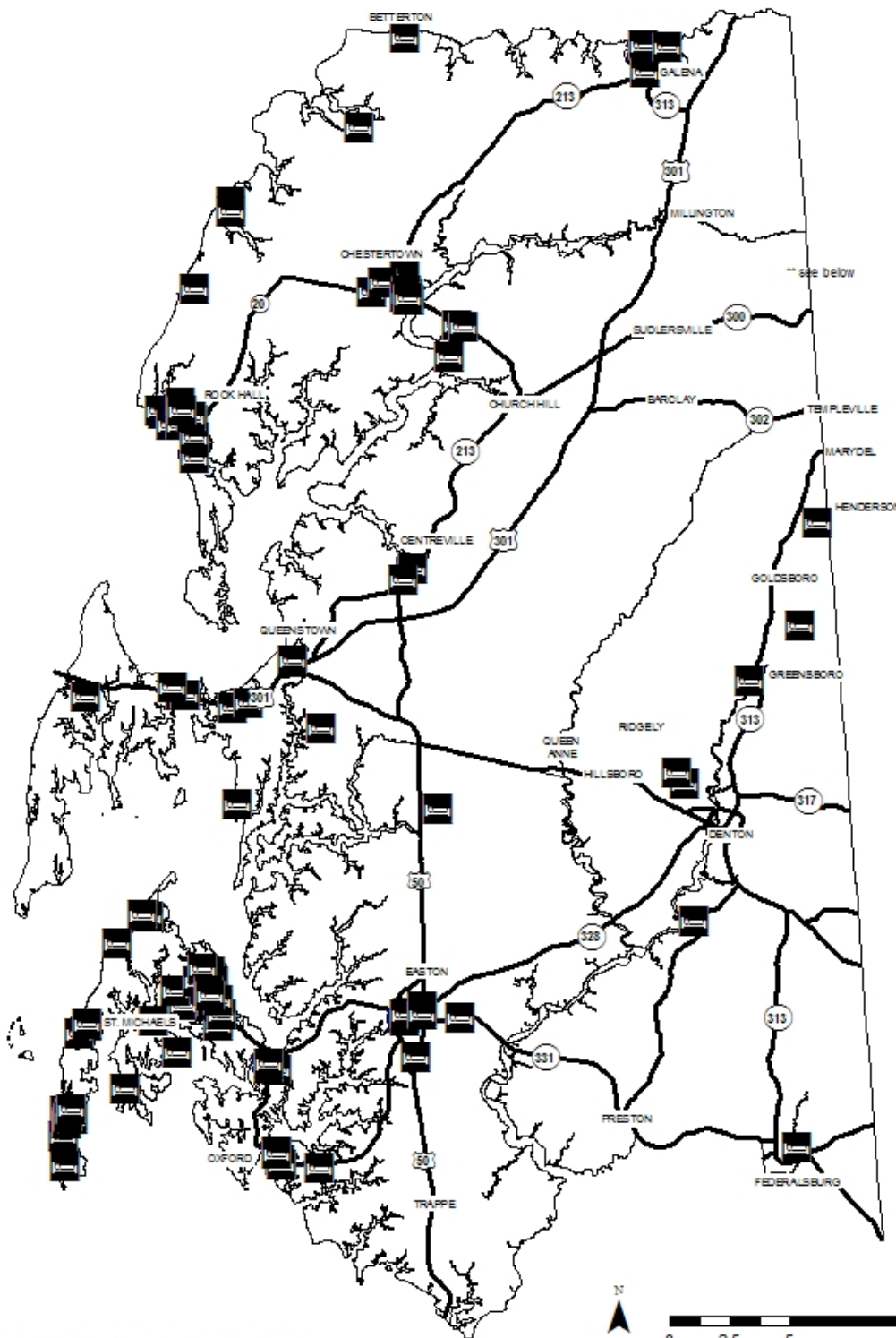
- 4-33 Encourage qualified communities to pursue arts & entertainment districts (Denton is already doing this)
- 4-34 Longer term, consider establishing a “holiday package with a difference” program for volunteers to contribute hands-on labor for with historic sites, scenic byways, parks, wetlands, etc. This could be modeled on the well-established program in Great Britain, the British Trust for Conservation Volunteers (<http://www.btcv.org/>). (Repeated in Chapter 7)





Figure 4-12 Sudlersville's Train Station Museum

Tourism: Lodging

MAP 7A-1



Stories of the Chesapeake Heritage Area*

-  Lodging
-  Major Roads

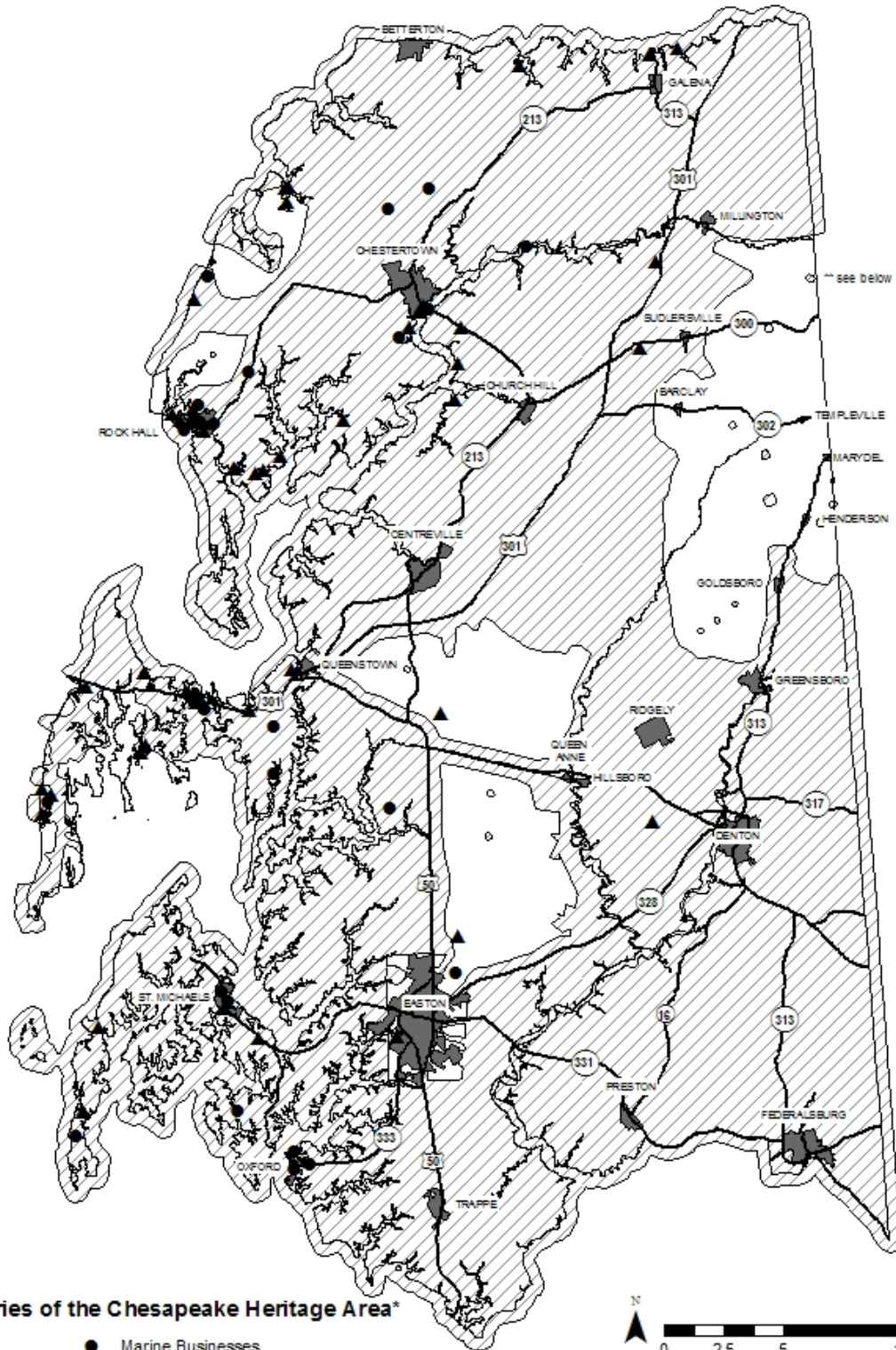
*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
**Bubbles are enlarged for display purposes.
Data derived from ESHI, ESRI, and the Washington College GIS Laboratory.



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by the Washington College GIS Laboratory,
Chestertown, Maryland. 10/26/04.

Tourism: Marine and Recreation Businesses

MAP 7B-1



Stories of the Chesapeake Heritage Area*

- Marine Businesses
- ▲ Recreation Businesses
- Major Roads
- Municipalities

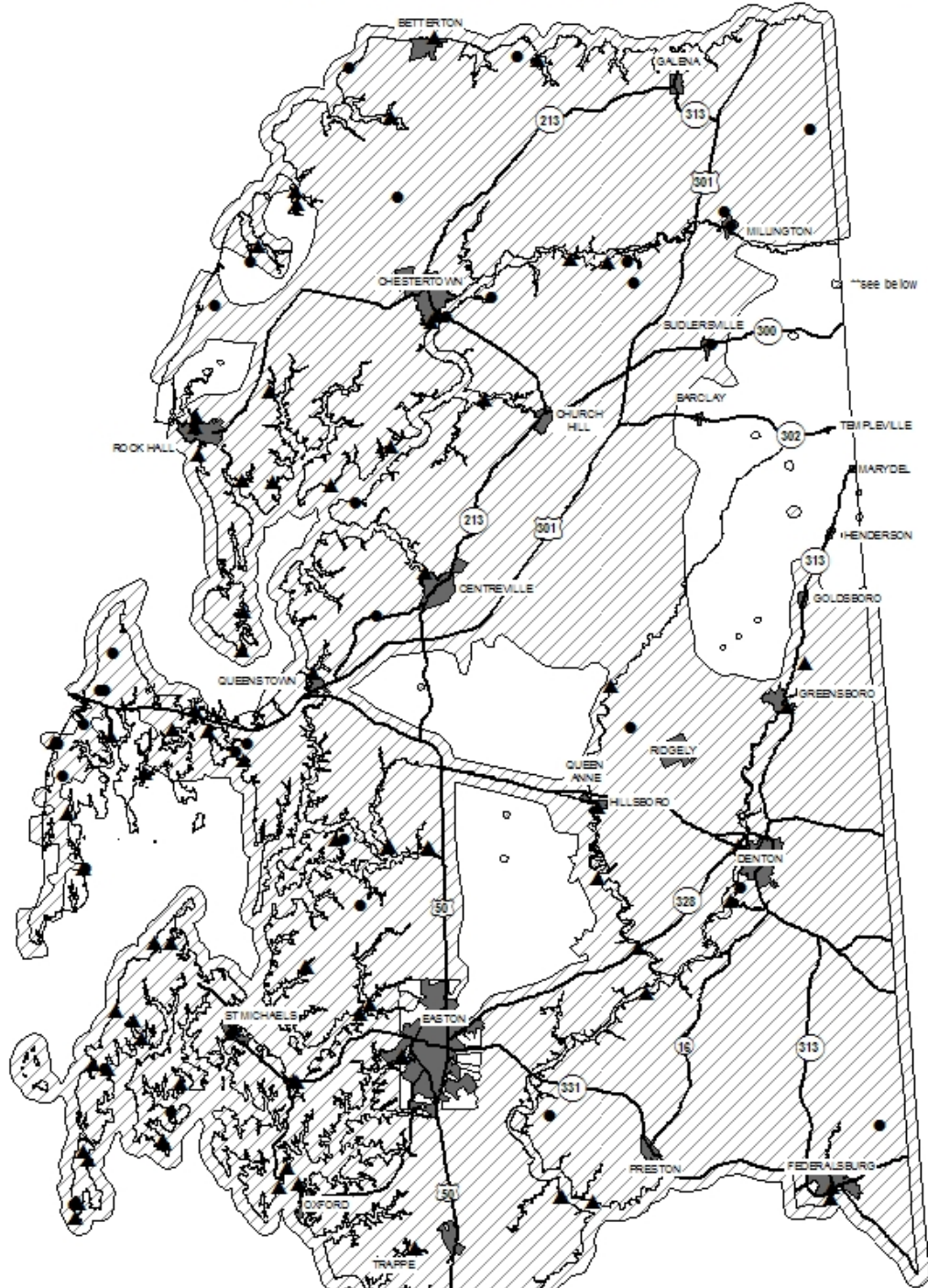


*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
 **Bubbles are enlarged for display purposes.
 Data derived from ESRI, ESRI, and the Washington College GIS Laboratory

Prepared for Eastern Shore Heritage, Inc.
 by the Washington College GIS Laboratory.
 Chestertown, Maryland. 10/26/04.

Tourism: Public Recreation Sites

MAP 7C-1



Stories of the Chesapeake Heritage Area*

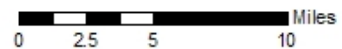
- ▲ Public Landings and Boat Ramps
- Recreation*
- Major Roads
- Municipalities
- ▨ Certified Heritage Area

*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.

**Bubbles are enlarged for display purposes.

*Includes parks, piers, wildlife sanctuaries, and water access.

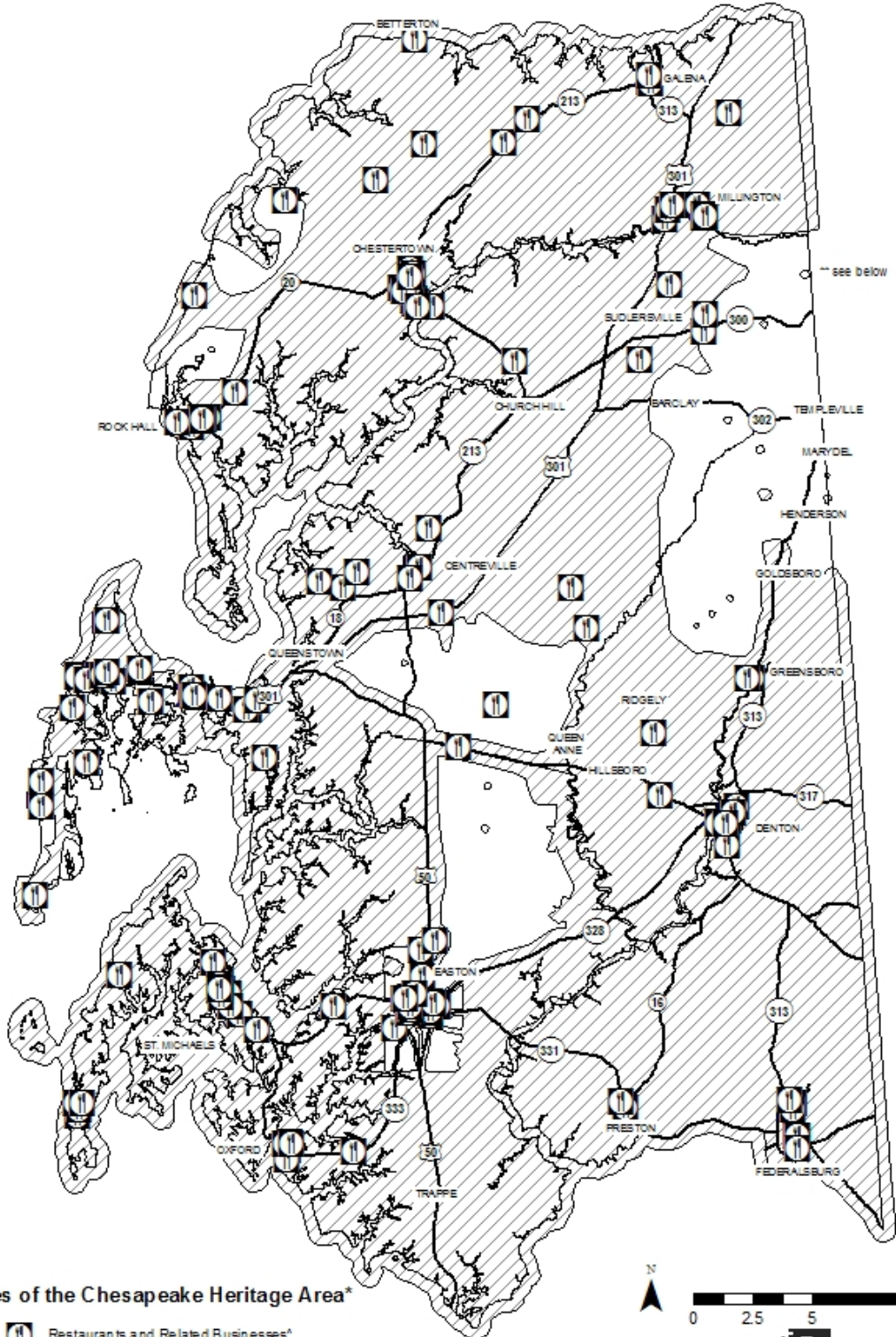
Data derived from Talbot County, ESHI, ESRI, the Washington College GIS Laboratory, and the 2000 Public Access Guide map from the Chesapeake Bay Program, Virginia, Pennsylvania, Maryland, and the District of Columbia.



Prepared for Eastern Shore Heritage, Inc.
by the Washington College GIS Laboratory.
Chestertown, Maryland. 11/10/04.

Tourism: Restaurants and Other Tourism-Related Food Businesses^{^^}

MAP 7D



Stories of the Chesapeake Heritage Area^{*}

-  Restaurants and Related Businesses^{*}
-  Major Roads
-  Certified Heritage Area

^{*}Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
^{**}Includes restaurants, cafes, ice cream shops, delis, and locally grown produce
^{^^}Bubbles are enlarged for display purposes.
 Data derived from ESHI, ESRI, and the Washington College GIS Laboratory

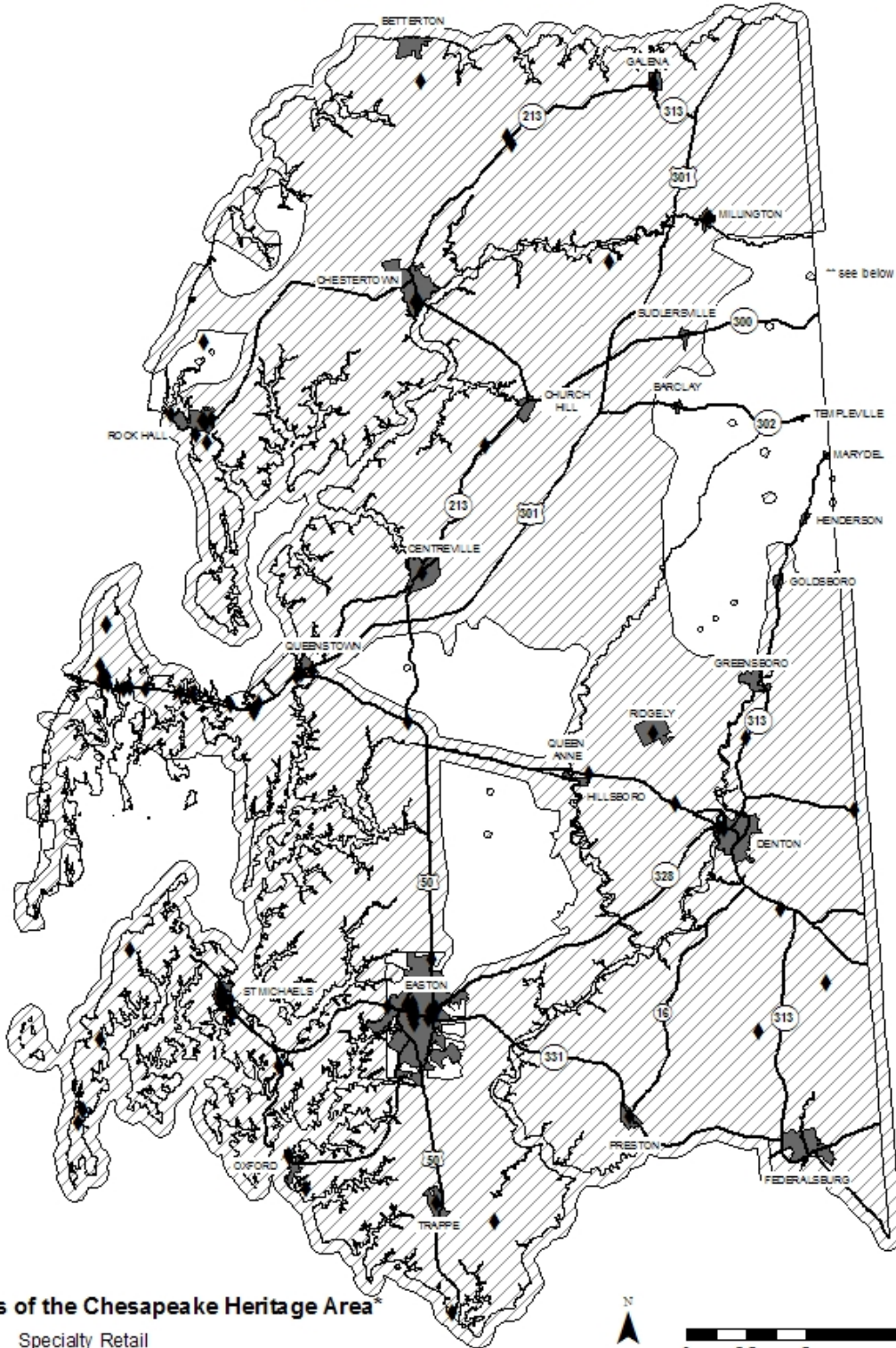
^{^^} too numerous to label - see lists in Appendix (Volume 3)




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 Chestertown, Maryland. 10/26/04.

Tourism: Specialty Retail^^

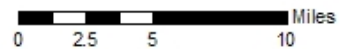
MAP 7E



Stories of the Chesapeake Heritage Area*

- ◆ Specialty Retail
- Major Roads
- Municipalities
- ▨ Certified Heritage Area

^^too numerous to add labels - see lists in Appendix (Volume 3)



*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
 **Bubbles are enlarged for display purposes.
 Data derived from ESHI, ESRI, and the Washington College GIS Laboratory.

Prepared for Eastern Shore Heritage, Inc.,
 by the Washington College GIS Laboratory,
 Chestertown, Maryland. 11/10/04.



Figure 4-13 Washington Street, Easton

5 Making Connections

INTRODUCTION

The Maryland Heritage Areas Authority states that “one of the key opportunities in heritage areas is to foster more explicit connections—physically via trails, tour loops, and experientially via interpretive threads, cooperative interpretive or special event experiences, etc.”—and further asks that heritage area management plans explain how better connectivity will take place as the result of the heritage area. In addition to physically linking sites through trails, scenic byways and tour routes, the MHAA suggests that the plan address such potential linkages as various forms of packaged visitor services (bike/bed & breakfast packages, and coordinated passport ticketing for museums, for instance).

Chapter 3 offers guidance on creating interpretive linkages, and Chapter 4 outlines possibilities for packaged visitor services. This chapter addresses physical linkages. These include wayfinding and visitor orientation, roads and highways, and recreational linkages. Recreational opportunities are especially rich in the Stories of the Chesapeake Heritage Area and are to be an explicit subject of heritage area planning for the visitor experience wherever possible.

RECEIVING AND ORIENTING VISITORS

Typically, heritage areas seek to create some kind of unified, “opening” experience for visitors, as a way of orienting them to the multiple tourism opportunities in a given region. This gives the visitor a sense of having arrived at a destination, and an opportunity to prepare and explore with minimal investment in travel time. Fortunately, in this region, there are enough existing sites that are open sufficiently (five to seven days per week) that it is not necessary to build such visitor reception and orientation sites. Moreover, each

county possesses one premier visitor site for history, and one for natural resources—which can help to emphasize the dual nature of the experience to be encouraged here.

It should be possible to create a system linking these multiple sites:

- The Chesapeake Bay Maritime Museum—already designated an interpretive “hub” for the entire Eastern Shore under the Chesapeake Bay Gateways Network, CBMM could enhance its hub exhibit with information helping the visitor understand the historical and natural context of the region and opportunities to visit sites throughout the region;
- The Museum of Rural Life and Old Harford Town Maritime Center/Wharves of Choptank Crossing in Denton (these would need to work out a way of sharing the load of receiving visitors five to seven days a week);
- Adkins Arboretum (the “natural half” of the system for Caroline County);
- The Chestertown Visitor Center and Geddes-Piper House (as in Denton, these sites could combine forces to share the load seasonally and weekly);
- Eastern Neck National Wildlife Refuge (the “natural half” of the system for Kent County);
- Chesapeake Exploration Center (the “historical half” of the system for Queen Anne’s County, and as a regional information center already designated by the Gateways Network, well positioned near the Bay Bridge to orient all visitors entering the heritage area from the west);
- Chesapeake Bay Environmental Center (the “natural half” of the system for Queen Anne’s County);
- The Historical Society of Talbot County; and
- Pickering Creek National Audubon Center (the “natural half” of the system for Talbot County).
- The state’s Welcome Center on U. S. Route 301 in Queen Anne’s County should be incorporated into this system with a small display directing visitors to the visitor reception centers on their route.

Local Visitor Centers

Municipalities not now served by visitor centers should consider ways to establish these over the long term. This does not necessarily mean a purpose-built visitor center, although these can be wonderful (such as Chestertown's new visitor center, pictured in Chapter 2, or the one planned for Denton). Easton created a similarly functional visitor center out of an existing building. The Denton Visitor Center is a critical amenity for the Heritage Area, given that a gateway for visitors entering the heritage area on Route 404 does not presently exist. Smaller communities might create a small display outside or inside their town halls (inside being the better to offer restroom facilities), or “co-op” with the library, the police station, or a local museum or business. The Town of Galena works with the Kent County tourism office and a local antiques business to make information materials available to visitors in that business location. Both Millington and Betterton have proposed sites to welcome and orient visitors among their projects listed in this plan.



Figure 5-1 Easton Welcome & Resource Center

One of Easton's old firehouses now functions as the town's visitor center and houses the Talbot County tourism office, plus Easton's economic development specialist and meeting space. In the system of visitor reception for the heritage area, this is the first visitor information site encountered by U.S. 50 travelers heading into the heritage area. This office is therefore both a gateway to the heritage area and a local visitor center.

SIGNS: FINDING ONE'S WAY

“Wayfinding” signage is generally a system of special directional signage for visitors. Such a system adds to both the experience and the commerce of tourism. While little of such signage has yet to find its way here, the need for it has been an important part of the discussion for this heritage area. It would be best for a regional system to be planned and designed in concert with local and state governments under guidance from the Maryland Heritage Areas Authority (which has some ambition for a statewide system). Eastern Shore Heritage, Inc., could provide the regional planning and coordination among jurisdictions that would be needed to make such a system become reality, including, if appropriate, collaboration with the other two Eastern Shore heritage areas. Such a plan would identify standards for design and location, suggest locations, explain priorities, and calculate costs. An estimate of \$1.09 million included in the suggested investment target for the heritage over ten years in this heritage area plan would be refined in such a specialized plan for wayfinding, to be confirmed or altered as the wayfinding plan's recommendations would require.

Sign Benefits

A regional signage system on local roads can help visitors find their way to remote or obscure sites, link multiple locations, promote interpretive sites (and businesses, depending on the system adopted), and confer a unified identity region-wide, as distinct from the statewide system mentioned earlier in the section on findings. In this heritage area, a regional signage system could also enhance visitor access to the Chesapeake Bay Gateways Network system, since network sites have only the standard marker signs on-site and no wayfinding signage.

Coordinating a Wayfinding System with Interpretive Signs

Wayfinding may be the most obvious use of signs, but signs are equally important in outdoor interpretation. A few sites around the region already have such interpretive signs—and the state of Maryland is developing “trails” of such signs to help illustrate Civil War and Underground Railroad history here—but many more are needed to help the landscape “come alive,” interpretively speaking. Ideally, but not necessarily, such signs could be coordinated with the wayfinding system’s appearance. Alternatively, participating sites with existing signs could adapt the Heritage Area’s logo (see Chapter 4) or some other kind of symbol to add to their recognition by visitors as a part of a regional system.

Drawbacks of Signage

Signs can clutter the landscape, especially when they are not coordinated—and with the landscape here as one of the heritage area’s primary assets, it is well to be very careful with this tourism tool. If signage is to proliferate in any case, helping various efforts to work together is critical to take greatest advantage of the opportunity to create a single identity among the four counties and minimize its overall impact.

For those organizations already making use of local directional signs, requiring early reinvestment simply for the sake of regional coordination of a system is wasteful of scarce resources. Again, adaptation of the Heritage Area’s logo or the development of some other kind of symbol that can be added to existing signs is a useful way to incorporate existing signs into a new regional system. Over time, as maintenance requires replacement, redesign to reflect a regional system may enhance existing signage systems.



Figure 5-2 Chesapeake Country State Scenic Byway Sign

Maryland’s SHA has installed state scenic byway signs throughout the state to help with wayfinding along these routes, which often follow different highway numbers. (If these routes become National Scenic Byways, they add a logo sign for the federal system.)

Unionville is a hamlet established in Talbot County near the Miles River after the Civil War by 18 returning black veterans, a story now celebrated by both a Maryland history sign, above, and a new Civil War Trail sign. William (Butch) Roberts, president of Verizon Maryland and Unionville native son (left), and Lt. Governor Michael Steele (right) and a Maryland National Guard color guard attended the sign's unveiling on Veterans' Day 2004. (Photo by Eric Lowery)



Figure 5-3 Unionville Civil War Trail sign celebration

TOURING THE STORIES OF THE CHESAPEAKE HERITAGE AREA

The beautiful and historic landscape of the Stories of the Chesapeake Heritage Area is a key part of the visitor experience in this region, but it is largely uninterpreted. Many sites that are not currently interpreted or accessible for the visitor could be woven into the visitor's experience of existing, accessible interpretive sites. Accordingly, one of ESHI's most important interpretive activities to be undertaken directly and immediately should be the creation of driving tours that highlight both interpreted and uninterpreted resources. This work can begin with the development of interpretive brochures, and be followed over time with the construction of outdoor interpretive signage and pulloffs. Here are key topics identified during the planning process: African-American heritage, natural history and birding, mills and mill sites, churches and cemeteries, old schools, and maritime heritage. Other possibilities include baseball and arts and crafts (traditional and otherwise).

The term "trail" may be substituted for "driving tour" in some of these cases—especially in the case of a "birding trail," which is a popular term for one kind of nature-based touring experience that is a current trend in outdoor



Figure 5-4 CBEC's Marshy Creek Canoe Trail Map

recreational development. (See, for example, <http://www.tpwd.state.tx.us/birdingtrails/>.)

Maryland's Office of Tourism Development is in the process of developing statewide Civil War Trails, including one that takes in Eastern Shore locations (see Chapter 3 for photo), and an Underground Railroad Trail. These involve the development of brochures, outdoor interpretive signs, and pull-offs where none exist.

Itineraries

"Itineraries" in the parlance of this plan implies more ephemeral touring—"tour of the week," "tour of the month"—and a greater mixture of topics and

experiences. Such itineraries could be developed to promote one-time or annual events or the opening of new businesses, or simply to encourage visitors to "touch base" with less-visited places. These itineraries could be linked to seasonal packages created by or for lodging and restaurants⁹ and be less thematic and more "see what's close by" in style. For example, Kent Narrows restaurants and lodging establishments might feature an itinerary that leads visitors to the Church Hill Theatre and downtown Chestertown one month, and sends visitors to the Avalon Theatre and the Old Wye Mill another month. St. Michaels establishments might encourage visitors to try "first Friday" gallery walks in Easton or Chestertown as part of a weekend itinerary that would include the Tilghman Island Water Trails on Saturday morning, and birding at the Jean Dupont Shehan Sanctuary (a National Audubon site) on Sunday morning. Easton establishments might encourage visitors to see Denton during a particular event as part of a two-night weekend itinerary.

WATER ACCESS

In this landscape, the experience of water is as important as enjoying the land. Finding ways to encourage visitors to enjoy water-based activities is critical to the long-term development of a high-quality

⁹ "Packages," another linkage term, means the combining of two or more commercial or interpretive opportunities, with or without a financial discount. Visitors appreciate packages because they often are too busy to do the research and reservations themselves, so that the advantage is one of convenience as much as cost savings.

visitor experience. Water trails offer an important form of touring the heritage area by water—and, if interpreted well, offer vicarious experiences even for those who do not actually go boating. Water trails should be developed on both the Chester and the Sassafras, each modeled on the trail for the Tuckahoe and Choptank Rivers, and in Eastern Bay, modeled on the Tilghman Island Water Trails. These would be additional water trail opportunities in this region for hand-carried boats. A cruising guide that provides touring opportunities for sailors and power boaters can create a kind of “water trail” experience for these under-served audiences.

For non-boating water access experiences, town waterfronts and dockside restaurants are critical. Most of these opportunities are already developed, but as commercial and residential development intensifies along the water in some locations, other opportunities may arise for providing additional public access to waterside walks. The closing off of currently accessible or visible waterside lands from public access or view should be discouraged wherever feasible. One possible (and simple) tour guide for visitors would be a “waterside walks” brochure. Map 8 shows the locations of marine and recreation businesses and Map 9 shows the locations of public recreation sites, including public landings.

WALKING TOURS AND TRAILS

There are only a few walking tours available in the many small towns and villages in the region; many more such tours are possible. Walking tour brochures are popular and relatively inexpensive interpretive/linking offerings that should be part of the early investment of the heritage area. Planning for Target Investment Zones (see Chapter 6) should include enhanced walking tours whenever feasible; business opportunities may exist in some communities to support guided walking or bus tours.

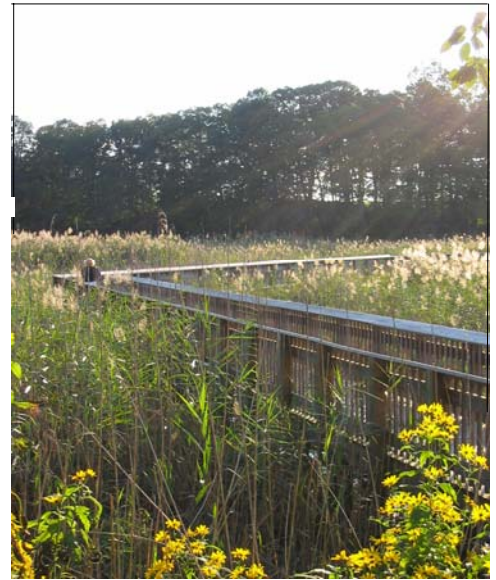


Figure 5-5 Centreville’s marsh boardwalk
Walking trails and boardwalks provided by towns and county recreation departments provide attractive access to watery areas. Centreville’s boardwalk bridging the marsh at the head of the Corsica River is a nice example of such recreational access. Maryland’s State Highway Administration makes federal funding available to support such facilities.

As for natural areas, walking trails and tour guides are especially well done in

Adkins Arboretum, Eastern Neck National Wildlife Refuge, Tuckahoe State Park, and Wye Island Natural Resource Management Area. Sassafras Natural Resource Management Area in Kent County should be the subject of additional trail and guide planning as development of this site proceeds in support of the state's nature tourism program or the Chesapeake Bay Gateways Network (or both).

One opportunity that may exist in some communities is to expand or create off-street walking trails and combine them with walking tours along existing streets. For example, Galena has suggested a "town path" (see Appendix 1-1). Church Hill could work with Queen Anne's County's Department of Parks and Recreation to create a walking path from the old mill site just south of town to Route 19 through an undeveloped natural area owned by the county. If combined with a walking tour of the village's two main streets, such a walking path would create a loop trail.

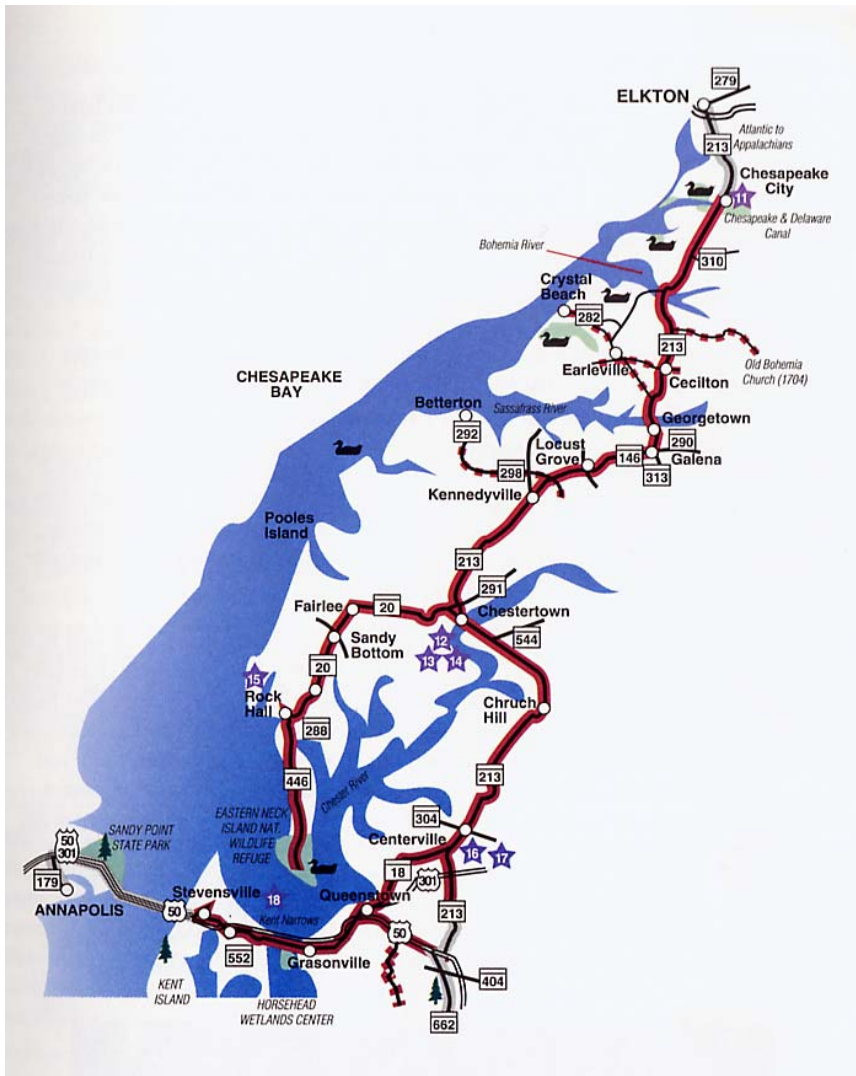


Figure 5-6 Chesapeake Country National Scenic Byway map
Cecil, Kent, and Queen Anne's Counties worked together to create a corridor management plan for the Chesapeake Country state scenic byway, winning national recognition for this route as a National Scenic Byway. Other state scenic byways in the region are potential candidates; as the Public Draft was distributed in November, Maryland's State Highway Administration announced that Caroline and Dorchester Counties will receive a federal grant to undertake the corridor management plan for the Underground Railway state scenic byway. Once designated, these routes are candidates for additional federal funding for projects included in their plans.

SCENIC BYWAYS AND ROADS

Designated scenic byways are an important tool for assuring that the visitor's experience in driving certain roads remains a high-quality one over time. The heritage area currently has one national scenic byway ("Chesapeake Country"), with a second one possible ("Underground Railroad"). As well as providing corridor management planning, these byways can reinforce the heritage area's interpretive messages and investment. Chesapeake Country, for example, is currently at work on an interpretive plan that echoes the interpretive outline proposed in this plan.

If the Underground Railroad Scenic Byway is ultimately designated as a national scenic byway, the only county that will not benefit directly from the promotional value of such a national designation is Talbot County. That county has a state scenic byway, also named "Chesapeake Country," which could qualify for funds for corridor management planning and potentially for national designation. The heritage area should support any future planning that might lead to corridor management planning and national designation.

The "Eastern Shoreway" concept described in the findings above includes enhanced landscaping with native plants, good modern design of highway improvements (perhaps employing public art), work with the state Welcome Center on interpretation about the natural and agricultural environment of the route, and protection of more farmland (much is already protected). The concept could also dovetail with the project proposed by the Chesapeake Fields Institute for an agricultural education center, which could be built along this route as an educational attraction. The "Eastern Shoreway" concept could be extended to U. S. Route 50 as well if state and local jurisdictions, together with their heritage areas, were to agree that the protection and enhancement of this major access road on Maryland's Eastern Shore would serve the visitor experience. The heritage area should support any future planning that would serve to enhance and protect the visitor experience along main access routes.

Highway Improvements

Whether or not roads are designated as scenic in this heritage area, for the most part, they ARE scenic. (The exceptions are short stretches of U. S. Route 50 through Kent Island and Easton—and in both cases, "strip doctoring" is underway, with oaks planted in the median on Kent Island, and utilities undergrounded in Easton, together with a long-term plan for improved signage and commercial building design as sites are redeveloped.) Accordingly, the Maryland State Highway Administration (SHA) should plan and design roadway improvements of all kinds carefully so as to reflect this scenic context, preferably upgrading them to "parkway" standards. This is one of the most critical elements of any of the state agencies' impacts in this heritage area that is governed by Certified Heritage Area status. (For more discussion of the review of state projects in heritage areas, see Chapter 8, Management.)



Figure 5-7 Easton's Rail Trail

The old railroad line running north-south through Easton is now a paved walking and bicycling trail that provides a safe, off-road way for town residents to access new ballfields built where Routes 322 and 50 rejoin. This trail and Kent Island's Cross Island Trail (pictured in Executive Summary) are the only "rail trails" existing in the region as of 2004, but many more are possible.



Figure 5-8 Hillsboro-Queen Anne railroad trestle
Candidates for "in-town" rail-trails include the abandoned line and trestle joining the tiny municipalities of Queen Anne and Hillsboro, divided by the Tuckahoe River. Two rail lines cross in Queen Anne; the one pictured here, owned by MDOT, would become a part of the American Discovery Trail if constructed.

Streetscaping in municipalities and villages is a second area where the SHA has had and can have a large and positive impact. Such improvements have been on hold in a number of communities (Stevensville, Centreville, Church Hill, and Hillsboro); the SHA district engineer serving this heritage area has already acknowledged that Certified Heritage Area status should confer higher priority on completing these projects when state funds become available.

BICYCLING

The Eastern Shore is already a popular venue for bicyclists, both organized and independent. Most of this cycling, however, occurs on the country roads here, where narrow, winding, shoulderless roads present safety challenges for both cyclists and automobile drivers. Where roads include shoulders—and the state's bicycling map encourages use of these roads to the exclusion of lesser ones—the cycling experience can be less pleasant owing to the higher speeds and heavier traffic found on such routes.

Perhaps the solution to these difficulties lies in encouraging the development of more off-road bicycling opportunities. There is a wealth of old railroad rights-of-way in the region, some of which are already publicly owned. A key priority in creating off-road bicycling should be to extend the Cross Island Trail on Kent Island further across Queen Anne's and Caroline Counties in order to complete the segment of the American Discovery Trail mapped across the heritage area. (The "ADT" is planned as a completely off-road, cross-country trail to extend from Cape Henlopen to San Francisco.)

Other off-road trail opportunities exist in Talbot County (the "Oxford-St. Michaels Loop"), Caroline County, and Kent County. Where opposition to some of these routes exists, it may be possible to create quite short lengths of these trails to encourage the development of a greater constituency for their extension. (This may already have worked in Talbot County, where the existing Easton Rail-Trail is highly popular and could readily be extended short distances beyond the town.)

As roads are improved in the region, accommodating bicycle use should be a conscious element of planning and design—for some roads, actually creating a separate bicycle roadway may be an option. For others, roadway and landscaping designs to reduce traffic speeds and improve bicycle access and safety may be a solution.



Figure 5-9 Old Queen Anne train Station

The history of travel and transportation is a major theme to be included in interpretive opportunities as linkages are developed throughout the Stories of the Chesapeake Heritage Area (see Chapter 3). This picture postcard view of the impressive train station that once stood in Queen Anne signals how important rail transportation was to the region. The “twin towns” of Hillsboro, the older of the pair and founded to take advantage of water access on the Tuckahoe River, and Queen Anne, better situated for the building of the railroad and stimulated to growth by its construction, offer a unique opportunity to tell the story of how communities in the region have developed in response to geography and transportation. (Image courtesy of Francis Breeding)

For more guidance in sorting out the opportunities, opposition, and options for expanding bicycling opportunities in the region for visitors and residents alike, the heritage area’s four counties should consider joining together to undertake a regional bicycle-pedestrian safety plan, using federal funds.

As added reinforcement, but also to work on such other linking needs as public landings for water access and the protection of scenic vistas, the four counties of the heritage area should consider undertaking a regional recreation plan to enhance and link the rich array of resources shown in Map 9. This could take the form of a special initiative, or in the next round of five-year updates of the Land Preservation and Recreation Plans, the four counties could obtain permission from the Maryland Department of Planning to create a single, regional plan.

ESHI'S ROLES IN CREATING LINKAGES

Heritage management plans typically call for more planning; while we have endeavored to limit this, the topic of linkage requires two additional plans.

ESHI will:

- Take the lead in the development of a regional signage plan and work toward its implementation, as described in Chapter 5;
- Foster collaboration among the four county parks and recreation departments on regional planning for recreational opportunities that supports access to the water, bicycling, and acquisition of additional properties affording outdoor recreation¹⁰;
- Work to develop a system for visitor orientation using designated sites across the four counties—a pair in each county, one natural and the other historic, as described in Chapter 5—and later, work with individual municipalities and selected villages to create local visitor centers;
- Create touring opportunities, as described above under interpretation;
- Support scenic byways and their management groups, at both the national and state levels; and
- Sponsor or convene biannual or yearly regional gatherings of administrators of natural, recreational, and environmental education programs and sites to exchange information and ideas.

STRATEGIES & ACTIONS FOR LINKAGES

Priorities for Linkages

Short-term priority is to develop the visitor orientation system and driving tours.

Mid-term priority is to encourage the development of two regional plans, on signage and recreation.

¹⁰ It is possible that a bicycling and pedestrian plan on a regional basis, funded through state and federal transportation funds, would accomplish part of the regional planning for recreational opportunities. In addition, the four individual counties' next round of work on updating their Land Preservation and Recreation Plans—especially if coordinated—could contribute to a regional recreation plan.



Figure 5-10 Avalon Floating Theatre

The Avalon Floating Theatre, model for the novel and movie "Showboat," tied up at Joppa Wharf, Denton. Steamboats were a major travel mode in the 19th and early 20th centuries; every small town on the water had a landing for shipping passengers and freight.

Longer term priority is to establish outdoor interpretive signs (also a long-term activity under interpretation), which will enhance linkages over time. Also over the long term, the development of visitor centers for municipalities and villages is to be a focus.

The following strategies and actions are drawn from the preceding discussion, organized under objectives that relate to the goals as discussed in Chapter 2 and providing additional details.

Objective: Create a Visitor Reception System

- 5-1 "Build" a visitor orientation system around existing sites
- 5-2 Enhance the Bay Country Welcome Center on U. S. Route 301 with a small display encouraging visitors to find their way to the visitor reception and orientation sites comprising the regional system
- 5-3 Encourage the creation of "small town" visitor centers in willing communities, using existing sites or businesses where possible.
- 5-4 Enhance the Chestertown Visitor Center and the planned Denton Welcome Center with a small display encouraging visitors to find their way to the visitor reception and orientation sites comprising the regional system

Objective: Create a Wayfinding System for the Region

- 5-5 As a critical top priority, work with the four counties and other partners to create a wayfinding system for local roads.
- 5-6 Design and construct a wayfinding system.
- 5-7 Provide signs naming each stream crossing in the region

Objective: Create Itineraries and Interpretive Tours & Guides for Autos, Cyclists, Walkers, Birders, & Boaters (see section in Chapter 3, Interpretation)

Objective: Focus on Scenic Byways & Heritage-area Quality for Road Improvements (see also Chapter 7, Stewardship, “Scenic Character”)

- 5-8 Support development of designated national scenic byways: the Chesapeake Country National Scenic Byway
- 5-9 Support planning for corridor management and potential national scenic byway designation for the Underground Railroad Scenic Byway in Caroline County
- 5-10 Explore the extension of the Chesapeake Country National Scenic Byway into Talbot County
- 5-11 Seek demonstration funds to plan for the enhancement of Route 301 from the Delaware line south for 35 miles, to be known as the Eastern Shoreway
- 5-12 Extend the Eastern Shoreway concept to Route 50 south of "the Split"
- 5-13 Request that any dualization of Route 404 be planned and designed to parkway standards (and similarly for other major road projects within the Certified Heritage Area). (Repeated in “scenic protection.”)

Objective: Plan for More Off-Road Bicycling, Bike & Pedestrian Safety

- 5-14 Encourage the development of a four-county bicycle-pedestrian plan to enhance safety, walkability, and enjoyment of communities and landscapes. Explore the development and long-range planning for off-road bicycle routes on existing publicly owned railroad rights-of-way.

Objective: Establish an Awards Program

- 5-15 Recognize the work of nonprofits, community events, and governmental jurisdictions in linking the region, including recreational linkages, signage linkages, driving linkages, and partnerships among sites.

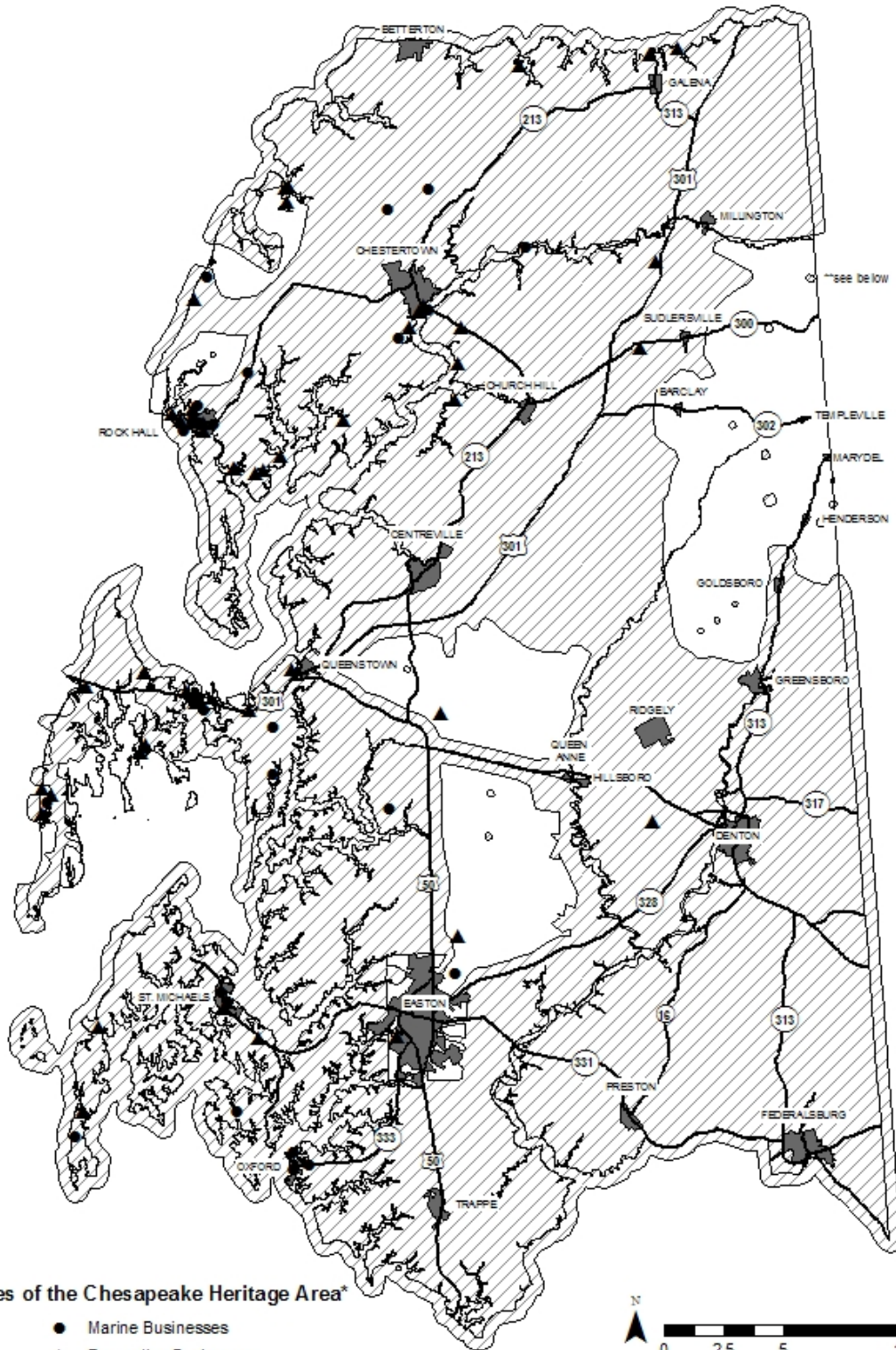


Figure 5-11 A scenic country lane photographed during the cultural landscape assessment (described in Chapter 7; photo by John Milner Associates, Inc.)

Map 9 Linkages: Marine and Recreation Businesses

Linkages: Marine and Recreation Businesses[^]

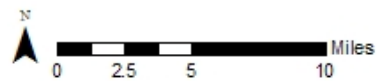
MAP 8



Stories of the Chesapeake Heritage Area^{*}

- Marine Businesses
- ▲ Recreation Businesses
- Major Roads
- Municipalities
- ▨ Certified Heritage Area

[^]for details, see
Map 7B-2, Volume 3

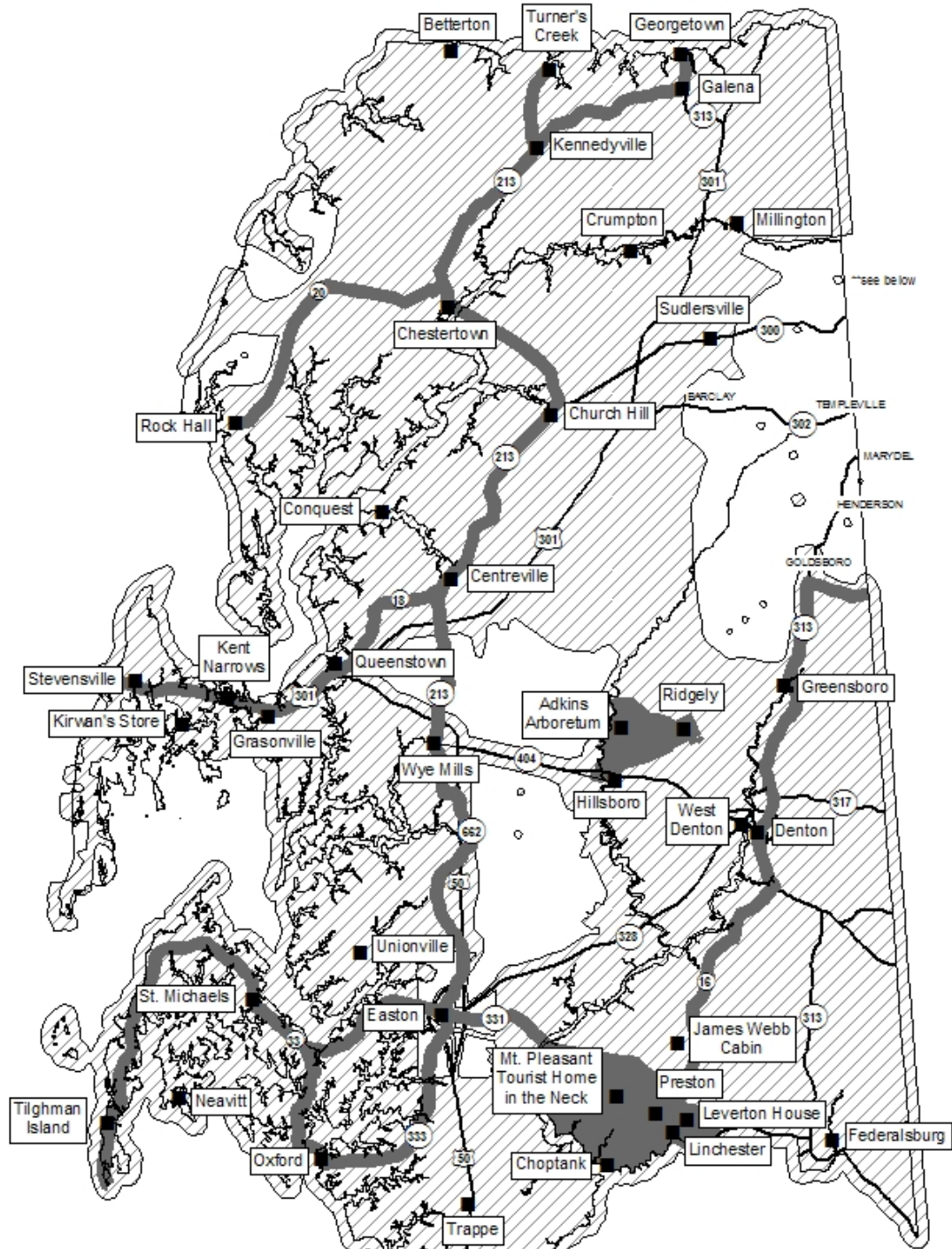


^{*}Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
^{**}Bubbles are enlarged for display purposes
Data derived from ESHI, ESRI, and the Washington College GIS Laboratory

Prepared for Eastern Shore Heritage, Inc.
by the Washington College GIS Laboratory.
Chestertown, Maryland. 10/26/04.

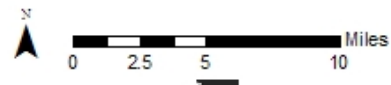
Potential Target Investment Zones[^]

MAP 10



Stories of the Chesapeake Heritage Area^{*}

- Potential Target Investment Zones
- Potential Target Investment Zone Route
- Major Roads
- Certified Heritage Area



[^]consult Chapter 6 for the process of converting Potential Target Investment Zones to a approved TZs

WASHINGTON COLLEGE

Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 11/9/04.

^{*}Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
^{**}Bubbles are enlarged for display purposes
Data derived from ESHI, ESRI, and the Washington College GIS Laboratory.

Map 10 Linkages: Public Recreation Sites

Map 11 Potential Target Investment Zones

6 Focusing State and Local Investment

INTRODUCTION

Under the Maryland Heritage Preservation and Tourism Areas Program, “Target Investment Zones” are sites and areas where significant private investment in support of heritage tourism is to be encouraged. (The use of the word “zone” has nothing to do with local zoning ordinances.) The program requires that TIZs must be able to “encourage demonstrable results and return on public investment within a relatively short period of time”—generally five years—and are to be defined using local heritage-area criteria based on state criteria. Certain financial benefits available from the state of Maryland in support of heritage areas are available only to projects within Target Investment Zones.

For TIZs involving multiple properties, which require the participation of the municipality or county in the heritage area’s decision to designate, TIZ designation has the additional benefit of encouraging joint action and planning among property owners and local government. TIZ designation also is expected to reinforce such other, existing designations as special taxation districts, locally zoned historic districts, National Register historic districts, Enterprise or Empowerment Zones, Designated Revitalization Areas, Maryland Main Street designations, state Priority Funding Areas, and Rural Legacy Areas. Community Legacy projects and programs may also benefit.

Table 6-1 Historic Preservation Tax Benefits Summarized

Status of Property		Benefits (all may be combined if other qualifications are met)			
Historic commercial property	Is the property official recognized as historic? (see key below)	Federal historic preservation tax credit	State heritage tax credit	Local property tax credit (if enacted by assessing jurisdiction)	Local property tax assessment freeze (if enacted by assessing jurisdiction)
	No LDHC, no NR				
	Yes LDHC, no NR				
	No LDHC, yes NR				
	Yes LDHC, yes NR				
	No LDHC, no NR, but in a CHA				
	No LDHC, no NR, yes CHA and TIZ (TIZ required)		Rehab project must support heritage tourism		
Historic residential, owner-occupied property (in Maryland)					
	No LDHC, no NR				
	Yes LDHC, no NR				
	No LDHC, yes NR				
	Yes LDHC, yes NR				
	No LDHC, no NR, but in a CHA				
	No LDHC, no NR, yes CHA and TIZ (TIZ required)		Rehab project must support heritage tourism		
Nonhistoric property, rehab project related to heritage tourism					
	Yes CHA, no TIZ				
	Yes CHA, yes TIZ				

KEY

LDHC=Locally designated historic district under Maryland Annotated Code 66B

NR=Federally designated in National Register of Historic Places; if in historic district, contributing structure; see map 15, Chapter 7, and lists in Chapter 7 (as of 2004)

CHA=Certified Heritage Area under Maryland Heritage Preservation and Tourism Areas Program

TIZ=fully designated Target Investment Zone under Maryland Heritage Preservation and Tourism Areas Program [MIHP=inventoried in Maryland Inventory of Historic Properties; this is not sufficient recognition alone for tax benefits (see map 15, Chapter 7)]

Federal historic preservation tax credit available for qualifying rehabilitation, qualifying amount of expenditure in relation to structure's value, 20% of qualifying rehab expenditures, limited to tax liability, spread over six years if necessary: <http://www.cr.nps.gov/hps/tps/tax/>

State heritage tax credit available for qualifying rehabilitation, qualifying expenditure, 20%, refund if liability is not sufficient, applies to nonprofits, different rules for commercial vs. residential: www.marylandhistoricaltrust.net

Qualifying rehabilitation for both federal and state: see "The Secretary of the Interior's Standards for the Treatment of Historic Properties, 1995," at http://www.cr.nps.gov/local-law/arch_stnds_8_2.htm

Local property tax benefits: see www.marylandhistoricaltrust.net

Target Investment Zone Benefits: Grants and Loans

Local jurisdictions or other appropriate entities are eligible for MHAA grants of up to 50 percent of projects involving property acquisition, development, preservation, and restoration. The maximum grant award is \$100,000, and projects may be phased.

Local jurisdictions or other appropriate entities are also eligible for loans made from the MHAA Financing Fund “for the preservation of heritage resources and the enhancement of heritage attractions and visitor services.” Local jurisdictions or 501(c)(3) nonprofit organizations may also seek loans for economic development projects that can produce a revenue stream sufficient to pay debt service on revenue bonds sold by MHAA.

Target Investment Zone Benefits: State Income Tax Credits

State income tax credits are allowed for the rehabilitation of non-historic structures, “the rehabilitation of which will significantly enhance the overall architectural, historical, or cultural quality of the heritage area and the visitor experience.” Specific to Target Investment Zones, state income tax credits are additionally allowed for the rehabilitation of non-listed, non-designated historic structures that are eligible for listing in the National Register of Historic Places. In the Stories of the Chesapeake Heritage Area, this is generally to be discouraged in the case of commercial buildings, since owners would forgo federal tax credits that would double the value of tax credits available for rehabilitation. Thus, in this heritage area this benefit is regarded as best used in the case of historic residential properties that do not otherwise meet designation requirements under the state of Maryland’s tax credit program.

Also specific to Target Investment Zones, state rehabilitation tax credits may be available for non-historic structures whose rehabilitation would significantly enhance the overall quality of the Target Investment Zone. This rehabilitation tax credit generally applies across the Certified Heritage Area for tourism-related business investments. Within Target Investment Zones, however, additional flexibility is available in extending the heritage tax credit to eliminate blight.

Target Investment Zone Benefits: Local Property Tax Credits

Local property tax credits in the form of an offset of property taxes owed in an amount equal to the increase in property taxes resulting from the rehabilitation improvements for a period of up to 10 years may be enacted by local governments. In the Stories of the Chesapeake Heritage Area, such local property tax credit programs are to be encouraged, although it is recognized that current fiscal limits under which local jurisdictions operate mean that consideration of such programs may be significantly delayed following adoption of this plan. ESHI pledges to work with local jurisdictions to obtain

fiscal impact analyses of such programs, when jurisdictions are ready and as ESHI staff time and other resources allow.

CRITERIA FOR TARGET INVESTMENT ZONES

Eastern Shore Heritage, Inc., used the following criteria for identifying the Proposed Target Investment Zones described later in this chapter, and will continue to use these criteria for identifying new PTIZs:



Figure 6-1 Conquest, future attraction and park in Queen Anne's County (see PTIZ list)

1. **Relationship to Other Designations**—Proposed TIZs should overlap as much as possible with other local, state, and federal “revitalization” designations. As most towns will have one or more such designations, extra consideration will be given to these particular revitalization/preservation designations: local historic area zoning, National Register status, and/or significant private preservation (e.g., conservation or preservation easement).
2. **Data Collection**—Boundaries for TIZs should be drawn in a way that facilitates the collection of performance data. (See Chapter 8, Management)
3. **Tourism Benefits**—Proposed TIZs should have the potential to leverage private investment to produce measurable tourism benefits. Proposed TIZs already recognized as destinations for visitors receive extra consideration.
4. **Preservation Benefits**—Proposed TIZs should be capable of leveraging private investment to promote measurable historic preservation (or land conservation).

5. **Readiness**—Proposed TIZs must be able to identify projects within the TIZ that are ready for implementation within five years.
6. **Regional Benefits**—Proposed TIZs or projects within them should reflect the interpretive themes that define the heritage area as a whole. Proposed TIZs may also articulate or commit to other regional benefits in support of their designation.
7. **Ability to Leverage Resources**—Proposed TIZs must be able to attract additional public and private funds and resources in support of projects within the TIZ.
8. **Regional Equity and Balance**—Proposed TIZs should be spread throughout the four-county region, and should not overemphasize one type of resource or one theme at the expense of others. Equal county participation and access to funding is desirable, as is the use of a fair and equitable process to allocate ESHI’s technical assistance and actual designations.
9. **Political Support**—It is crucial for proposed TIZs to have the backing of county and municipal officials in the region, because the powers exercised by these officials are critical to the long-term success of any TIZ.
10. **Interpretive Benefits**—Proposed TIZs, especially single-site TIZs, should support or have the potential to support the proposed regional interpretive system and be committed to the adoption and, over time, the use of the interpretive framework described in this plan.

In the Stories of the Chesapeake Heritage Area, the strongest TIZ candidates will be those that function as nodes of interpretation, commerce, and transportation and those sites that build “critical mass” for the visitor experience. Sites within towns and cities have an advantage, because they already serve as nodes of economic activity, and they are well connected by roads and waterways. The success of a heritage area, however, depends just as heavily on establishing and maintaining interpretive links between sites. Interpretive sites are connected to each other by the historical, cultural, and natural themes that they hold in common. Sites that serve as nodes in multiple networks (visitor circulation, including recreational linkages; tourism services; and the interpretive system) are the most likely to be strong TIZ candidates. Each of the region’s TIZs should show a high potential for investment that will benefit the entire region.

THE PROCESS FOR DESIGNATING TARGET INVESTMENT ZONES

This chapter lists Proposed Target Investment Zones that are expected to be so designated over the next ten years. See Appendix 6-2 for further information on application procedures for converting a PTIZ to TIZ status.



Figure 6-2 Crumpton, unincorporated village (Photo by John Milner Associates, Inc.)

Guidelines for Establishing Target Investment Zones

The boundaries of a TIZ must be defined using the ten criteria outlined above and linked to the strategies and actions contained in the Management Plan. A named TIZ may be a single area or site, or it may include two or more non-contiguous areas. It may be as expansive or as limited as is believed appropriate to achieve the desired private investment and overall success.

Target Investment Zones in the Stories of the Chesapeake Heritage Area are named only from an existing list of Proposed Target Investment Zones (PTIZs). Sites not on this existing list that wish to achieve TIZ status must first seek the interim designation of PTIZ; they should consult the list of ten criteria above and write a letter to ESHI outlining how the potential PTIZ meets or proposes to meet these criteria. New PTIZs must be approved by all jurisdictions that are signatories to this plan.

TAKING ADVANTAGE OF STATE HERITAGE TAX CREDITS FOR HERITAGE AREA PROJECTS

The Maryland Historical Trust operates a state heritage tax credit program for the rehabilitation of structures designated at the local and state levels. Such structures are generally listed in or eligible for the National Register of Historic Places either as individual structures or as contributing structures within a historic district, or they are contributing structures included within a locally designated, locally regulated historic district. For more explanation of the heritage tax credit as applied to such structures, see www.marylandhistoricaltrust.net.

Under the state's heritage area program, two additional, limited categories were established to permit the use of the heritage tax credit to support the rehabilitation of heritage structures that will significantly enhance the overall architectural, historical, or cultural quality of the heritage area and visitor experience:

- For structures eligible for but not listed in the National Register that are within formally designated Target Investment Zones, and
- For structures that are not historic, that is, not designated as a historic property by the National Register or under local law, and not located within and contributing to a local or National Register district. Such structures may be found anywhere within the Certified Heritage Area, not just in Target Investment Zones.

Please see Appendix 6-4 and Appendix 6-5 for more information that can be used to inform investors of these opportunities.



Figure 6-3 Chestertown's Fountain Park



Figure 6-4 Gabby's Books & Gifts in Denton



Figure 6-5 Museum of Rural Life, Denton

PROSPECTIVE TARGET INVESTMENT ZONES

Following is a discussion of individual zones and sites, several of them linked for ease of discussion and future administration. They are shown in Maps 10 and on the individual county maps found at the end of this volume, Maps 11-14. For additional information about possible projects in these zones, consult the project list in the appendices to Volume 3.

PROSPECTIVE TARGET INVESTMENT ZONES— CAROLINE COUNTY

Denton

Denton's downtown area could benefit extensively from TIZ status, and it is expected that such a TIZ would be among the first to be named. Projects would relate to the Wharves at Choptank Crossing and Fourth Street economic development projects, the Old Harford Town Maritime Center, the Main Street project, the Rural Life Museum, and (possibly) the county courthouse and Community Legacy projects; other

projects could be identified in the process of planning the final TIZ designation.

Denton might alternatively decide to join with other jurisdictions to become part of an Underground Railroad Scenic Byway TIZ as described below.

Federalsburg

The Federalsburg PTIZ would help to improve Federalsburg's downtown, especially its south Main Street initiative (including potential waterfront improvements), and special projects in the immediate area, including completion of the Marshyhope greenway trail, rehabilitation of a 20th century log cabin in Chambers Park, and the possible acquisition of an old building for adaptive use for community needs.



Figure 6-6 Federalsburg and Marshyhope Creek

Poplar Neck Underground Railroad Region (Preston)

The Poplar Neck region includes the town of Preston, the village of Linchester, the Linchester Mill Complex and Pond, the Leverton House, the James Webb Cabin, Jonestown, and the proposed B&B lodging to be known as “Tourist Home in the Neck.” Many sites are expected to be associated with the Underground Railroad, but tourism projects related to sites that are not known for this association could also be included. Although the area is mapped as a large area, it is possible that a limited number of sites would actually be named and mapped conservatively (singly, taking in a limited area) but grouped under the same name to aid in the administration of the TIZ. Corridor planning for the Underground Railroad Scenic Byway (see discussion immediately below) is expected to assist in identifying other opportunities that are not named here.



Figure 6-7 James Webb Cabin, c. 1852, Preston area

Tuckahoe-Ridgely Region (Ridgely, Hillsboro, Queen Anne)

The Tuckahoe-Ridgely region includes at least the portion of Tuckahoe State Park that includes the private, nonprofit Adkins Arboretum (currently raising funds to expand its visitor facilities), downtown Ridgely, and Hillsboro. This designation could also include project sites in the municipality of Queen Anne across the river in Queen Anne’s County, or in the unincorporated portion of Queen Anne in Talbot County.* Although mapped as a large area, it is possible that a limited number of sites would actually be named and mapped conservatively (singly, taking in a limited area).



Figure 6-8 Hillsboro's Main Street



Figure 6-9 Preston's Main Street

Underground Railroad Scenic Byway (Greensboro, Denton, Preston)

Maryland's Underground Railroad Scenic Byway passes through Preston on Route 16, goes north to Denton by that route, and then proceeds to Greensboro on Route 311. Sites along this route are eligible for TIZ status following the completion of a scenic byway management plan unless specifically mentioned in this plan (see Underground Railroad PTIZ above). Within the incorporated towns, TIZ status would be conferred in order to improve the downtowns or such existing tourism businesses as Harry's Restaurant or the

Greensboro Hotel in Greensboro. Preston is mentioned in both the Underground Railroad byway and Poplar Neck PTIZ in order to accord the widest opportunity to the town to associate with both initiatives. The same goes for Denton, which could be named separate and independent of the Underground Railroad byway PTIZ.

PROSPECTIVE TARGET INVESTMENT ZONES KENT COUNTY



Figure 6-10 Betterton's beach beside Chesapeake Bay

Betterton

Betterton has suggested at least two projects that may call for TIZ status to aid in the creation of visitor facilities: the conversion of a vacant church to community space and the development of a business with a "memorabilia room." A kiosk on the beach may or may not also be a capital project, depending on design and expense.

Chestertown

Chestertown's downtown area could benefit extensively from TIZ status, and it is expected that such a TIZ would be among the first to be named. A large number of projects proposed for Chestertown are listed in Appendix 1-1; also included could be the undergrounding of utility wiring in the downtown, construction of a rail-trail segment serving the downtown (and out to the town boundary), and installation of significant interpretive public art relating to the National Scenic Byway (see below). Chestertown might also join with other jurisdictions to become part of an Underground Railroad Scenic Byway TIZ as described below.



Figure 6-11 Chestertown's clock tower (Stam Hall), Prince Theatre, and Imperial Hotel

Chesapeake Country National Scenic Byway, Kent County Routes, Including:

Chestertown

Galena

Georgetown

Kennedyville

Rock Hall

Turner's Creek Area

The Chesapeake Country National Scenic Byway has a completed management plan that provides guidance for TIZ designations along the route, as well as a pending interpretive plan that will provide more details about potential capital investment projects. Although it is expected that the greatest use of TIZ status will be to benefit incorporated areas, unincorporated areas may also be designated if they meet the criteria.

Eastern Neck National Wildlife Refuge is also eligible if TIZ status is needed to assist in the interpretation of the byway or the development of other visitor facilities.



Figure 6-12 Rock Hall's Main Street



Figure 6-13 Millington shops

Millington

TIZ status for Millington is expected primarily to benefit the small commercial area of the town, which hopes to recreate its old railroad station as a local visitor center and encourage commercial redevelopment of a Victorian building as an arts and crafts market. This designation could include project sites in the unincorporated portion of this settlement across the river in Queen Anne's County and the site of an agricultural education center proposed for a nearby site on U. S. Route 301.

PROSPECTIVE TARGET INVESTMENT ZONES QUEEN ANNE'S COUNTY



Figure 6-14 Wright's Chance, one of Centreville's two house museums at the center of town

Centreville

Centreville's downtown area and port area could benefit extensively from TIZ status, and it is expected that such a Centreville TIZ would be among the first to be named. Centreville might also join with other jurisdictions to become part of an Underground Railroad Scenic Byway TIZ as described below. The preservation of the Centreville Wharf site (or a portion) for public use could be one goal of the TIZ, along with greenway improvements and expansion of town parks and trails.

Chesapeake Bay Environmental Center

Chesapeake Bay Environmental Center in Grasonville is raising funds to develop additional visitor facilities and interpretive installations.

Chesapeake Country National Scenic Byway, Queen Anne’s County Routes, Including:

Church Hill
Centreville
Queenstown
Grasonville
Kent Narrows
Chester
Stevensville

The Chesapeake Country National Scenic Byway has a completed management plan that provides guidance for TIZ designations along the route, as well as a pending interpretive plan that will provide more details about potential capital investment projects. Although it is expected that the greatest use of TIZ status will be to benefit incorporated areas, unincorporated areas may also be designated if they meet the criteria.

Crumpton

Crumpton has requested consideration of revitalization activities. There are no specific projects defined for this location; PTIZ status can be conferred only with more details. If these details are not available for the final plan, it is expected that a Crumpton TIZ must go through the entire designation process, which will require the assent of municipalities and counties signatory to the final plan.

Conquest

Conquest is a large county-owned site within the Spaniard’s Neck Rural Legacy Area. It is expected that the County, working with a foundation devoted to this site, would ultimately develop the acreage surrounding the current beach and pavilion into a park, conference center, and educational site, focusing on gardens.

Sudlersville

The Sudlersville TIZ designation would enhance interpretive opportunities in the area. Capital projects include development associated with the existing Train Station Museum; the memorialization of baseball player Jimmie Foxx (whose artifacts are held in trust for future display); the preservation of the Elliott Collier House (circa 1820), possibly for commercial use associated with tourism; the development of interpretive access to the Higman Mill site (an 18th century foundry site as well as a 19th century mill site); and further improvements to Dudley’s Chapel (1782). Other improvements to historic buildings could be stimulated by this TIZ, as well as the development of a local visitor center associated with one of the interpretive facilities.



Figure 6-15 Queenstown’s center



Figure 6-16 Elliott Collier House, c. 1820, Sudlersville, and early 20th century telephone exchange building



Figure 6-17 Easton's Avalon Theatre (old opera house)

PROSPECTIVE TARGET INVESTMENT ZONES TALBOT COUNTY

Easton

Easton's downtown area could benefit extensively from TIZ status, and it is expected that such a TIZ would be among the first to be named. The Port Street area of the town might also benefit from TIZ status.

Neavitt

Neavitt has one specific need, the rehabilitation of an old social center building to house the post office; this building was damaged in Hurricane Isabel (2003) such that the post office had to leave town temporarily, affecting the community bonds within this small watermen's hamlet. The post office could be an informal gathering spot where visitors can gain information about the town. The Jean Dupont Shehan Sanctuary, owned by the National Audubon Society, and Bozman, another watermen's community several miles away with a modest amount of commercial development, might also have projects that could be tied into this TIZ designation. (See photo of post office, Chapter 7, Community Character)



Figure 6-18 John Wesley Church, Oxford

Oxford

TIZ designation for Oxford could assist in developing a comfort station and pier, the preservation, interpretation, and community use of an African American Wesleyan church, and meeting the needs of the Oxford Museum in serving and educating visitors.

Tilghman Island

Talbot County and the Eastern Shore Land Conservancy have worked together to acquire land on Paw Paw Cove, on the island's west-facing shoreline, for the protection of scientifically valuable archeological deposits approximately 13,000 years old, and for careful development of the site for public recreation as a beach and park. The project will need funds for planning, design, and development. The beach is already part of the new Tilghman Island Water Trail. Many tourism businesses, primarily lodging and restaurants, but with some retail, could also benefit. (See photo of Paw Paw Cove, Chapter 7, Community Character.)



Gilbert Byron House, Pickering Creek National Audubon Center

Pickering Creek National Audubon Center

The specific intention for TIZ status for this single property is to assist with the final rehabilitation and interpretation of the Gilbert Byron House, which was moved to this site from its original location in St. Michaels. Its interpretation of Byron as a regional

writer of note aids in the presentation of the arts in relation to the Chesapeake Bay and the landscape. Other projects at Pickering Creek might also be identified before final TIZ status is arranged.

St. Michaels

St. Michaels downtown area and port area could benefit extensively from TIZ status, and it is expected that such a TIZ would be among the first to be named. The town's old police station and Fremont Street, a two-block stretch parallel to the main street (Talbot Street) are the focus of public investment to encourage private investment.

Trappe

Trappe, which will experience a large influx of new residents as it expands its corporate area over the next several years, is interested in several capital development projects now that it has a professional planner on staff. These projects include village center redevelopment, interpretation of "Home Run" Baker (the area's third notable baseball player), a public museum associated with a new library, a police station (which could have visitor facilities attached), and a community center.

Unionville

St. Stephen's Methodist Church in Unionville is aiming for the rehabilitation of its stained glass windows (and appropriate insulating storm windows) and creation of a memorial garden, and is also proposing to recreate one or two historic buildings recently lost to demolition by a private owner, a school and an Odd Fellows hall.

Wye Mills

Projects in Wye Mills include preservation of the Old Wye Church and the Old Wye Mill, plus projects associated with the Wye Oak State Park, including a recreational trail extending from the church to the mill, which requires one or more bridge crossings. The Little Red Schoolhouse, a Talbot County site several miles down the Chesapeake Country State Scenic Byway and recently adopted for enhancement by a "friends" group, could be added to this TIZ. Remediation for Mill Creek Sanctuary, closer and also on the byway, may also be needed.

Prospective "Floating Zone" TIZs

The possibility exists that either or both of the two primary benefits of TIZ status could be needed for single sites: (1) the grant funds for capital improvements or (2) the provision for a historic site not listed in the National Register of Historic Places to



Figure 6-19 St. Michaels visitor's map



Figure 6-20 Trappe residences, 19th and early 20th century



Figure 6-21 Little Red Schoolhouse, Wye Mills area

bypass National Register listing, allowing an owner nevertheless to obtain state tax credits for rehabilitation of heritage structures. The latter reason for conferring TIZ status on a single private site is to be used judiciously, especially when bypassing the National Register listing means that the owner of an income-producing property would forgo federal tax credits.

This limited use of TIZ status for single sites is confined to the following types of sites:

- Churches & cemeteries located outside incorporated areas when tourism is involved
- Country stores
- Outfitters and other recreational services located outside incorporated areas
- B&B's

Applicants for single-site TIZ status under this provision must be seeking this status for improvements related to heritage tourism, which for the purposes of this action by ESHI is defined to include tourism business development, historic preservation to support tourism business development, outdoor recreation that tourists as well as residents can enjoy, or elimination of blight in an area heavily used by visitors.

ESHI'S ROLES FOR TARGETED INVESTMENT

Partners in targeted investment in the Stories of the Chesapeake Heritage Area are municipalities, nonprofit site owners, and heritage tourism businesses that will work with their municipalities. ESHI will focus on the establishment of TIZs based on the PTIZ list provided in Chapter 6. ESHI will:

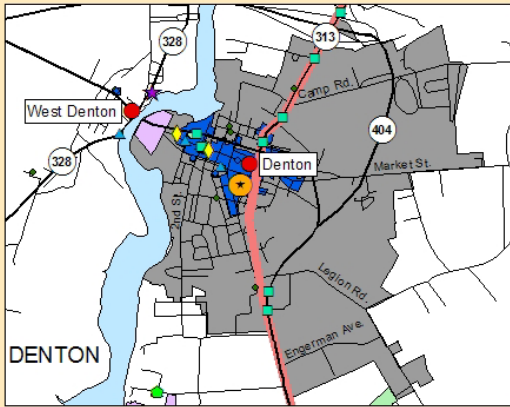
- Provide a limited amount of technical assistance in preparing TIZ and additional PTIZ nominations;
- Provide a limited amount of technical assistance to municipalities and sites in monitoring performance; and
- Report on behalf of all TIZs to the Maryland Heritage Areas Authority.



Figure 6-22 Sassafra General Store, Kent County

Caroline County, Maryland

MAP 11

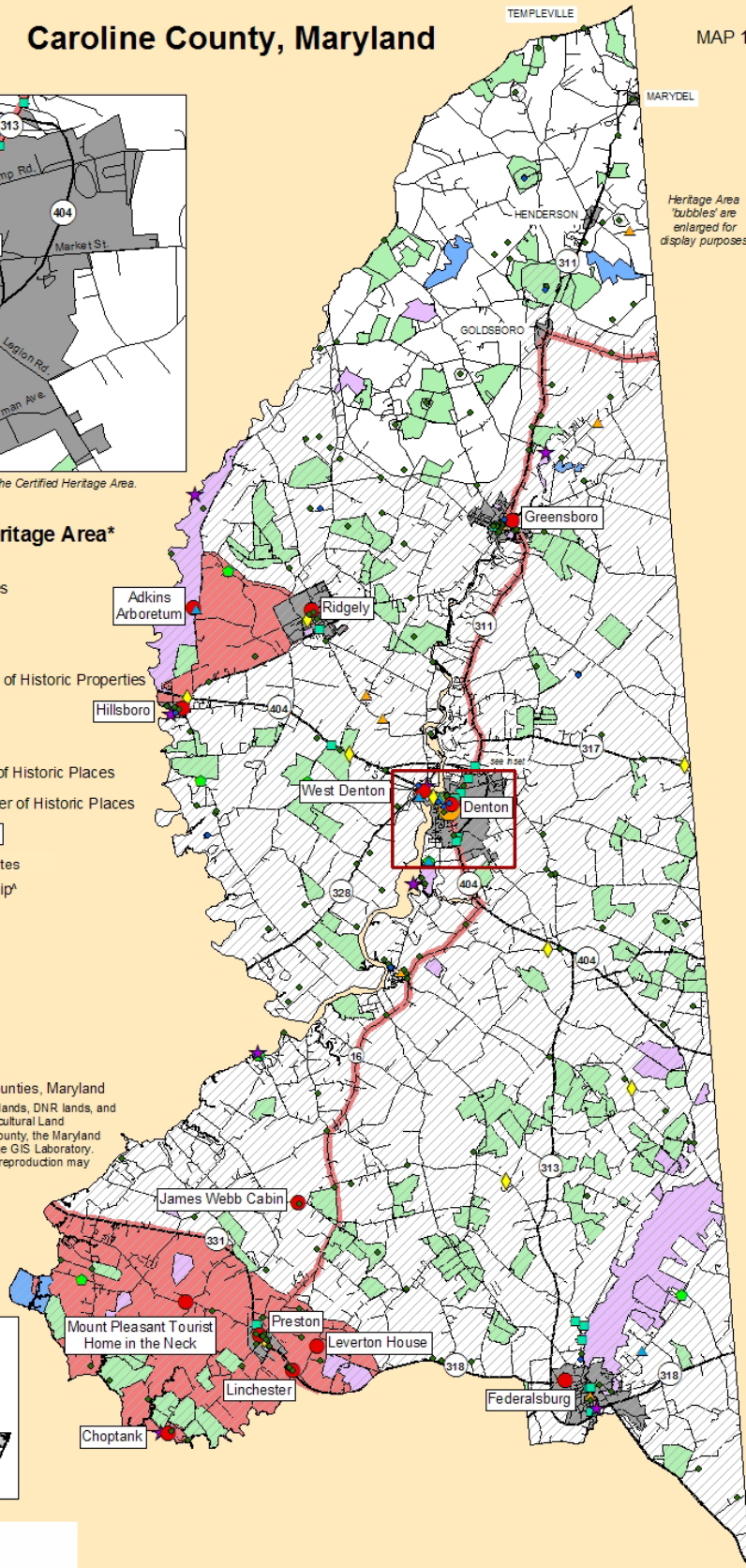


Entire area shown in inset above is included in the Certified Heritage Area.

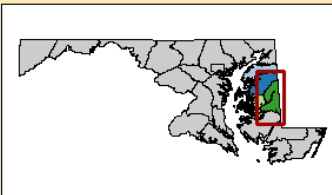
Stories of the Chesapeake Heritage Area*

- ▲ Lodging
- Restaurants and Related Businesses
- ◆ Recreation
- ◇ Specialty Retail
- Site listed in the Maryland Inventory of Historic Properties
- ★ Public Landings
- ▲ Active Interpretive Sites
- Site Listed in the National Register of Historic Places
- ⊕ District Listed in the National Register of Historic Places
- Potential Target Investment Zones
- Potential Target Investment Zone Routes
- Lands Protected by Public Ownership*
- Easements*
- Private Conservation Lands
- Minor Roads
- Major Roads
- Municipalities
- Certified Heritage Area

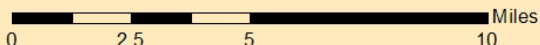
*Caroline, Kent, Queen Anne's, and Talbot Counties, Maryland
 *Lands Protected by Public Ownership include Federal lands, DNR lands, and County Parks. Easements include MHT, MET, and Agricultural Land Preservation Easements. Data derived from Caroline County; the Maryland Historical Trust, ESRI, ESHI, and the Washington College GIS Laboratory. Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.



Heritage Area 'bubbles' are enlarged for display purposes

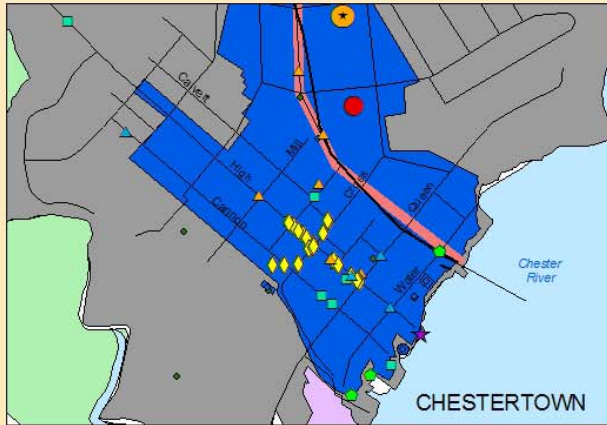


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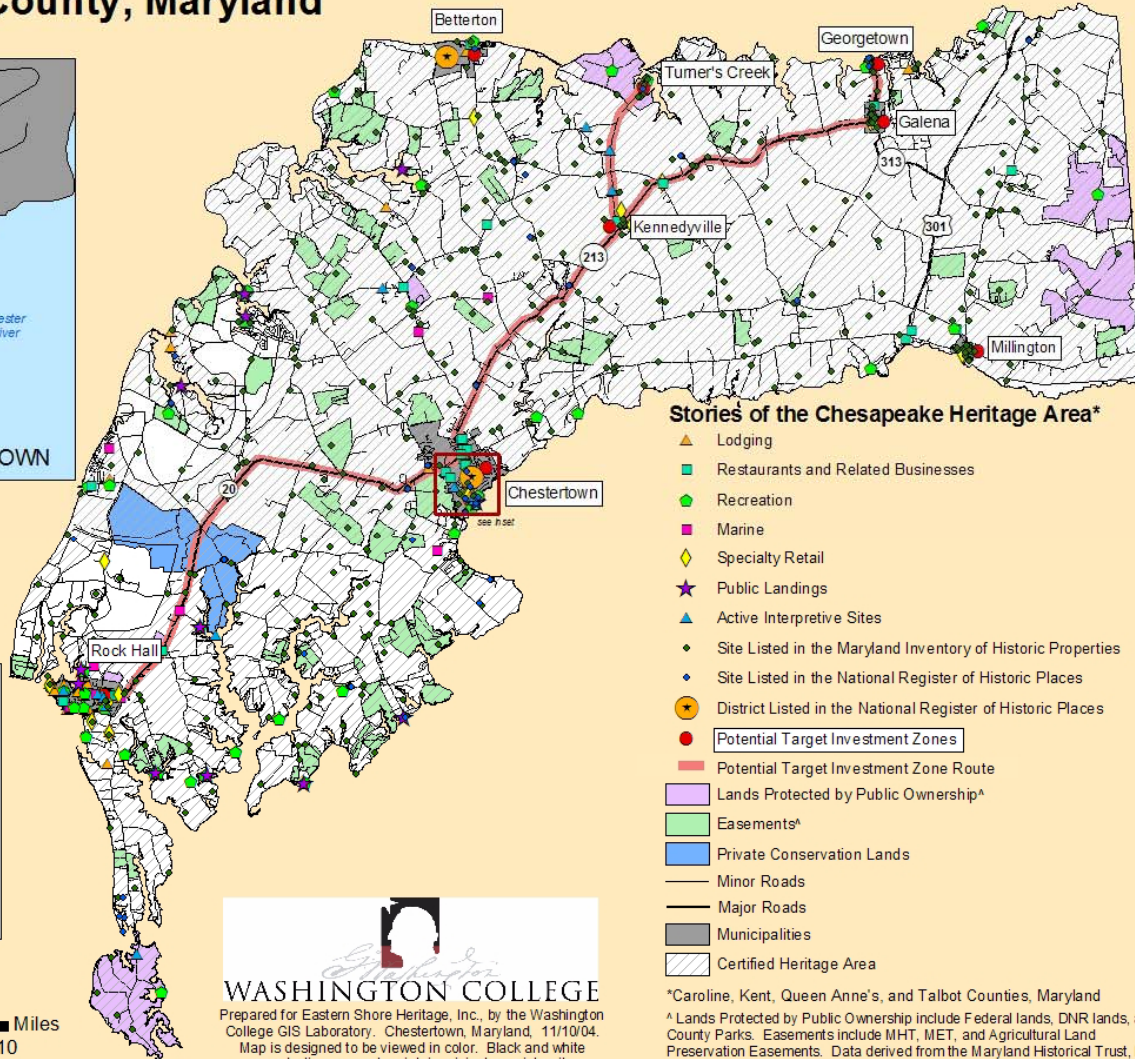


Kent County, Maryland

MAP 12

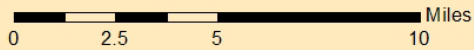
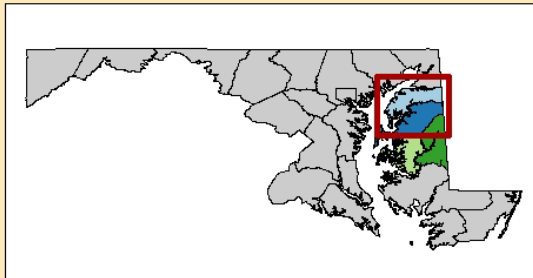


Entire area shown in inset above is included in the Certified Heritage Area.



Stories of the Chesapeake Heritage Area*

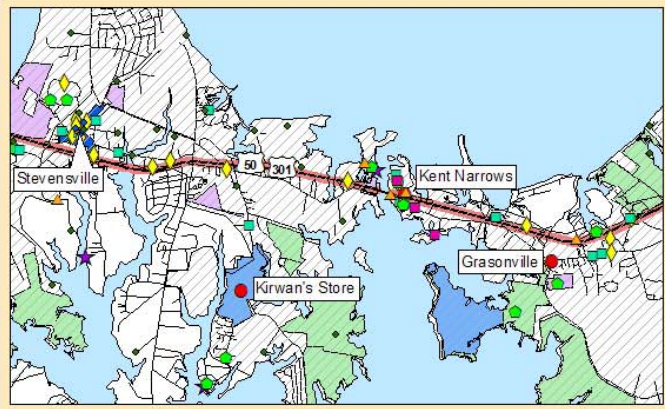
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- Restaurants and Related Businesses
- ◆ Recreation
- Marine
- ◆ Specialty Retail
- ★ Public Landings
- ▲ Active Interpretive Sites
- ◆ Site Listed in the Maryland Inventory of Historic Properties
- ◆ Site Listed in the National Register of Historic Places
- District Listed in the National Register of Historic Places
- Potential Target Investment Zones
- Potential Target Investment Zone Route
- Lands Protected by Public Ownership[^]
- Easements[^]
- Private Conservation Lands
- Minor Roads
- Major Roads
- Municipalities
- Certified Heritage Area



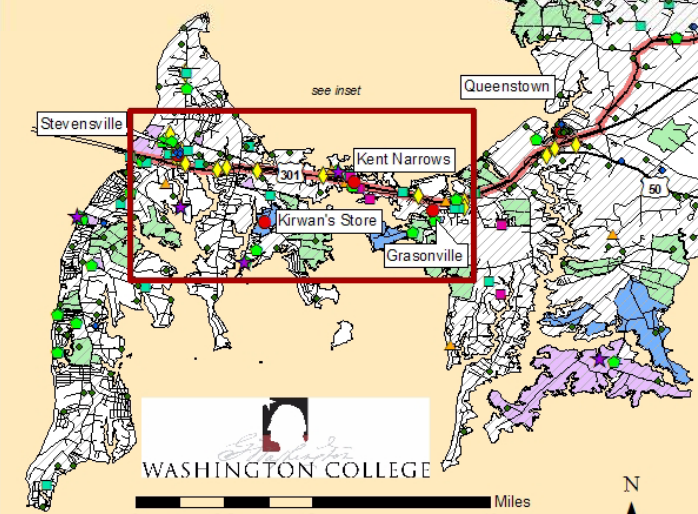

WASHINGTON COLLEGE
 Prepared for Eastern Shore Heritage, Inc., by the Washington College GIS Laboratory, Chestertown, Maryland, 11/10/04.
 Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.

*Caroline, Kent, Queen Anne's, and Talbot Counties, Maryland

[^]Lands Protected by Public Ownership include Federal lands, DNR lands, and County Parks. Easements include MHT, MET, and Agricultural Land Preservation Easements. Data derived from the Maryland Historical Trust, Kent County, ESRI, ESHI, and the Washington College GIS Laboratory.

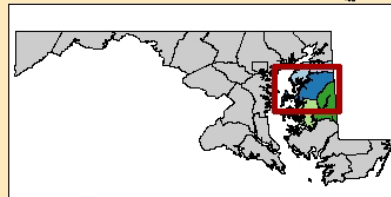


Queen Anne's County, Maryland



0 2.5 5 10 Miles

*Caroline, Kent, Queen Annes, and Talbot Counties, Maryland
 Data derived from Queen Anne's County, the Maryland Historical Trust, ESRI, ESHI, and the Washington College GIS Laboratory



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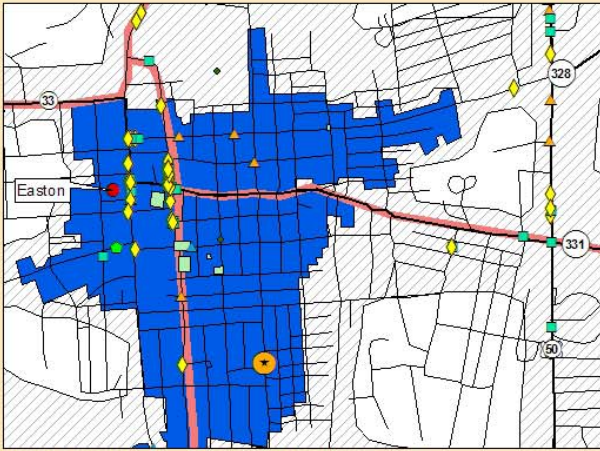
Stories of the Chesapeake Heritage Area*

- Lodging
- Restaurants and related businesses
- Recreation
- Marine
- Specialty Retail
- Public Landings
- Active Interpretive Sites
- Site Listed in the Maryland Inventory of Historic Properties
- Site Listed in the National Register of Historic Places
- Pending District (National Register of Historic Places)
- Potential Target Investment Zones
- Potential Target Investment Zone Route
- Lands Protected by Public Ownership
- Easements[^]
- Private Conservation Lands
- Minor Roads
- Major Roads
- Municipalities
- Certified Heritage Area

[^] Lands Protected by Public Ownership include Federal lands, DNR lands, and County Parks. Easements include MHT, MET, and Agricultural Land Preservation Easements.

Heritage area 'bubbles' are enlarged for display purposes

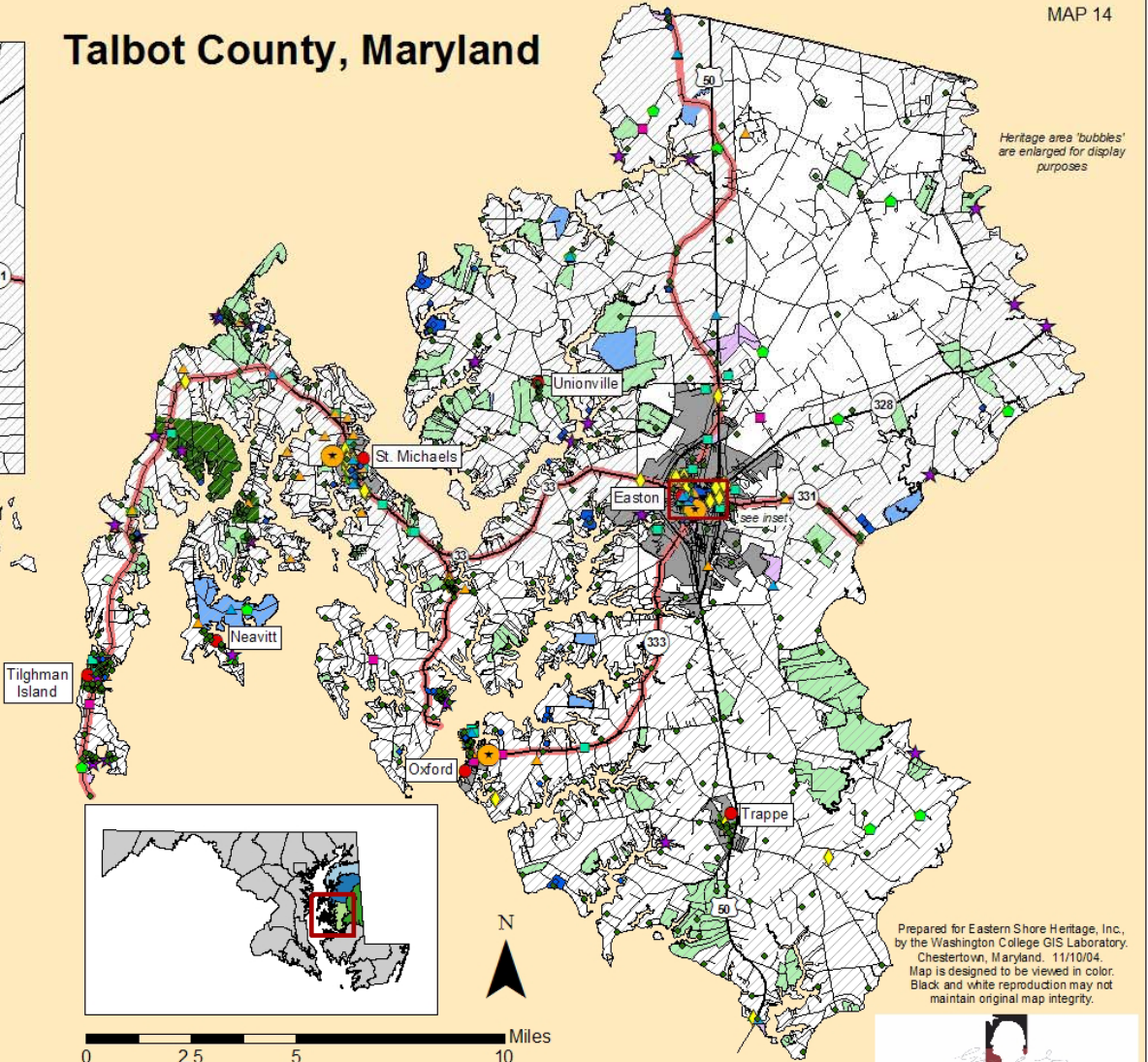
Talbot County, Maryland



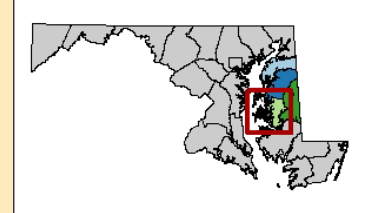
Stories of the Chesapeake Heritage Area*

- Lodging
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- Potential Target Investment Zone Route
- Lands Protected by Public Ownership^a
- Easements^a
- Private Conservation Lands
- Minor Roads
- Major Roads
- Municipalities
- Certified Heritage Area

*Caroline, Kent, Queen Anne's, and Talbot Counties, Maryland
^aLands Protected by Public Ownership include Federal Lands, DNR Lands, and County Parks.
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Heritage area 'bubbles' are enlarged for display purposes



Prepared for Eastern Shore Heritage, Inc., by the Washington College GIS Laboratory, Chestertown, Maryland, 11/10/04. Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.



Data derived from the Talbot County, the Maryland Historical Trust, ESRI, ESHI, and the Washington College GIS Laboratory

Map 12 Caroline County

Map 13 Kent County

Map 14 Queen Anne's County

Map 4 Talbot County



Figure 6-23 Old Hillsboro Bank and New Hillsboro Town Hall

Since this photo was taken in 2003, the Town of Hillsboro has purchased this beautiful small bank building at the center of town for its new town offices. The building is now cleaned, repaired, and painted, complete with restoration of the sign above the doorway (hidden by a coat of white paint). [This page is reserved for a second photo showing the beautiful "After" of this pair, to illustrate "Before and After Preservation."]

7 Addressing Community Character

INTRODUCTION

The Stories of the Chesapeake Heritage Area possesses one of the best records in the state in protecting land, through the long-standing and extensive work of the four county governments, the Maryland Department of Natural Resources, the Maryland Environmental Trust, the Eastern Shore Land Conservancy (one of the most innovative regional land conservancies in the nation), and other private land conservation organizations. Fully 21 percent of the landscape here is protected through public ownership or easements (see Maps 17 and 18, plus discussion associated with Table 7-6 in the section below on scenic protection). There are fewer tools and efforts, however, to address the more “textured” issue of community character. This is the all-encompassing topic of this chapter, broken down into the following specific areas of stewardship:

Historic preservation: The preservation of older buildings and structures such as bridges and vessels has received varying attention from government and private organizations. Where active, these organizations have generally been effective. Otherwise, private owners have simply acted as stewards following common sense, tradition, and aesthetics. Still, significant losses have occurred; like endangered species, once lost, historic structures are gone forever. This chapter discusses available historic preservation programs and recommends additional strategies.

Archeology: While not a visible feature of the landscape, archeology offers depth of knowledge about the way humans have occupied this landscape for



Figure 7-1 Colonial residence, High Street, Chestertown

In bygone times, builders of homes on town lots in the Stories of the Chesapeake Heritage Area did not require much in the way of front yards (this house, on a corner lot, represents an extreme example even in the 18th century). New construction today in the Chesapeake Bay watershed consumes land at a pace that far exceeds the rate of population growth, four to five times more land per person than just forty years ago, even with recent changes in many jurisdictions to address issues related to sprawling growth patterns. Chestertown's historic district is both locally protected and a federally designated National Historic Landmark.

13,000 years, and will benefit from efforts to establish policies for development that respect the needs of archeology.

Cultural conservation: The way residents lead their lives affects community life as a whole and even, to a certain extent, the landscape. Cultural traditions in terms of work, art, community celebrations and other features of the way of life here are important to the unique quality of life that all—whether longtime residents or not—can enjoy in many ways.

Scenic protection: This section reports on the findings and recommendations made in the process of a landscape assessment study that included policy issues.

PLANNING IN THE HERITAGE AREA

Caroline, Kent, Queen Anne's and Talbot Counties are rural communities that have invested

early in good planning, with supportive state programs. As a result, the land conservation, farmland protection, historic preservation, cultural conservation, community development, and archeological research are all at the cutting edge of practice in the United States. Good planning here has provided residents with good schools, safe communities, and beautiful places to live and work, worship and play. These assets in turn have made this region attractive to modern development; this development, though often visually appealing to modern eyes, is out of scale and pattern to the way this region has developed to date. Unless greater protections for the other "80 percent" (unprotected lands not devoted to intensive commercial, industrial, or residential development) can be achieved, the region is likely to lose much of the character and many of the qualities of life prized by residents. Part of the quality of life here rests on the fact that this region is still largely rural in terms of population size and many towns still provide commercial and governmental services to the countryside.

Older patterns of growth featured construction of homes one-by-one in the countryside on farms and small lots, and in groups on small lots in the towns

and villages, following the existing street patterns. Commercial construction was located convenient to town centers and other commercial enterprises.

Today, new residential and commercial construction in towns and villages is minimal (although the state programs are working to change this). Wherever it goes, residential development often takes up much more land per residential unit than development used previously and it is designed as self-contained neighborhoods rather than extending previous settlement patterns. Hundreds of homes built at one time are now common, reflecting economies of scale, changes in the manufacture of modern residences, and changes in the tastes of homebuyers. Commercial construction is designed to serve the automobile and the scale of larger retail development reflects modern “big box” enterprises pursuing economies of scale.

Even with these changes in the forces for development, however, it should be possible to insist that development in this “land of pleasant living” should respect the hard-won investments made to date, and become part of continued efforts to improve communities here. Land conservation alone cannot preserve the *character* of the region; the development that does occur must be enlisted in this effort.

A critical weak point in the region’s system of planning lies at the municipal level. Only two of the heritage area’s 21 incorporated towns have professional planners on staff, Easton and Trappe. Regional planners and administrators supported by state programs do their best to advise municipalities, but their “circuit rider” assistance can go only so far. Washington College’s Center for Environment and Society has identified this as a key issue for its long-term work in the region on land use planning.

HISTORIC PRESERVATION

The historic resources of the Stories of the Chesapeake Heritage Area—vessels, sites and buildings, communities and neighborhoods, landscapes—are compelling evidence of the past here, and fundamental to the character of this place (Map 15, found at the end of this volume). The level of preservation of these resources is high, but they deserve more. They should be preserved for their intrinsic value, as a way of honoring the past, for their contribution to the quality of life in this region, and as a way of using the past to invest in the future. Neglect and poor maintenance, difficulty in obtaining proper materials and craftspeople, and ignorance about the loss of character through successive changes in maintenance can all play a role in the problems that individual buildings and vessels endure. Simple changes in tastes can also be a problem—an owner who desires a new home instead of fixing up the old, or insensitive new additions or “renovations” to older buildings. A certain amount of native conservatism and a habit of respecting the past here, however, have meant that although many changes have occurred to most older buildings, in general those changes are in keeping with their historic character.



Figure 7-2 Maple Grove, Kent County, “before and after”

The sight of Maple Grove high on a hill outside Chestertown (below) was familiar to any area resident who loves country drives, but most would find it hard to imagine it in its heyday (above); in 2003, a strong wind blew it down, the victim of a misguided and long-stalled attempt at restoration that had left it without the extra bracing of interior walls. Kent County is now studying a basic preservation ordinance to prevent such “demolition by neglect.” Only Talbot County has a county-wide historic preservation ordinance. (Photo courtesy of the Historical Society of Kent County)

For communities, neighborhoods, and entire landscapes, the challenge is collective. It is necessary to watch for the adverse impacts of cumulative changes among sites and in the public domain (street trees, for example, or maintenance of rights of way), or seek ways to assure the continued viability of commercial or industrial buildings whose economic uses must change.

Moreover, assuring that new construction is compatible with older historic areas takes a certain amount of skill, and a certain amount of trust in the benefits of allowing our own time to be expressed in what we build.

To maintain and improve the quality of historic preservation in the Stories of the Chesapeake Heritage Area, ESHI should work with governments, non-profits, and private owners to encourage them to be better stewards of the region's historic resources. ESHI can take a leadership role by:

- Monitoring, publicizing, and rewarding stewardship;
- Working to conserve the resources that contribute to the visitor experience;
- Being an advocate for organizations and agencies that are seeking to preserve resources, improve their leadership, and locate funding; and
- Providing technical assistance to citizens and groups who request it.

Preservation by Regulation

The native conservatism and unselfconscious preservation ethic that has enabled many buildings to survive happily into the 21st century is supported in only a few locations by preservation action. Talbot County has a county-wide historic preservation ordinance, and three of its four municipalities have historic district commissions. Chestertown has had a long-standing historic preservation commission and historic district; both the ordinance and the district boundary are in the process of being updated. Table 7-1 summarizes the status of historic resource identification and protection in the four counties.

Historic Preservation Tax Incentives

The tax incentives for rehabilitation of historic properties, available for commercial properties at the federal level and for both commercial and residential at the state level, have been little used in this area. This is a major “missing link” in preservation in this region. The reasons for this are a combination of lack of knowledge and an unwillingness to engage government in private transactions, especially if it causes delays. From an economic development standpoint, this is a major lost opportunity: thousands if not millions of dollars could be recycled back into the pockets of historic building owners for further spending in this economy, not to mention the stimulus of still more rehabilitation spending.

PROTECTING HISTORIC RESOURCES

Although many individuals, organizations, and businesses have made great strides in preserving resources in the region, many available programs have not been utilized to their full extent. Many additional strategies could be employed to yield even better results.

Surveys and Inventories

All four counties were extensively surveyed early in the modern preservation era following the establishment of the National Register of Historic Places in the late 1960's, but additional work is needed to update and expand these inventories, especially to focus on buildings built after the Civil War. An effort should also be made to compile these lists into a state-of-the-art digital format that all four counties can use in development reviews. This would allow governments to respond more quickly when buildings are threatened. Caroline, Kent, and Talbot Counties have published their inventories, and Queen Anne's County's long-awaited publication is in process.

Local Preservation Ordinances

Although there is a perception that federal programs offer the most protection for historic resources, local ordinances are often the strongest type of protection available. More of these are needed in the Heritage Area. Without local action to protect resources, other forms of protection, such as National Register designation, have little practical effect. Local preservation ordinances are often written to protect previously identified historic buildings or districts. These ordinances can either be written separately from zoning ordinances, or can be included as an "overlay" in a zoning ordinance (an overlay adds additional requirements to ordinary ones for a given zone).

Design Review and Conservation Strategies

Another means of protecting historic resources, in the course of aiming to enhance community character in general, is implementation of a design review process. The most stringent such design review accompanies historic districts, but even this level of review can vary from district to district according to local standards. Design review can also be employed in non-historic areas to encourage high-quality investment in new architecture that respects the generally historic context of this region.

Different types of resources call for different strategies. One "conservation" strategy is to relax or restructure zoning regulations that apply to historic buildings, because this makes adaptive use more practical for many owners—"smart codes" affecting historic buildings are one type of conservation strategy. Adaptive use is one of the best ways to extend the life of historic buildings, because it helps to ensure that they remain efficient and practical spaces for many years to come. Neighborhood conservation can also be achieved through adjustment of zoning regulations, without resort to actual historic district designation. All municipalities should review their local ordinances with an eye toward conserving existing buildings, as much as possible in their current form. "Preservation is recycling, too" is one watchword for this kind of approach to historic preservation.

Table 7-1 Historic Resource Identification and Protection in Caroline, Kent, Queen Anne’s, and Talbot Counties

Historic Preservation Element	Caroline	Kent	Queen Anne’s	Talbot
National Register Districts	Denton	Chestertown (NHL) Betterton	Stevensville (Centreville, pending)	Easton St. Michaels
Individual National Register Listings	12	31	31	53
Local Historic Districts	None	Chestertown Betterton	None	Easton Oxford St. Michael’s 20 unincorporated sites
Preservation Advisory Group		Preservation Incentives Committee		1 county, 3 town Historic District Commissions
Other Related Groups	Caroline County Historical Society	Historical Society of Kent County Kent Heritage Trust African American Heritage Council of Kent County	Historic Sites Consortium Historical Society of Queen Anne’s County	Historic Easton Historical Society of Talbot County Talbot County Preservation Trust

Source: Eastern Shore Heritage, Inc., and Shelley Mastran, 2004

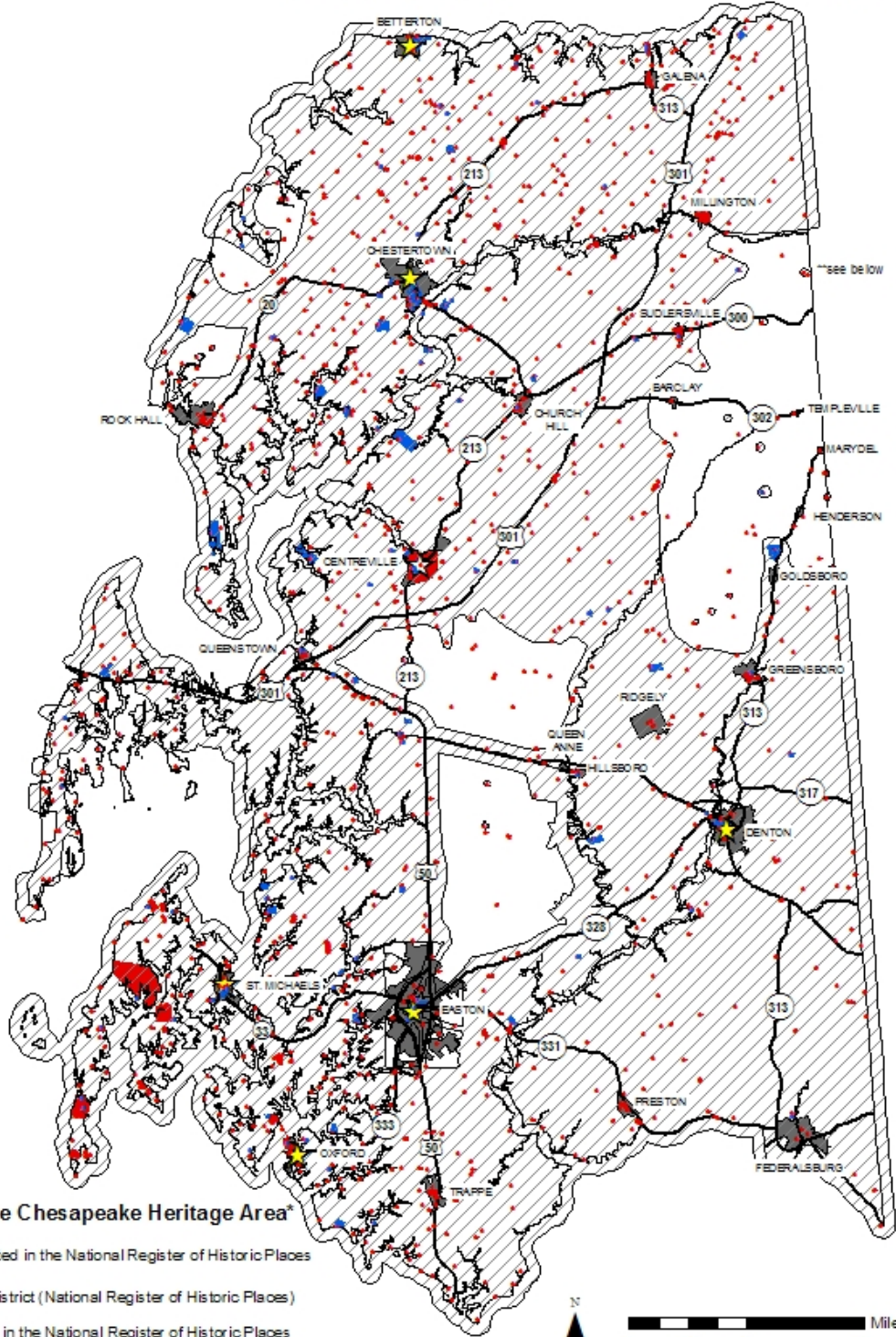
Tax Incentives–Rehab Tax Credits

Rehabilitation tax credits are not being utilized in this Heritage Area to the extent that they could be. This is a loss not only to individual property owners who could use more cash back in their pockets at the end of a rehabilitation project, but also the local economy, which also benefits from those local dollars in local pockets. Both the state and federal governments offer these incentives to commercial Certified Historic Properties; residential Certified Historic Properties in the state of Maryland are also eligible. As a condition of eligibility, most of these properties have first been listed in the Maryland Register or the National Register. The tax credit at both the state and federal levels is 20 percent, meaning that for every thousand dollars spent on a rehab, the property owner receives two hundred dollars back as a credit on the relevant income tax return. At the federal level, owners must spend a substantial amount on the rehab, calculated from the value of the building before rehab (but not the lot on which it stands); this is limited to commercial properties. At the state level, owners of residential property need to spend only \$5,000 before qualifying for the credit, and if their tax burden is not sufficient to “absorb” the credit, the owner receives the remainder back as cash.








Map 15 Historic Resources

Historic Resources

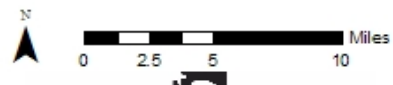
MAP 15



Stories of the Chesapeake Heritage Area*

-  District Listed in the National Register of Historic Places
-  Pending District (National Register of Historic Places)
-  Site Listed in the National Register of Historic Places
-  Site Listed in the Maryland Inventory of Historic Properties (enlarged)
-  Major Roads
-  Municipalities
-  Certified Heritage Area

*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
**Bubbles are enlarged for display purposes.
Data derived from the Maryland Historical Trust, ESRI, and the Washington College GIS laboratory.



Prepared for Eastern Shore Heritage, Inc. by the Washington College GIS Laboratory, Chestertown, Maryland, 11/1/04.
Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.



Figure 7-3 Captain's Houses, St. Michaels (Photo by A. Elizabeth Watson)

Tax Incentives—Local Property Tax Breaks

Maryland makes it possible for local jurisdictions to award two different local property tax breaks to support historic preservation investment. No jurisdiction currently employs these breaks, and should examine the possibility closely, taking into account both costs and benefits. These are available for the rehabilitation of homes as well as income-producing designated historic buildings in a growing number of Maryland jurisdictions. They are typically provided either as an offset of property taxes owed by a percentage of the rehabilitation expenditure (up to ten percent), as a *tax credit*, or an amount equal to the increase in property taxes resulting from the rehabilitation improvements for a period of up to ten years, as a *tax assessment freeze*.

Target Investment Zones within a Certified Heritage Area may also adopt a local property tax credit. The amount of these tax breaks is determined by local jurisdictions based on state enabling legislation.



Figure 7-4 Denton's downtown

An active Main Street program such as Denton's aid historic preservation not only by addressing the way buildings are maintained and the streetscape improved, but by helping merchants become more profitable. Most preservation of commercial buildings is achieved by assuring that buildings are in use and generating income for their maintenance. Heritage tax credits in Maryland and at the federal level (a total of 40 percent) support added costs associated with rehabilitation.

STRATEGIES & ACTIONS FOR HISTORIC PRESERVATION

Objective: Organize More Tools for Action and Advocacy

- 7HP-1 Convene a "historic preservation summit" to examine the status of historic preservation programs and procedures in the region, regarding both the built environment and the cultural landscape.
- 7HP-2 Precede this summit with research and case studies and issue a "white paper" following the event.
- 7HP-3 Investigate the merits establishing an independent advocacy group for the four counties (a consortium of existing groups plus committees and interested individuals from counties and communities not now served by an official group)
- 7HP-4 Create a region-wide historic preservation revolving fund and emergency grant fund. (See also "Archeology" for a similar suggestion.)

- 7HP-5 Identify “landscape hot spots” where scenic and cultural landscape values are high and development pressures are measurably high. (This may be combined with the following action.)
- 7HP-6 Create an annual recognition program of endangered sites to gain more insights into the nature and extent of threats to historic resources, raise the profile of endangered locations, and point the way toward resolution of problems “before the bulldozer.”
- 7HP-7 Work with land trusts operating in the region to create a program for the preservation of “character-defining” properties that do not ordinarily meet any acreage requirement for the acceptance of donated easements or the purchase of easements. (Repeated in Chapter 7.)
- 7HP-8 Encourage more aggressive pursuit of nominations of individual properties and districts to the National Register of Historic Places.
- 7HP-9 Create voluntary countryside design guidelines and other educational materials to assist property owners and developers in maintaining the rural character of this region.



Figure 7-5 The last picture taken of Unionville's historic schoolhouse
Sometime during the time spanned by the planning process for the heritage area, the private owner of this early 20th century African-American schoolhouse in Unionville preferred another use for the property and allowed a local fire company to use it for practice. The community had begun studying its heritage at the time, too late realizing that the school, like the church, was an important part of Unionville's story. (See additional photo and caption, Chapter 5) Often, simple buildings that may seem unimportant or ordinary visually are touchstones for important but overlooked or forgotten local stories. Inventories of more buildings in the heritage area, along with oral histories (see cultural conservation section below), can reveal such information. (Photo by Eric Lowery)

7HP-10 Establish a major outreach program to educate property owners about state and federal historic preservation tax credits.

Objective: Upgrade Planning, Inventories & Research

7HP-11 Consider uniting all jurisdictions' historic preservation planning, inventorying, research, permit reviews, and staffing to historic district commissions (or any one or combination of these functions) under one regional office. Seek state PILG support for this innovation. ESHI is the logical regional entity to provide this service. (It may be possible to begin by providing paid consultation to individual jurisdictions as long as this does not interfere with the more general services supported by local government grants.)

7HP-12 Work with the Washington College GIS lab to undertake a major initiative to establish a state-of-the-art inventory and research database on historic and archeological properties and cultural landscapes throughout the region.

7HP-13 Support upgrades to county-wide historic preservation inventories, using state-of-the-art digital technologies.

7HP-14 Undertake inventories of cemeteries—especially family cemeteries or those no longer associated with a church building—using state-of-the-art digital technologies.

Objective: Upgrade Local Regulations & Incentives for Historic Preservation

7HP-15 Each jurisdiction should review the status and need for historic district legislation and when possible incorporate additional protections in their design review/land development codes.

7HP-16 Each jurisdiction responsible for zoning and development permitting should incorporate historic preservation reviews in development permit reviews

7HP-17 Each jurisdiction responsible for zoning and development permitting should incorporate provisions favorable to the re-use of historic and older structures (e.g., reduced parking, landscaping, and setback requirements, broader uses)

7HP-18 Each jurisdiction responsible for zoning and development permitting should review the status and need for cemetery protections.

7HP-19 Each jurisdiction eligible for the historic property local tax credit programs should study options and when possible incorporate proposed actions in local fiscal planning

Objective: Support Wide Public Outreach, Marketing, Training, and Education

7HP-20 Develop educational programs to encourage greater public appreciation of the value of the built heritage in the region.

7HP-21 Increase the profile of existing buildings and villages as potential residences for investment.

Objective: Focus on Design & Preservation in Districts, Villages & Small Towns

7HP-22 Provide focused technical planning assistance to small towns and villages on historic preservation and community design.

Objective: Focus on Churches & Cemeteries (repeated in “Cultural Conservation”)

7HP-23 Undertake a “sacred sites” initiative, to be defined in collaboration with church and community leaders, to focus on churches, manses, and cemeteries. (Repeated in Chapter 7C, Cultural Conservation.)

7HP-24 Cemeteries: see “inventorying.”

Objective: Establish an Awards Program

7HP-25 Recognize the work of nonprofits, communities, businesses, individuals, and governmental jurisdictions in preserving historic resources.

ARCHEOLOGY

Archeology is the study and interpretation of the evidence left by past human activity. It is a science that offers present and future generations insights into the lives of the people who came before. Through archeology we can better know our heritage, which is why the management plan for this heritage area includes a chapter on archeology (Map 16).

The Eastern Shore of Maryland has supported at least 13,000 years of continuous human occupation. Paw Paw Cove is a Paleo-Indian site (early prehistoric) in Talbot County, dating to 11,000 B.C. Though late prehistoric sites have not been investigated in great detail, archeologists are beginning to suspect that the record in this region could be quite different from that of the same time period on the Chesapeake Bay's western shore. Corn is their first clue: only a handful of late prehistoric sites in this region have actually had corn in their archeological record.

Captain John Smith recorded many encounters with Native American tribes in his journals of 1607 and 1608, while he was exploring what are now known as the Chesapeake Bay and its tributaries. Two such accounts—that of the Tockwogh and Ozinies, both on the banks of the Chester River—have attracted the attention of Dr. John Seidel, professor of archeology at Washington College. Washington College is planning to undertake the surveying of these two sites in the near future. Smith reported “[The Tockwogh] conducted us to their town, which had a palisade around it covered with barks of trees, with wooden scaffolds like defensive earthworks, those also protected by barks.” He also described the Tockwogh as having iron and brass—an indication that these tribes might have been trading with Europeans long before Smith arrived.

The Eastern Shore was the site of the first English settlement in Maryland, on Kent Island. It may have also been the site of the first wheat crops in the state. The lost towns of New Yarmouth and Doncaster, as well as such other early colonial settlements as Wye House, Wye Plantation, Bordley Plantation, and Poplar Grove are providing insight into agriculture and its transitions on the Eastern Shore. The archeological record is showing that the shift to wheat production on the Eastern Shore predates that of the Western Shore by at least half a century (mid 18th c. vs. late 18th c. to early 19th c.).

The switch to wheat, a less labor-intensive crop, and the Methodist and Quaker manumissions led to a large free black population in this region. Numerous black villages predating the Civil War may offer archeological insights into the life of this population.

Windblown soil depositions and moderate development in the region have ensured the relative intactness of the archeological evidence of “the stories of the Stories.” In inundated terrestrial and maritime archeological sites, artifacts have been preserved by nature in anaerobic environments. The Eastern Shore has not only provided for its human residents for thousands of years, but the geology of the region has preserved the record of this habitation.

Archeological evidence is hidden in the landscape, covered over by years of soil deposition and subsequent human use. Occasionally this evidence will come to the surface, through the turning or erosion of soil. But these artifacts cannot tell a complete story, though they are useful in representing where a potential site may be found. For an artifact to have meaning, it should be found with other artifacts, in the context in which it was deposited. Context is “where and when”, which archeologists can determine by analyzing soil type and color and by looking at what other artifacts were found in the same level of deposition.

Archeological resources are nonrenewable. Once a site is disturbed, the resource is gone forever. Sites are constantly being lost to development, erosion, or treasure-hunters. And when a site excavation begins, an archeologist must take detailed measurements and notes about each layer of each unit because to reach the next layer—to extend back in time—the uppermost layer must be destroyed.

Sites where humans like to build or gain access to the water today are quite likely to be sites that were equally favorable to prehistoric humans. A glance at the archeological resources that have been mapped to date—especially Queen Anne’s County, where the most thorough surveying has been carried out (Map 16)—illustrate this. Thus, as development expands within this heritage area, more sites with archeological potential are likely to be encountered and, if not studied, lost to science.



Figure 7-6 Paw Paw Cove, Tilghman Island

This cove marks a remarkable archeological site with artifacts dated to 13,000 years ago, and the remains of animals such as mastodon and giant beaver from at least 18,000 years ago. Working with Talbot County and a conservation-minded owner, The Eastern Shore Land Conservancy recently purchased a portion of the property for public access for scientific research and recreation.



Figure 7-7 The Custom House, c. 1752, Chestertown, home of Washington College's Archeology Laboratory

Washington College's Archeology Laboratory hosts guided visitors for guided tours on weekends and school groups by appointment; college student interns with the program are often guides as well as lab workers. (All photos these two pages are courtesy of Washington College's Archeology Laboratory)



Figure 7-8 Visitors to the Washington College archeology lab. Students in the Department of Anthropology and Sociology at Washington College act as tour guides for weekend visitors and student groups by appointment.

Article 66b in the Annotated Code of Maryland permits local jurisdictions of historic districts to create and enforce local ordinances for the treatment of architecture, landscape, and archeology. For archeology, these ordinances grant review authority for archeologists whenever there is a ground disturbance within the historic district. However, even when these ordinances are written, they are written as suggestions and seldom enforced. Chestertown—where archeological resources at a minimum can be assumed, as in any of the early settlements in the region—requires the presence of a public archeologist during site disturbance. Calvert County changed its development process to assure that historic and archeological resources were considered at the same time as such environmental resources as tree cover, in the first-phase review for permitting, rather than after the developer had laid down a development design and avoidance of key resources was more difficult. Anne Arundel County has had the most success with keeping development under archeological review. Developers from Anne Arundel, having run out of space in that county, are moving east, into this region. Having come from a county where archeological review is a prerequisite for development, enforcing the same policy with developers here would not be difficult, and should be done.

Archeological Resources

Evidence of the occupation of prehistoric peoples (“American Indians”) goes far back in time here, with one of the oldest sites documented on the East Coast, Paw Paw Cove on Tilghman Island, now targeted for preservation by Talbot County and the state. Located on the windward side of Tilghman Island, this site is eligible for National Historic Landmark status.

Paw Paw Cove at the time of its primary occupation 13,000 years ago was an upland site; the fine glacial silts that blew across the site at the end of the last glacial period resulted in its state of extraordinary preservation. The site contains preserved organic matter as well as the usual stone tools. Sites this old are known as “Paleoindian” sites (“paleo” simply means “old”). The flooding of the Chesapeake Bay from approximately 10,000 years onward means that many Paleoindian shoreline sites are now under water; others are also buried under aeolian (wind-blown) soils perhaps three to four feet in depth, well preserved but also hidden and difficult to find. Later periods of occupation, known as “archaic” and “woodland,” with the latter lasting up until and through



Figure 7-10 Cray House, c. 1809, Kent Island

One of the most unique structures on the Eastern Shore, the simple exterior of this building is a rare example of “post and plank” construction, where hand sawn logs are mortised and tenoned into vertical corner posts, forming the sides of the building. Alongside its restoration by the Kent Island Heritage Society, the Washington College archeology program investigated underground evidence of early historical occupation of the site, once known as Steven’s Adventure, granted to Francis Stevens in 1694.

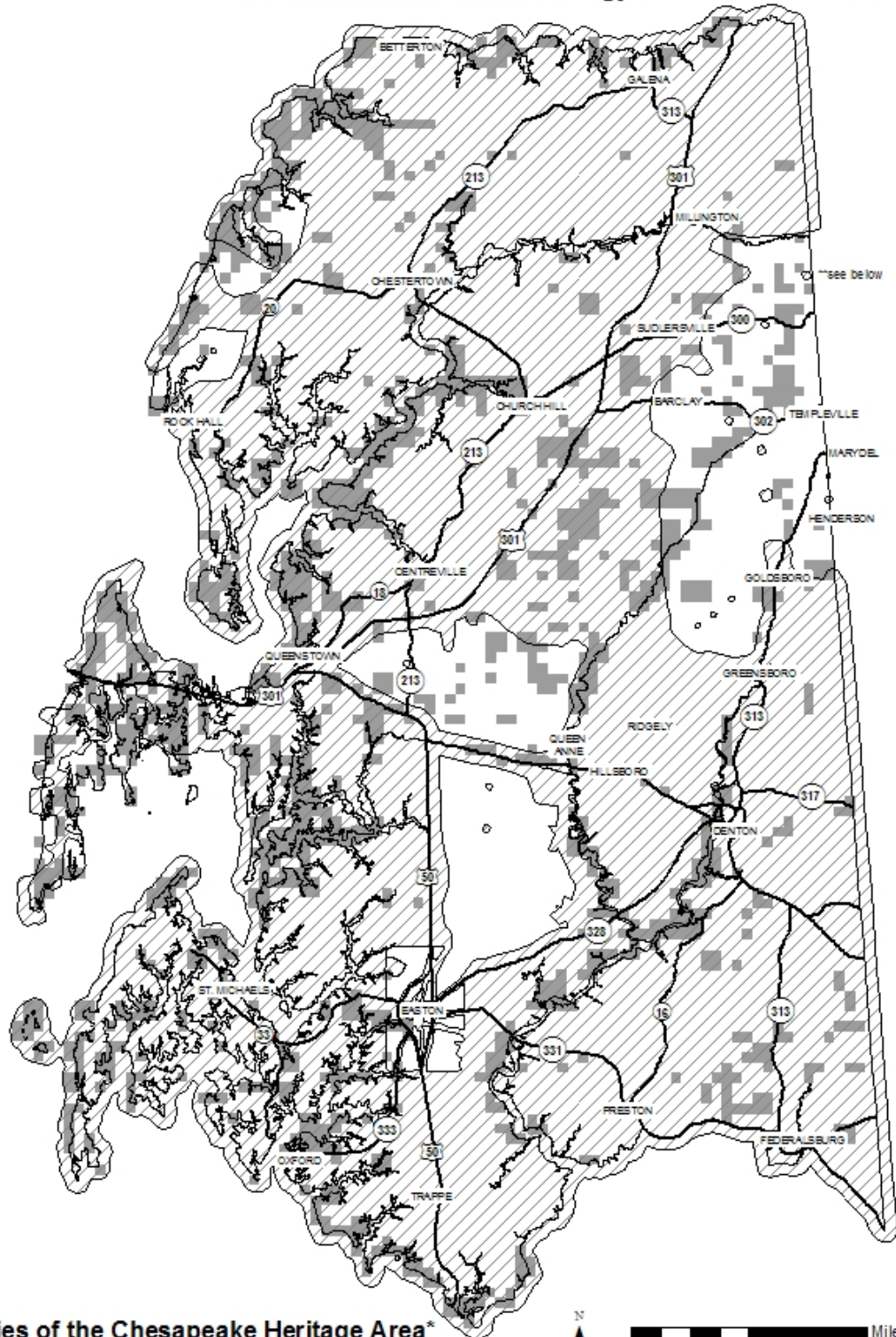


Figure 7-9 Washington College archeology students washing artifacts for study and storage




Map 16 Historic Resources: Archeology

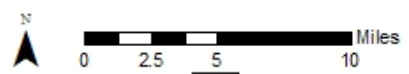
Historic Resources: Archaeology

MAP 16



Stories of the Chesapeake Heritage Area[®]

-  Cells Containing Recorded Archaeological Sites
-  Major Roads
-  Certified Heritage Area



[®]Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
[™]'Bubbles' are enlarged for display purposes.
Data derived from the Maryland Historical Trust, ESRI and the Washington College GIS Laboratory.

Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 11/11/04.

contact with European colonists, are well represented. Research, however, is scarce.

Unique features among the region’s archeological resources are the numerous underwater maritime sites, which are not well mapped. Washington College’s program is currently focusing on a large-scale survey of these resources.

STRATEGIES & ACTIONS FOR ARCHEOLOGICAL CONSERVATION & RESEARCH

Objective: Organize More Tools for Action and Advocacy

- 7AR-1 Establish a Visible Archeological “Headquarters.”
- 7AR-2 Create a region-wide archeology emergency fund and response system.
- 7AR-3 Make common cause among ecologists and archeologists; fostering relationships between amateurs and professionals alike in these fields would strengthen their overall ability to advocate for irreplaceable historic, archeological, scenic and cultural resources.

Objective: Upgrade Planning, Inventories & Research

- 7AR-4 Consider including archeology in the recommended regional approach to governmental responsibilities for historic preservation.
- 7AR-5 Expand the Washington College model for predicting where sites are likely to be found to Caroline and Talbot Counties; conduct field testing in all four counties; perform an assessment to determine which sites are faced with the greatest risk of disappearance or destruction; incorporate this predictive modeling process into local government permitting.

Objective: Enact Public Requirements for Archeology

- 7AR-6 Make “archeology first” the norm in the development process, large and small.

Objective: Create Public Archeology Programming

- 7AR-7 Create a visible and highly active public archeology program.



Figure 7-11 Baugh's Warehouse, West Denton

The historic logo art on the Baugh Warehouse restored by the Choptank River Center helps to recall the once thriving riverfront trading activities that occurred along the West Denton waterfront. This warehouse is the last of three original steamboat wharf structures in the Chesapeake Bay region.

7AR-8 Establish specific sites that have the potential for long-term excavations as featured sites in a long-range interpretive program, as these sites would have the greatest potential for research and tourism. Paw Paw Cove in Talbot County would be such a site.

7AR-9 Establish a centrally located archeological museum.

Objective: Establish an Awards Program

7AR-10 Recognize the work of nonprofits, communities, businesses, individuals, and governmental jurisdictions in preserving archeological resources.

PRESERVING CULTURAL TRADITIONS

No historic preservation is sufficient without attention to the cultural traditions and practices of a place. Owing to its long isolation and its unique landscape, especially its maritime landscape, the Eastern Shore developed a unique culture, in part based on but not limited to the occupations of its watermen and

their way of life. Awareness of this culture and fears of its passing permeate the general awareness of the region's history.

The Chesapeake Bay Maritime Museum, founded in the 1960's on the waterfront in St. Michael's, is the chief keeper of the knowledge of the area's culture. The staff includes a folklife and oral historian supported in part by funding from Maryland Traditions.¹¹ The staff position arose from the CBMM's participation in the Delmarva Folklife Survey, a major effort to document cultural traditions on the Eastern Shore (both Maryland and Virginia) and in Delaware.¹² Although maritime culture was an important part of this survey, it was by no means the only subject; a book on Delmarva folklife has just been issued by the project. More recent results of the Delmarva Folklife Survey are the determination to make mid-Atlantic maritime culture a topic of the 2004 Smithsonian Folklife Festival and the creation of an audio driving tour of Maryland's Eastern Shore. The curator of the festival, a major public exposure for this region's culture and history, has remarked that the Delmarva Folklife Survey was a major stimulus for the (long-ago) decision to schedule this topic.

This level of curatorship for cultural traditions is unusually strong, and provides a solid foundation for ongoing studies, oral history projects, and other work to document cultural traditions.

Cultural continuity, on the other hand, is a major challenge. Not all of the landscapes and traditions of the watermen are "pretty." Some watermen have been known to grumble about the favoritism shown to the skipjack (oyster) fleet, now dwindled to less than a dozen commercial boats, and some boaters have been known to grumble about the favoritism shown by some local governments to watermen in the matter of marinas. (Policies range from the marina maintained exclusively for watermen at Kent Narrows by Queen Anne's County to a policy of priority order for awarding vacant berths at public marinas for all residents of Talbot County, without reference to occupation.) The Watermen's Festival, sponsored by the Queen Anne's County Chamber of Commerce, was revived in 2003 after an "absence" of several years.

The pollution of the Chesapeake Bay and the declines in the staples of the seafood industry—especially oysters, rockfish, and crabs—is a major factor in the lack of resilience and continuity of the maritime culture—as is the simple fact of changing ways of life. Watermen urge their children to avoid this work, much as farmers across the nation urge their children to find other professions. Little work in the seafood industry remains to support families onshore. Sport fishing has also declined, although with its recreational orientation, the

¹¹ Maryland Traditions is the collective name of the cultural conservation program of the Maryland Historical Trust, the Maryland Arts Council, and cooperating regional institutions such as the Chesapeake Bay Maritime Museum and the Ward Museum in Salisbury.

¹² http://www.midatlanticarts.org/programs_traditionalarts_delmarva.html

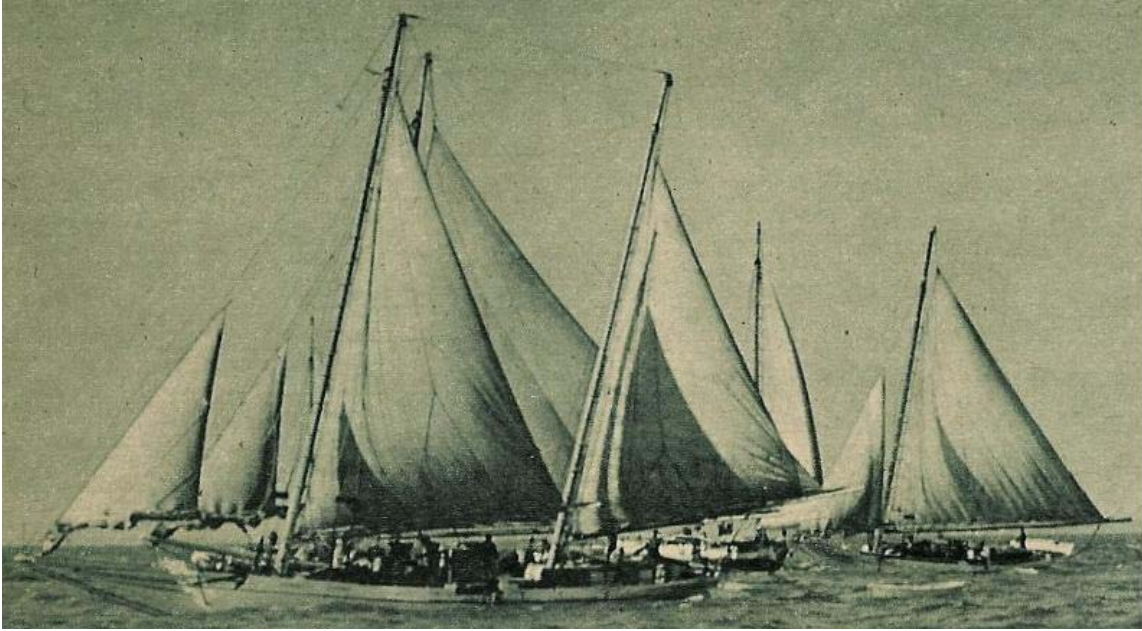


Figure 7-12 Chesapeake sailing fleet dredging for oysters
(Photo courtesy of Historical Society of Talbot County)

associated boating industry has not. While the maritime culture is of particular interest here, the agricultural character of this region is also a part of its cultural vitality. County fairs are still lively events that punctuate the life of rural residents of all four counties, and agricultural organizations are healthy: Future Farmers of America, 4-H, Farm Bureau. All four counties have designed their growth management policies with the presumption that agriculture is a part of the local economy that is to be maintained.

Agriculture is largely grain based (a tradition since the wheat-growing of the 18th century made the Eastern Shore known as the “bread basket of the American Revolution”) and supports the poultry industry, a mainstay in the agricultural economy of the Eastern Shore. Some dairying remains in Kent County, but little is left of the older fruit and vegetable growing that once spurred a major canning industry. The ubiquitous farm stands, however, along with several long-standing farmers’ markets, are a part of the experience of life on the Eastern Shore for residents and visitors alike.

Preservation of Working Farms

The Stories of the Chesapeake Heritage Area’s significance relies heavily on the farm landscape that has evolved in this region since the 17th century. This Heritage Area is part of the Delmarva Peninsula, considered the largest

contiguous block of farmland between Maine and Virginia.¹³ The working landscape is responsible for at least one third of the economic output of the entire peninsula. Many efforts exist to preserve farmland, and a recent initiative led by the Eastern Shore Land Conservancy in collaboration with the regional office of the American Farmland Trust and the six counties served by ESLC is now looking at the underlying economics of the working landscape, including farming..



Figure 7-13 Town and country still meet even in Easton, the heritage area's largest town

¹³ American Farmland Trust and Eastern Shore Land Conservancy (2004). "A White Paper of Options Focusing on Increasing Economic Development Support for Agriculture, Forestry, and Fisheries on the Upper Eastern Shore of Maryland." Research White Paper #2 of the Eastern Shore 2010: A Regional Vision Project: available at www.eslc.org

Century Farms

Century Farms are recognized by the state of Maryland and are farms that have been in the same family ownership for at least a hundred years. Queen Anne’s County has the most number of these in the Stories of the Chesapeake Heritage Area, 12, which is 10 percent of the 115 on the statewide list (two more are reportedly to be added soon in Queen Anne’s County). Queen Anne’s County also has the most number of Century Farms statewide – next is Dorchester with 10. Kent ties for third on the list with nine and Talbot and Caroline are also both in the top 10 with seven and six respectively. Altogether Stories of the Chesapeake Heritage Area has 30 percent of the farms in the state that are listed as Century Farms. Five of the 34 here date back to prior to the first quarter of the 19th century (out of 20 statewide), and one, Wye House in Talbot County, dates back to the 17th century and is the oldest statewide – one of only two dating to the 17th century.



Figure 7-14 Farm produce stand, Route 213 (Chesapeake Country National Scenic Byway)

Produce stands are an important source of income for some farm families in the region --and important to many residents who rely on farms and farmers’ markets for their produce.



Figure 7-15 Mill at Goldsboro beside the old rail line

STRATEGIES & ACTIONS FOR CULTURAL CONSERVATION

Objective: Focus on Communities

- 7AR-11 Recognize the importance of villages within the Eastern Shore Heritage Area in all four counties with initiatives that might range from village tours and events to a single meeting to a longer term “village alliance.”
- 7AR-12 Conduct a needs survey of villages & municipalities.
- 7AR-13 Host a “small town & village summit”
- 7AR-14 Support traditional cultural events & festivals through a small grants program, designed to achieve two goals: encourage their organizations to build long-term sustainability, and encourage the incorporation of interpretation related to the heritage area’s interpretive outline.



Figure 7-16 Methodist Church, Still Pond

Still Pond and Betterton's small congregations alternate Sunday services at each church. Care of church structures and cemeteries, so characteristic of the region, grows more difficult with their age, and as congregations dwindle. The heritage area plan calls for a "sacred sites" regional initiative to mirror a nationwide program begun in Philadelphia.

- 7AR-15 Support the creation of a limited number of new festivals as needed to focus on gaps in events supporting the heritage area's interpretive outline

Objective: Focus on Churches & Cemeteries

- 7AR-16 Undertake a "sacred sites" initiative, to be defined in collaboration with church and community leaders, to focus on churches, manses, and cemeteries (repeated in historic preservation).

Objective: Document Traditions

- 7AR-17 Support oral history projects of any size and any theme, focusing on elders and cultural traditions. Projects involving volunteers are to be encouraged as a priority.
- 7AR-18 Undertake an "atlas of Eastern Shore traditions" as a research and publishing project.

Objective: Encourage Conditions that Allow Traditions to Continue

7AR-19 Support organization of a nonprofit guild of individuals presenting cultural traditions to visitors, to enable channeling of payments for their services more readily from foundations and government agencies.

7AR-20 In providing technical assistance, reserve time and resources for communities and situations where heritage tourism may not be the major focus.

Objective: Support Working Farms

7AR-21 Support agritourism (farm stays, farm visits, regional farm tours, on-farm purchases): develop a regional program to encourage residents and visitors to visit and appreciate the role of farming in the economy, history, and landscape of this region.

7AR-22 Support regional signage to direct visitors to farms participating in agritourism programs.

7AR-23 Encourage marketing & consumption of local foods as a part of the heritage tourism experience. Develop outreach programs in concert with others working to expand use of local foods in economic pursuits in the region.

7AR-24 In support of the use of local foods and in concert with the Maryland's Best statewide branding program, work to create a brand name for products of this heritage area or the Eastern



Figure 7-17 Neavitt Post Office (former Knights of Pythias lodge, early 20th century) Hurricane Isabel damaged this structure so greatly the owner was forced to comply with flood protection codes and elevate the building. Insurance problems rife in the region after this hurricane meant a long delay in making the repairs – forcing the post office to move temporarily up the road to Bozman. To many, this post office is central to the life of the community, allowing neighbors to meet daily as they collect their mail. The tiny post offices serving country and small town populations are a character-defining feature of community life in the Stories of the Chesapeake Heritage Area. As the U. S. Postal Service seeks to keep costs down, such small offices across the nation are threatened with closure or relocation to sites out of town where shipping is easier—but no longer within reach of pedestrians. Fortunately, in Neavitt, the USPS promised to return.



Figure 7-18 Betterton's Crownheart/Leigh Ark, c. 1886
Preservation challenges in the Stories of the Chesapeake, thanks to an extensive maritime heritage, can be a little unusual. This small houseboat is one of the last remaining vessels of its type in the Chesapeake Bay region. It was used by watermen when fishing far from home, from the 1880's to the 1920's. This particular vessel survived because it was used as an on-shore summer cottage for about thirty years in the last half of the 20th century. The great-grandchildren of the builder have donated to the all-volunteer Betterton Community Development Corp. for its restoration.

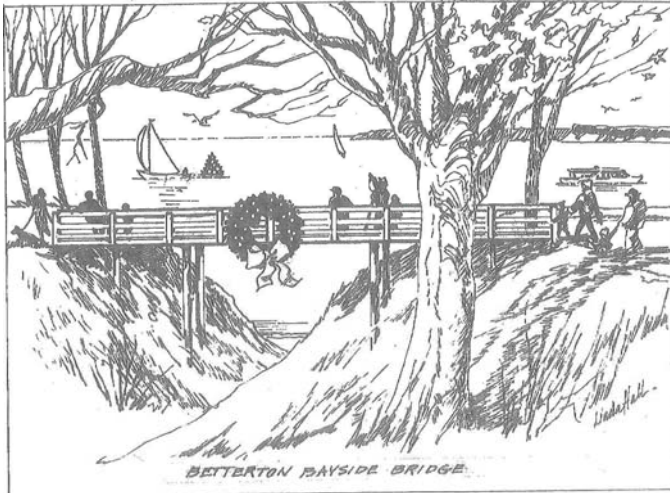


Figure 7-19 Betterton Pedestrian Bridge
Betterton artist Linda Hall sketched an image of the town's old pedestrian bridge along the bluff on which the town is situated and created this Christmas card in 2000 to help raise funds for its replacement. Thus was born the Betterton Community Development Corporation, whose latest project (above) to preserve community history, traditions, and quality of life is even more unusual. (Image and photo both courtesy Linda Hall)

Shore (or both). Such branding should be a part of a larger product-branding effort that features not only food but arts, crafts, and other locally produced items.

Objective: Establish an Awards Program

7AR-25 Recognize the work of nonprofits, communities, businesses, individuals, and governmental jurisdictions in encouraging conditions that help to support the arts and perpetuate cultural traditions, including maritime and agricultural traditions.

SCENIC PROTECTION

Scenic resources are landscapes and views that are pleasing to the eye—sometimes calming, sometimes inspirational. Scenic resources are more than just pretty pictures, however; they reflect complex natural systems and cultural values. There is remarkable agreement about what constitutes valued scenery in America; visual preference surveys have repeatedly shown that we like views of nature-based landscapes (forest, fields, water, mountains, gardens) as well as historic areas, well-kept residential and commercial landscapes, and attractively designed man-made features. On the whole, Americans dislike intrusions in these types of views, as well as poorly landscaped or designed industrial, commercial, and highway landscapes.

They dislike asphalt, parking lots, overhead wires, poles, and towers that mar vistas. Since we see much of the landscape from the automobile, the view from the road is particularly important.

The quality of the landscape directly affects the visitor experience in the Stories of the Chesapeake. Visitors, like residents, like beautiful landscapes, but unlike residents, can easily “vote with their feet” in response to the quality of their experience. Thus, maintaining—

and where possible, improving—the quality of the landscape supports heritage tourism development. As a part of the heritage plan, ESHI worked with Scenic Maryland, Inc., to undertake an assessment of the scenic and cultural qualities of the landscape. Part of that project involved an assessment of county policies affecting the scenic qualities of the landscape. What follows is selected from that report.

The Local Basis for Scenic Protection

The policy assessment examined and evaluated the policies and regulations of Caroline, Kent, Queen Anne’s, and Talbot Counties as they affect scenic resources. It is based on a review of the comprehensive plans and zoning ordinances of the four counties, as well as interviews with planning staff. The assessment examined first the degree to which the four ESHI counties are protecting and plan to protect the visual or scenic quality of valued landscapes, and then the ways in which landscape intrusions are mitigated or controlled.

In all of the counties, there is some degree of disconnect between the comprehensive plans (under revision and evolving) and the current ordinances. Caroline County is in the process of preparing four subregional land use and growth management plans by election district that will comprise the county’s updated comprehensive plan; the North Carolina County plan has been completed (2003), and the West Caroline County plan is underway. Kent County is about to update its comprehensive plan (dated July 1996), but the county prepared a Land Preservation and Recreation Plan in 2001. Queen Anne’s County’s updated comprehensive plan was approved in 2002. Talbot County’s comprehensive plan (July 2003) is a draft. Hence, what is currently allowed in the counties is not necessarily the policy of tomorrow. The assessment considered current regulations and provisions as well as goals for the future.

The counties, to varying degrees, have established a legal basis for protecting community character and creating an aesthetically pleasing environment for their citizens. Caroline County’s zoning ordinance states that among its purposes are “to preserve and enhance the attractiveness of the community;” “to provide for good civic design;” and “to preserve the character of the land.” Kent County’s ordinance includes among its purposes, “providing for the preservation and enhancement of the attractiveness of Kent County through good design and arrangement.” The ordinances of Queen Anne’s and Talbot Counties do not refer specifically to aesthetics in their statements of purpose;



Figure 7-20 Chestertown’s memorial to Swish Nicholson. Three early baseball heroes came from this region, Nicholson, Jimmie Foxx of Sudlersville, where another statue stands, and “Home Run” Baker, whose house can still be seen in Trappe.

however, Queen Anne’s ordinance includes “preserving and enhancing the County’s rural character” and “preserving open space” among its intents. Similarly, Talbot County’s ordinance intends “to preserve the existing rural character and quality of life of the county.” None of the counties’ ordinances explicitly references **scenic resources** or **scenic values** in their statements of purpose.

LANDSCAPE PRESERVATION

What is true of the general basis for scenic protection is also true of specific programs for landscape preservation: while they have much effect on the scenic qualities of the landscape of the Stories of the Chesapeake Heritage Area, none is specifically designed to address those qualities.

The population of the Upper Eastern Shore (the four ESHI counties plus Cecil County) has been growing steadily over the last several decades, with an 88 percent growth rate since 1970.¹⁴ Queen Anne’s County is the fastest growing county of the four ESHI counties, with a growth rate of more than 120 percent since 1970; Caroline County is second, having more than doubled in the same period of time. Talbot County grew more than one percent a year between 1990 and 2000 and is projected to grow at slightly below that rate for the next 30 years. In contrast, Kent County’s population has increased only slightly; however, during the decade 1990-2000, the county grew by nearly 8 percent.

The growth and development of the four counties have had a significant impact on the landscape of the Eastern Shore, changing not only the way the region functions but also how it looks. The gateway to the Eastern Shore from the west—the stretch of Route 50 from the Bay Bridge to the Route 50/301 split—is lined with commercial development, billboards, and various roadside services. Throughout the four-county area, clusters of residential development increasingly mar the view of farm fields and woodland from the road. On Kent Island, condominiums and other shoreline development block water views and the strip development along Route 50 near Easton compromises one’s arrival at the quaint, historic town.

Much of this change is the legacy of subdivision and development decisions that were made decades ago. For example, many of the parcels along the shoreline of Kent Island in Queen Anne’s County were subdivided well before the Critical Areas Act of 1984 that addressed development in the buffer zone. It is important to keep in mind that the planning policies and procedures of the Stories of the Chesapeake counties can do little to affect the landscape intrusions and land subdivisions that the counties have inherited.

It is worth noting, however, that the Town of Easton has a long-term plan to improve the quality of development along U. S. Route 50. Utility wiring has been buried, and as aging commercial properties are redeveloped in this area,

¹⁴ U.S. Census 2000, Projections prepared by the Maryland Office of Planning, North Caroline County Comprehensive Plan, 2003, p. 7.

current policies require a much higher standard of design, landscaping, and signage. Such a “strip doctoring” program is an excellent local example of how it might be possible over a very long period of time to bring unattractive commercial areas up to a quality that projects an image of a region that prides itself on high standards.

As for antiquated, unbuilt subdivisions that are substandard in location and size, it is possible for the counties to require that construction on these sites conform to current zoning requirements (generally larger lots), but not to prohibit construction. Only a program to purchase and retire such lots would currently be effective, such as was created in the Santa Monica Mountains in California.

A recent report by the Abell Foundation has called for state intervention to address the problem of substandard, unbuilt subdivisions within the Chesapeake Bay critical area.

Public Landownership

Perhaps the surest way to protect land—which may or may not involve protecting scenic resources—is through public ownership in fee simple. Public landownership is noteworthy in Caroline, Kent, and Queen Anne’s Counties; Talbot County has limited acreage in public ownership. The only substantial federal land in the region is the Eastern Neck Island Wildlife Refuge in Kent County. State holdings consist primarily of Natural Resource Management Areas. Queen Anne’s County has more county land than the other counties, in special use areas, community parks, and neighborhood parks. Table 7-2 summarizes public landownership.

Easements

Concerted efforts have been made across the Eastern Shore to acquire easements on important agricultural, habitat, and scenic land. Many of the easements have been acquired through Maryland’s Agricultural Land Protection Foundation (MALPF), which is funded through Program Open Space and the state agricultural transfer tax. MALPF districts (voluntary,



Figure 7-21 Land preserved by the Eastern Shore Land Conservancy
The Eastern Shore Land Conservancy is one of the few land trusts nationwide dedicated to extensive work to protect farms as well as natural and scenic lands. (Photo courtesy of Eastern Shore Land Conservancy)

Table 7-2 Public Landownership in Caroline, Kent, Queen Anne’s and Talbot Counties

Public Landowner	Caroline (acres)	Kent (acres)	Queen Anne’s (acres)	Talbot (acres)
U.S.	None	2,285	None	4
State	6,746	5,975	5,113	242
County	173	165	2,033	409
Total	6,919¹⁵	8,425	7,146	655

Source: County figures as of December 31, 2003

Table 7-3 Acreage in Land Protection Programs under the Maryland Agricultural Land Preservation Foundation

MALPF Program	Caroline (acres)	Kent (acres)	Queen Anne’s (acres)	Talbot (acres)
MALPF districts (temporary)	41,817	8,200	10,737	14,523
MALPF easements	26,122	10,581	22,107	8,468

Source: County figures as of December 31, 2003

Table 7-4 Acreage in Maryland’s Rural Legacy Program

Rural Legacy Program	Caroline (acres)	Kent (acres)	Queen Anne’s (acres)	Talbot (acres)
Marshhope Rural Legacy Area ¹⁶ (temporary)	2,184			
Tuckahoe Rural Legacy Area	4,735			7,138
Sassafras Rural Legacy Area		Nearly 8,000		
QA Rural Legacy Area #1			10,632	
QA Rural Legacy Area #2				
Rural Legacy easements (all areas)	3,078	1,079	5,013	551

Source: County figures as of December 31, 2003

¹⁵ Caroline County’s public land figures are being updated.

¹⁶ Shared with Dorchester County; figures for that portion are not provided.

Table 7-5 Easements & Conservation Lands Held in Caroline, Kent, Queen Anne's, and Talbot Counties

Program	Caroline (acres)	Kent (acres)	Queen Anne's (acres)	Talbot (acres)
MALPF	26,122	10,581	22,107	8,468
RURAL LEGACY	3,078	1,079	5,013	551
MET, ESLC, Other Private Nonprofit Conservation Organizations	1,406	14,066	6,801	10,728
Other:				
Chesapeake Forests, Glatfelter Greenprint	3,378		416	
CREP			402	
Total	33,984	25,726	34,739	19,747
Land Owned in Fee by Nonprofit Conservation Organizations			1,334	4,076
Total Easements & Conservation Lands	33,984	25,726	36,073	23,823

Source: County figures as of December 31, 2003

temporary agricultural districts) are formed by willing landowner commitments to maintain property in agriculture or forestry for a five-year period. Land in a MALPF district cannot be subdivided or converted to residential, commercial, or industrial use and is eligible for permanent easement acquisition. Under MALPF easements, no signs,

billboards, or outdoor advertising displays may be erected except small identifying, political, or real estate signs. Current MALPF policy allows antennas on or in existing structures but not stand-alone towers.¹⁷

Each of the four counties has MALPF districts as well as acreage in MALPF easements. Table 7-3 shows the acreage in districts that is qualified for MALPF easement purchase but which for various reasons (funding limits, generally speaking) has not yet been brought under easement. MALPF easement numbers are shown for comparison.

Some easements have been acquired with Rural Legacy Program funds. Table 7-4 illustrates the status of these areas, which work similarly to MALPF

¹⁷ The standard MALPF easement approved August 2003 has the following language: "No signs, billboards, or outdoor advertising displays may be erected, displayed, placed or maintained on the land; provided, however, the Grantor reserves the right to erect signs not exceeding 4 feet by 4 feet for each of the following purposes: (a) to state the name of the land and the name and address of the occupant; (b) to advertise any home or ancillary occupations consistent with the purposes of this easement subject to the approval of the Grantee; and (c) to advertise the land's sale or rental, to forbid trespassing or hunting, to identify the land's protected status under this Deed of Easement, or to support a political candidate, all as further regulated by local laws."

in that first an area is designated, and then the counties work toward protecting land within that area. These areas are generally designated as a way of tying together an area where significant amounts of public investment have already been made in land protection.

In all four counties, the Eastern Shore Land Conservancy (ESLC) and the Maryland Environmental Trust (MET) have acquired easements, some of which are jointly held. MET and ESLC easements prohibit billboard and cell tower leases under a general prohibition of commercial uses and are highly protective of important scenic resources. Other conservation groups have holdings in easement and in fee. For example, in Kent County, the Conservation Fund and American Farmland Trust hold easements on 3,300 acres in the Chesapeake Farms property. Table 7-5 summarizes the easements and land in fee held by various entities with a mission of land conservation in the four counties.

Local Purchase of Development Rights Programs (PDR)

If certified by the Maryland Office of Planning, local agricultural preservation programs can retain 75 percent of the agricultural transfer tax collected to use as matching funds for MALPF easement acquisition. All the counties except Caroline have received such certification. (Caroline County retains 33.3 percent of the transfer tax.)

Although none of the counties has a separate Purchase of Development Rights program funded from another local source, all put money from the general fund into matching MALPF funds. In addition, all the comprehensive plans recommend establishing separate PDR programs. The North Caroline County comprehensive plan recommends consideration of a PDR program. Kent County's comprehensive plan recommends establishing a local PDR program to supplement MALPF and MET. Such a program would allow the county to establish its own standards and procedures for easement acquisition. Queen Anne's County's plan recommends considering a PDR program to protect highly productive agricultural lands modeled, perhaps, on Howard County's zero coupon bonds program. (A PDR program is one of several mechanisms for acquiring scenic views and critical farms being examined by the county's recently appointed Preservation Task Force.) Talbot County's draft comprehensive plan recommends consideration of a PDR program to create a permanent greenbelt adjacent to the designated growth area of Easton, Oxford, St. Michael's, and Trappe.

Transfer of Development Rights Programs (TDR)

All counties except Kent County have Transfer of Development Rights programs, although none of them have been particularly effective in protecting agricultural land.

Caroline County's program, which began in 1989, has protected 345 acres, rights from only 50 acres of which have been transferred to a development site. The county acknowledges that the program has not been very successful, but it is currently undergoing structural changes, in part because of an emerging market for TDRs.



Figure 7-22 A farm scene along Route 213 (Chesapeake Country National Scenic Byway)

Changes involve mapping specific sending and receiving areas, no percent/TDR banking, and a buyer-seller bulletin board to facilitate private transactions.

Queen Anne's County's program has been used to restrict 2,471 acres of land, but so far development rights not have been transferred to identified growth areas. In part this is because growth areas, whether incorporated towns or unincorporated areas, have ample residential and commercial density allowed by right. Through the non-contiguous development process, development rights have been transferred between non-contiguous parcels. Such transfers have taken place between one rural parcel and another, thereby shifting density for the purpose of development. However, the overall density does not change, and such transfers do not provide a density bonus.

Talbot County's program currently transfers rights only within election districts and has protected several parcels from development. Talbot County's draft comprehensive plan suggests lifting this limitation and recommends that the county and towns explore an inter-jurisdictional TDR program.

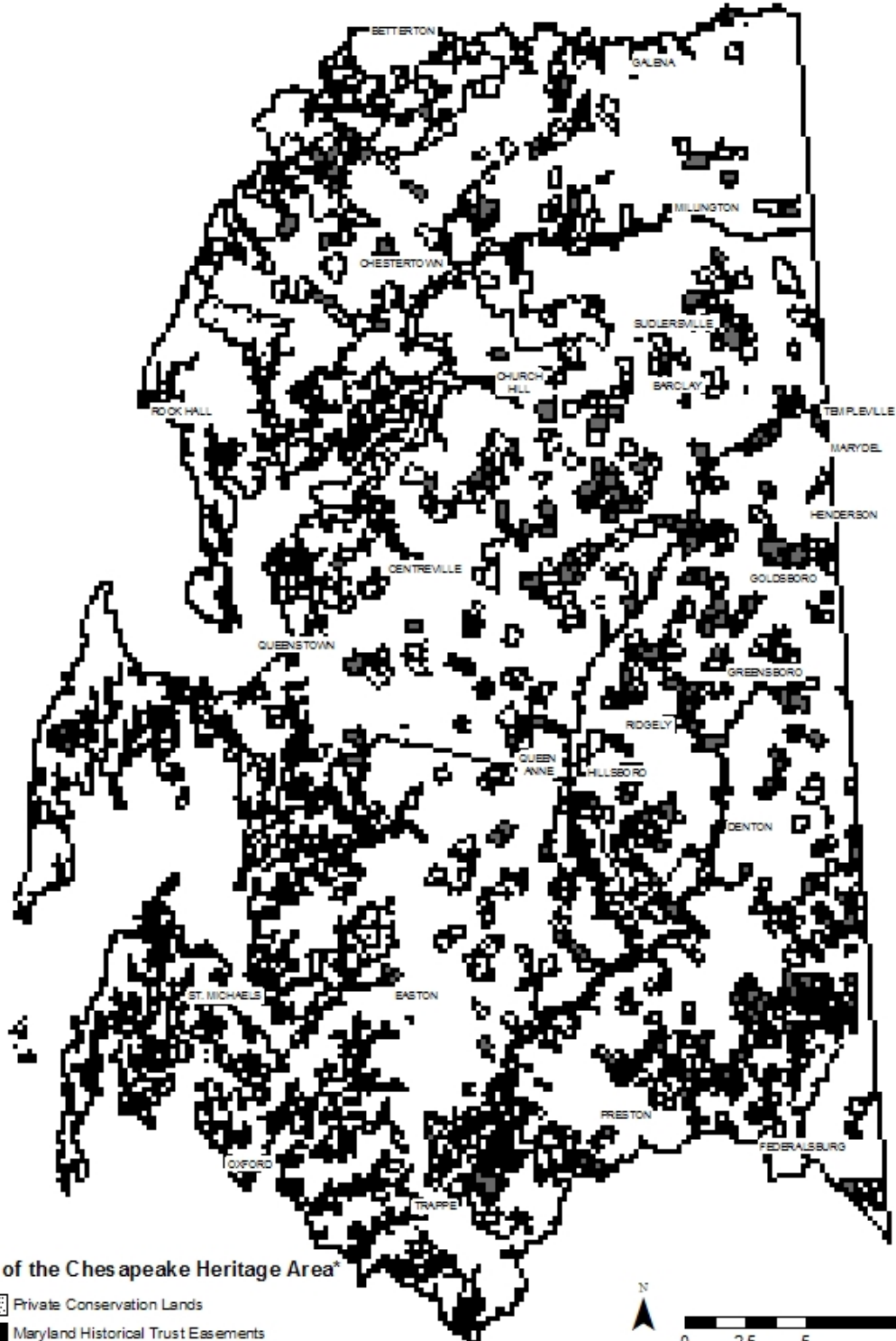
Agricultural Zoning

Strong agricultural zoning can provide a measure of protection to landscapes reserved for agriculture. Agricultural zoning can limit the number of dwelling

Map 17 Scenic Resources: Overall Assessment

Lands Protected by Easements and Areas Designated for Possible Public Acquisition of Easements

MAP 17



Stories of the Chesapeake Heritage Area*

-  Private Conservation Lands
-  Maryland Historical Trust Easements
-  Maryland Environmental Trust Easements
-  Agricultural Land Preservation Districts
-  Agricultural Land Preservation Easements
-  Rural Legacy Areas

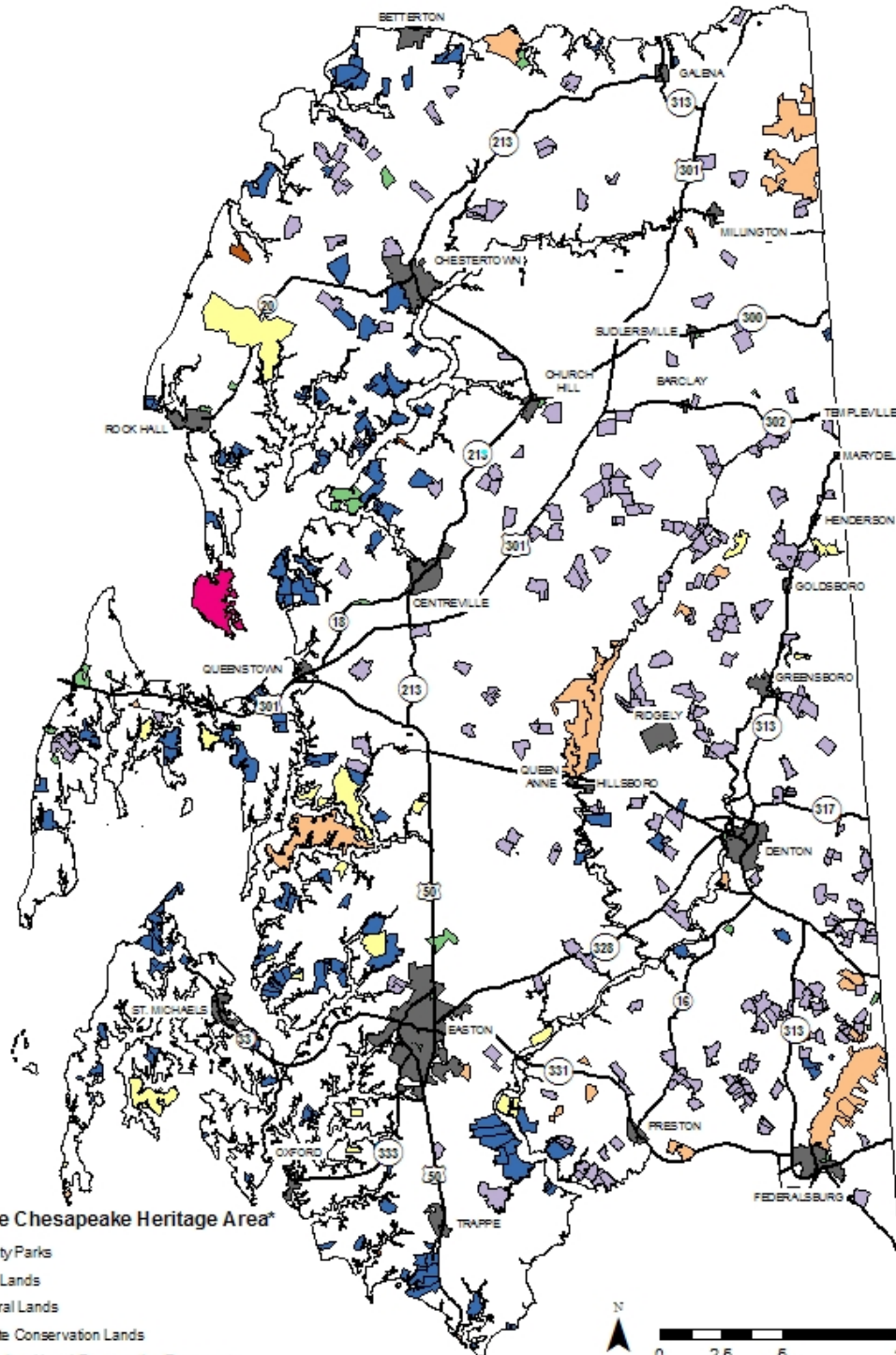


*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland. Data derived from the Maryland Historical Trust, the Technology Toolbox, ESRI, and the Washington College GIS lab.

Prepared for Eastern Shore Heritage, Inc., by the Washington College GIS Laboratory, Chestertown, Maryland. 11/10/04.

Permanently Protected Lands

Map 19



Stories of the Chesapeake Heritage Area*

-  County Parks
-  DNR Lands
-  Federal Lands
-  Private Conservation Lands
-  Agricultural Land Preservation Easements
-  Maryland Environmental Trust Easements
-  Maryland Historical Trust Easements
-  Major Roads
-  Municipalities



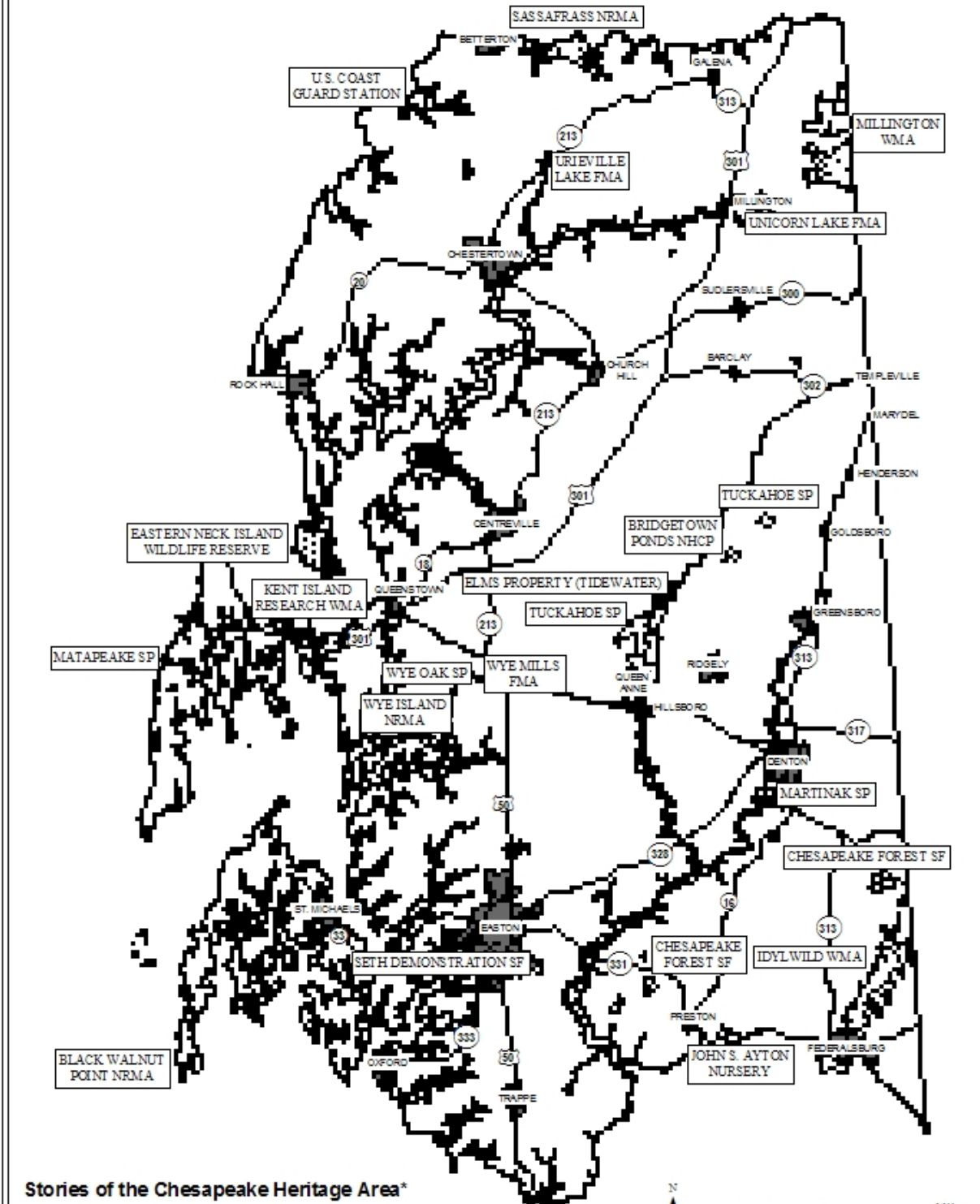

WASHINGTON COLLEGE

Prepared for Eastern Shore Heritage, Inc. by the Washington College GIS Laboratory, Chestertown, Maryland, 11/9/04.
Map is designed to be viewed in color. Black and white reproduction may not maintain original map integrity.


*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
Data derived from the Technology Toolbox, ESRI, and the Washington College GIS Laboratory.

Lands Protected by Public Ownership

MAP 18.



Stories of the Chesapeake Heritage Area*

-  Federal Lands (labeled)
-  DNR Lands (labeled)
-  County Parks
-  Major Roads
-  Municipalities

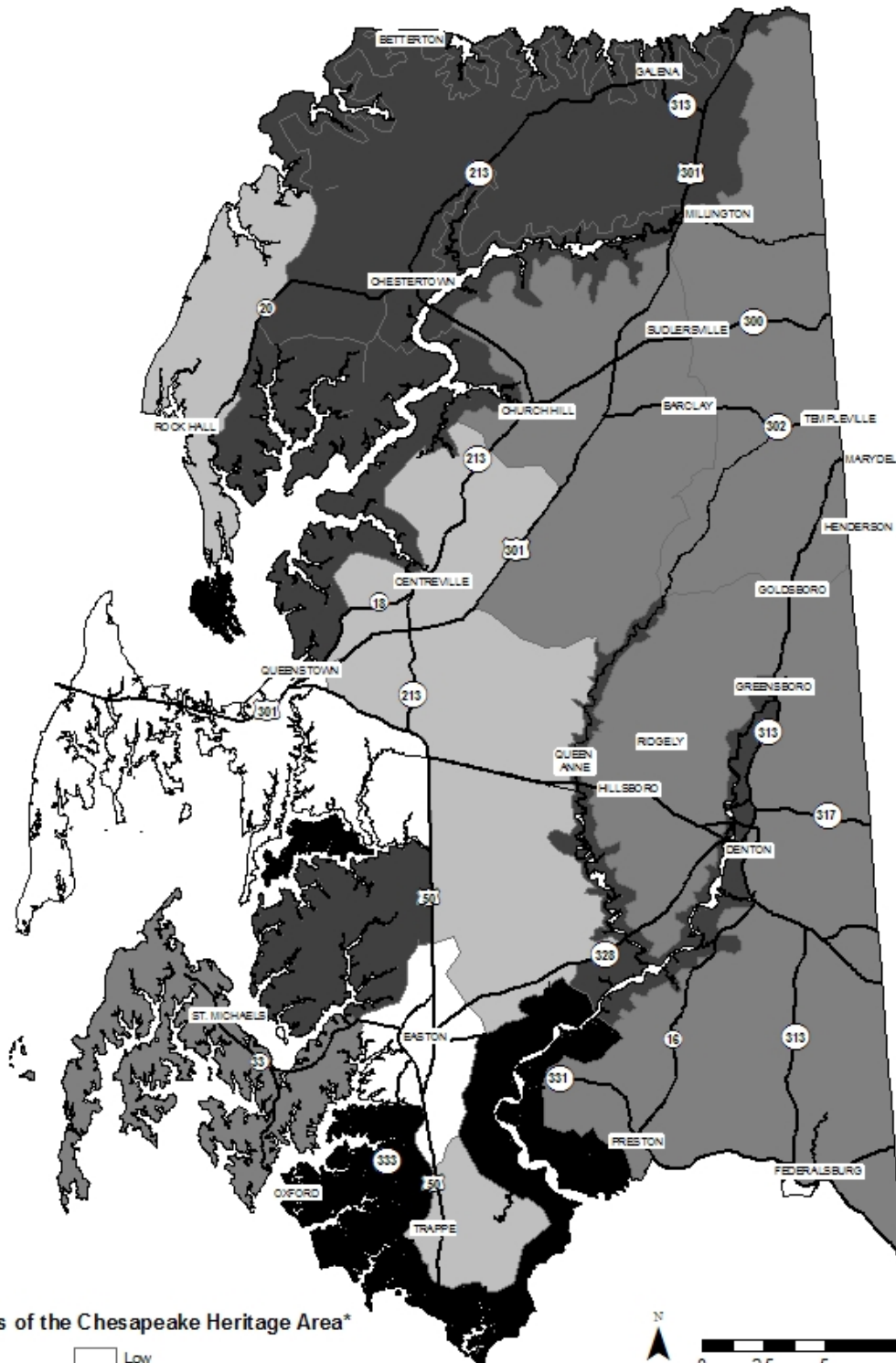


*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
Data derived from the Technology Toolbox, ESRI, and the Washington College GIS Laboratory.

Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 10/26/04.

Scenic Resources: Overall Assessment

MAP 20



Stories of the Chesapeake Heritage Area*

- Low
- Medium-Low
- Medium
- Medium-High
- High



Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 10/26/04.

*Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
Map contents originally produced by John Milner Associates, Inc.

Map 18 Lands Protected by Easements and Areas Designated for Possible Public Acquisition of Easements

Map 19 Lands Protected by Public Ownership

Map 20 Permanently Protected Lands

units that can be built and can dictate their arrangement on the land, so that open vistas are protected.

Caroline County has an agricultural district on the books, but it has never been assigned; however, there are Open Space and Rural districts. The Open Space district is intended to preserve natural resource features and open areas for outdoor recreation. The Rural district, which covers approximately 90 percent of the county, is for agriculture, but minor subdivisions of four lots and major subdivisions of 25 lots (both with a one-acre minimum lot size) are permitted.¹⁸

Nearly 80 percent of the land in Kent County is in the Agricultural District, which is truly intended for agriculture. The standard density is one house per 30 acres, and subdivided lots can consume only 10 percent of the property. Enclave developments of one house per 10 acres are also permitted so long as no more than 10 percent of the land is subdivided. The purpose of this restriction is to minimize the loss of agricultural land and maintain the visual quality of the agricultural landscape. Kent County also has a Rural Character District that serves as a transition zone between towns and villages and the Agricultural District. In the Rural Character District large-lot estates are permitted, with a density of one house per 20 acres.

In Queen Anne's County, 209,000 acres—or 88 percent of the county—is zoned Agricultural or Countryside. In these zones, development can occur in one of three ways: large-lot subdivisions with a 20-acre minimum lot size; sliding-scale subdivisions, whereby the number of lots for the first 100 acres of a parcel may not exceed 2 and for each subsequent 100 acres or part thereof, the number of lots is one; or clustered subdivisions. In the case of clustering, a density of one house per 8 acres is allowed on a maximum of 15 percent of the site, and the remainder of the land is deeded open space held by the county in perpetuity. (Under the comprehensive plan, the permanence of deed restriction can be changed if the developed land is annexed into a town as a growth area.) Currently, more than 20,000 acres of land have been deed restricted through the cluster subdivision process. Queen Anne's County also has an Estate District, but this covers only 491 acres, or .2 percent of the county's land.

Talbot County has a Rural Agricultural Conservation District covering the majority of county land that lies outside the Critical Area. Here subdivisions can be developed in one of three ways: in large-lot subdivisions of 20-acre minimum lot size plus three units by right; in clustered subdivisions of one house per 10 acres plus three units; or clustered subdivisions with TDR, which allows one house per five acres plus three units by right. With clustering, the open space land is preserved under Reservation of Development Right agreements, with land development rights dedicated to the county and running with the land. Currently, Talbot County has protected 3,295 acres through the Reservation of Development Rights. Table 7-6 summarizes the acreage

¹⁸ It is possible that the allowance for major subdivisions will be downgraded from 25 lots to 15.

protected through public ownership, ownership in fee by conservation organizations, easements, and TDRs in the four counties.

Critical Areas

All counties in Maryland are required to develop specific plans to protect the state's critical areas—specifically the landward 1,000-foot area beyond the heads of tides of the Chesapeake Bay and its tributaries as well as all state and private wetlands. The critical areas and buffers are particularly important scenic resource lands, since the most preferred views on the Eastern Shore are of water-enclosed river corridors and open expanses of the Bay and its tributaries. Loss of these views is an important scenic conservation issue.

The protection of scenery was not among the purposes of the Critical Areas Act, however. Although critical area policies and procedures generally protect the wildlife habitat of the buffer zone, they do not necessarily protect scenic views of the water.

Under the Critical Areas Act, growth is allowed within the critical area but must not harm water quality, wildlife habitat, and coastal resources. Land within the critical area is divided into Resource Conservation Areas (RCA), Limited Development Areas (LDA) and Intensive Development Areas (IDA), allowing for different types and densities of land use. All jurisdictions are required to maintain a 100-foot buffer free from development and in natural vegetation, except that developed areas may be designated buffer-exempt. When the Critical Areas Commission was established, each county was allotted 5 percent of the Resource Conservation Areas, excluding federal lands and tidal wetlands, for future intense development. Some shoreline development has occurred through growth allocation, but some has also occurred without it.

Table 7-6 Summary of Protected Acreage in Caroline, Kent, Queen Anne's, & Talbot Counties

Type of Permanent Protection	Caroline (acres)	Kent (acres)	Queen Anne's (acres)	Talbot (acres)
Public Ownership	6,919	8,425	7,146	655
Private Conservation Ownership			1,334	4,076
Easements	33,984	25,726	34,739	19,747
TDRs	345		2,471	580
Deeded Open Space			20,354	3,295
Total Protected Acreage	41,248	34,151	66,044	28,353
Total Acreage in County	205,383	170,480	238,720	171,423
Percentage Protected	20.08%	20.03%	27.67%	16.54%
Overall protection	21.6%			

Source: County figures; as of December 31, 2003

HISTORIC RESOURCES

Historic districts and individual historic settings are valued scenic resources. Their preservation is important to maintaining scenic quality. The extent of historic preservation planning and protection varies across the four counties, as discussed earlier in this chapter, although all deem the protection of historic resources as important.

CONTROL OF LANDSCAPE INTRUSIONS

Local governments can do much to control visual intrusions on the landscape. Each of the four counties has passed ordinances regulating signs, billboards, and cell towers and, to some degree, tried to enhance the view of the landscape from the road. Likewise, to varying degrees the counties have required or recommended guidelines for new development.

Sign Ordinances

The four counties have regulated signs in various ways. In general, Kent County has the strictest sign ordinance, and Caroline County has the most permissive.

All the counties prohibit flashing or animated signs (except those displaying time and temperature) and signs with bright illumination that would distract drivers. Kent, Queen Anne's, and Talbot Counties also prohibit banners, posters, pennants, ribbons, or other moving signs and signs projecting above the roofline. Kent and Talbot Counties prohibit signs painted on vehicles and exposed neon tubing.

The number, height, and dimension of signs are generally regulated according to zoning district. Caroline County's regulations are the most straightforward. No sign can exceed 25 feet in height or the height of the building, whichever is greater, in any zoning district; however, the maximum size of the sign varies by district—with 200- and 400-square-foot signs allowed in commercial, industrial, and highway districts.

In Kent County, sign area in the village districts cannot exceed 10 square feet, and in commercial and industrial districts detached signs cannot exceed 25 square feet and cannot be more than 25 feet in height. Waterfront businesses may have one sign to be read from the water limited to 20 square feet and 20 feet in height. In addition, Kent County provides bonuses in sign area for detached and attached signs for specified design features, such as solid wood, landscaping, low monuments, or lack of lighting.



Figure 7-23 Captains' Houses, Centreville

The preservation of historic structures adds to the scenic beauty of the small towns and countryside of the Stories of the Chesapeake Heritage Area.

In Queen Anne's County, the maximum size of freestanding signs varies by zoning district, with 250-square-foot signs allowed in commercial and industrial districts when the gross floor area of the development is 50,000 square feet or more or there are 500 or more feet of road frontage. In agricultural and residential districts, nonresidential development sites are allowed signs of no more than 35 square feet. Sign height also varies by zoning district and length of setback from the property line. Queen Anne's County also has detailed regulations by type of sign.

Talbot County has a detailed sign ordinance that regulates the number, size and height of sign by type and by zoning district. For example, in general commercial or industrial districts, there can be three freestanding signs if the lot has 600 or more feet of road frontage, but the total sign area cannot exceed 300 feet. Freestanding signs cannot be more than 20 feet in height. In the town of Easton, businesses are restricted to one building sign and one freestanding sign of 10' maximum height and 100 square feet in size. Billboards and banners are prohibited.

Billboard Restrictions

Three of the four counties prohibit new off-premise signs. Caroline County does not. Off-premise signs are permitted in Caroline County, but they may not exceed 16 square feet in size and 8 feet in height. In Caroline County, signs advertising a special cultural or governmental event may be erected off-premise for up to 30 days, but they may not exceed 32 square feet in size. There are fewer than 10 billboards in Caroline County.

Kent County has not used amortization to remove nonconforming billboards but has no more than a handful of billboards remaining. Several years ago Queen Anne's County conducted an inventory of nonconforming billboards and other signs, finding 111 billboards. The county has been successful in removing some of the billboards, within the constraints of the Highway Beautification Act. As of December 31, 2003, Queen Anne's County had approximately 60 billboards.

Following a zoning update in 1990-91, Talbot County provided for amortization to remove all off-premise signs. More than 40 were removed within a three-year period. However, eleven remain because they are permitted through the state and possess a state sticker. Should the state permits lapse, these billboards are subject to removal.

Cell Tower Ordinances

Strong communications tower ordinances discourage new towers and require an analysis of the degree to which they might impact natural, cultural, and visual resources. Communications tower ordinances regulate the number, location, size, design, and landscaping of cell towers.

Caroline County's cell tower ordinance deals effectively with cell tower construction and location. Cell towers require Board of Zoning Appeal approval through special use, allowing a high degree of technical staff oversight. The county strongly encourages using existing cell towers.

Kent County's cell tower ordinance requires the consideration of location on existing tower structures or water towers; the minimization of appearance through available technology; and the siting within or adjacent to mature tree growth and understory vegetation. It also requires a written evaluation explaining that the site will not interfere with significant natural and cultural resources, including scenic byways, historic resources, and the Chesapeake Bay.

Queen Anne's County's ordinance "strongly encourage[s] the joint use of new and existing telecommunications facilities" rather than constructing new ones. Specifically, the ordinance requires an alternatives analysis demonstrating that all feasible alternative locations have been considered and that the potential for co-location has been explored. The ordinance also encourages minimizing towers' adverse impact through "design, siting, landscape screening, and innovative camouflaging techniques."



Figure 7-24 Oxford Town Park

Views of the water are not as easy as one might expect to find in the Stories of the Chesapeake Heritage Area, especially with public access where residents and visitors can spend time in pleasant surroundings along the water. The Town of Oxford has preserved a beautiful water view with its community park.

Similarly, Talbot County's ordinance stipulates that cell towers must be designed to minimize visual and environmental impacts through camouflage, stealth technology (technology to disguise the tower as a tree, flagpole, or clock tower, for example), use of existing structures, and other means. Applicants must demonstrate that no nearby co-location opportunities exist. Cell towers are prohibited in Rural Residential and Town Residential zones.

Highway Corridor Buffers and Overlays

An important strategy to minimize visual intrusions in the landscape is to create highway corridor overlay zones that provide design guidelines and/or mandate buffers for entrance corridors, gateways, or other key highway segments. None of the four counties currently has highway corridor protection mechanisms in place.

Nevertheless, the counties' comprehensive plans call for such highway corridor overlays to be developed. Caroline County's plan for the northern part of the county proposes buffering along roadways in the Rural zone, the creation of greenbelts around towns to maintain a distinct edge, and design

guidelines for transportation corridors—specifically, for the county and towns to coordinate policies for these buffer areas to protect “key visual corridors and gateways to the towns, maintaining appropriate natural buffers, and protecting rural character.”

Kent County’s comprehensive plan, although not calling specifically for highway corridor overlays, stresses the importance of well-designed vehicular corridors and the preservation of significant views.

Queen Anne’s County’s comprehensive plan recommends working with the State Highway Administration on Context Sensitive Solution projects and traffic calming for Centreville and Queenstown. As part of its Preservation Task Force initiative, discussed later in this report, the county is working to identify scenic vistas along selected county roads.

Talbot County’s draft comprehensive plan calls for highway corridor zones that establish design standards, especially at gateways to incorporated towns along Route 33 and Route 50. (A Gateway Task Force is currently working on development standards for gateways and entrance corridors.) It also recommends buffering residential lots in rural and agricultural areas from public roads to preserve scenic views.

Landscaping Ordinances

Landscaping ordinances are a tool for enhancing the visual quality of the built environment. They can require tree plantings, vegetative buffers, and other kinds of screening to block development from neighboring properties or from the road and to provide a more scenic landscape.

Caroline County does not have a landscaping ordinance or specific landscaping requirements for most zones; however, it does have performance standards for screening industrial uses. Kent County has landscaping standards for every zone. In commercial districts a minimum of 15 percent of sites must be landscaped, and 10 percent of all parking areas must be landscaped if there are more than 10 spaces, not counting perimeter screening. Queen Anne’s County also has landscaping standards for each zone. The county requires two plant units per 24 parking spaces in Urban Commercial and Town Center districts and three plant units in Suburban Commercial.¹ Queen Anne’s County’s zoning ordinance specifies the required width and landscaping of buffers between various categories of development and types of roadways. For example, a buffer of 15 feet with two plant units per 150 lineal feet must separate village commercial development from a neighborhood street. In Talbot County’s commercial areas screening is required along property lines and around and in parking lots. Screening must be 5 feet wide and 6 feet high within three years if buffering from an adjacent property and 3 feet high if buffering from a public right-of-way. Large deciduous shade trees, 50 feet at maturity, must be planted along surface parking areas—one tree for every 10 parking spaces.



Figure 7-25 Denton Button Factory

Not all preserved buildings need be residential, or even pre-20th century. In a great illustration of the slogan “preservation is recycling, too” the Caroline Economic Development Corporation adapted this distinctive early 20th century factory building to office use and incubator space for start-up businesses.

Lighting

Uncontrolled, obtrusive lighting detracts from the beauty of the night sky and, thus, its regulation contributes to the protection of scenic resources.

Caroline County’s zoning ordinance has no specific lighting regulations. Kent County addresses lighting in commercial, industrial, and village districts. In village and commercial districts, light height is restricted to 18 feet (except for lights on buildings), and lights must be designed to reduce glare. In industrial districts, there is no height restriction. Queen Anne’s County’s zoning ordinance has a separate section on lighting that regulates the height of exterior lights, dependent upon the degree of exposure of the luminaire. If the light source is fully exposed, lights may not exceed 12 feet in height in residential areas and 20 feet in nonresidential areas. Lights may be higher if the light source is not fully exposed. (There are exceptions for public street lighting and recreational uses.) Flickering or flashing lights are not permitted. Talbot County’s ordinance also has a separate section on lighting. Excessive lighting is prohibited, and flickering lights must be shielded. Only Talbot County directly addresses shoreside lighting. Lights on piers, docks, and wharves must be shielded so that the luminaire is not visible 75 feet away at a height of more than 4 feet above the mean low water line.

Design Guidelines

Design guidelines governing new construction are intended to create an attractive environment that complements the local landscape and existing architecture. Although two of the counties have explicit design guidelines in their zoning ordinances, they do not explicitly reference scenic quality.

Although Caroline County currently does not have design guidelines, the North Caroline County plan recommends that development design guidelines be prepared to address landscaping, buffers, access, signage, and siting.

Kent County has design standards for each zoning district governing general and specific design elements, including landscaping, street design, parking, and building mass and materials. The intent is to ensure that any new development minimally disturbs the environment and complements existing architecture and community character. In Commercial districts, no corporate or trademark (franchise design) architecture is allowed, and retail facilities are capped at 60,000 square feet (except in Commercial zones along Route 301). To the extent possible, parking must be situated to the rear of buildings.

Queen Anne’s County has design guidelines for each zoning district, woven throughout the ordinance. In addition, the plans for Centreville, Chester, Grasonville, Queenstown, and Stevensville address streetscape issues, community character, and historic resources.

Talbot County’s draft comprehensive plan contains a chapter devoted to “Community Design and Appearance.” It recommends prohibiting strip development along county and state roads; establishing design standards for residential projects; developing design guidelines for commercial and industrial development; protecting highway corridors from unsightly development and intrusions; establishing a gateway overlay zone; and continuing incentives for clustering. The town of Easton within Talbot County currently has extensive design guidelines for commercial development. The county is considering county-wide rural design guidelines.

OTHER INITIATIVES AFFECTING SCENIC RESOURCES

Green Infrastructure

Talbot County is developing a Green Infrastructure Plan that applies GIS and resource analysis to help the county identify, evaluate, and protect ecologically important lands and minimize forest fragmentation and habitat degradation.

Trails

Hiking and biking trails along greenways provide access to scenic views and opportunities for enhanced land conservation. Currently there are few such and there are plans to expand Tuckahoe State Park as part of the American



Figure 7-26 Millington Wildlife Management Area, Delmarva Bay

Over many years, extensive areas of the Stories of the Chesapeake Heritage Area have been publicly purchased for habitat protection, hunting (state Wildlife Management Areas), and outdoor recreation in general (state Natural Resource Management Areas and Tuckahoe State Park). These public lands form the core of a “green infrastructure” initiative begun at the state level to identify opportunities and ways to link green spaces to provide greater opportunities for wildlife to move from place to place and create recreational linkages for humans, as well.. The phrase comes from the idea that parks and wildlife corridors are just as important as power lines and bridges as part of a community’s infrastructure. Several counties, including Talbot County, have now taken the data from the state to create more detailed maps at the local level. Here, a visitor to Millington WMA might see “Delmarva bays” or wildflowers but strictly speaking, it is maintained for hunting. Delmarva bays are known locally as “whale wallows” and are unusual, globally rare wetlands, some housing protected species of plants and animals, especially amphibians.

trails in the four-county region. Queen Anne’s County has the Cross Island Trail, more than six miles long; plans are underway to extend the trail to Holly’s Restaurant. Planning is underway for the Southern Kent Island Trail, Discovery Trail. Talbot County has one proposed trail: the Easton Rail Trail, in the preliminary planning stage.

Scenic Vistas and Critical Farms

Queen Anne’s County passed a resolution in August 2003 to establish a Preservation Task Force to review strategies to protect its scenic vistas and critical farms. The resolution clearly states the importance of scenic vistas to the county as well as the importance of protecting them. Jakubiak &

Associates has been hired to research techniques and incentives the county can use to encourage landowners to protect scenic resources and critical farms.

Scenic Byways

The Chesapeake Country Scenic Byway, a state-designated and National Scenic Byway, runs through Kent and Queen Anne’s Counties (as well as Cecil County). (The state-designated portion of the byway also runs through Talbot County.) Although this designation does not impose any land-use restrictions on land along the byway, the corridor management plan for the national scenic byway in Kent and Queen Anne’s Counties provides numerous recommendations for “preserving and improving places,” including conserving rural lands; preserving historic sites and districts; and improving town centers, gateways, and entries. Queen Anne’s County’s comprehensive plan calls for the implementation of those recommendations.

In Kent County and Queen Anne’s County, the Adkins Arboretum is leading an effort to dedicate Route 301 as “Eastern Shoreway,” a state scenic byway and enhanced parkway through the region from the Route 301/Route 50 split to the state line. Caroline County has a portion of the Underground Railroad Trail, a state-designated scenic byway, which offers the potential for further heritage tourism. In addition, Caroline County is initiating a Transportation Corridor Study for Route 404 with the hope of pursuing scenic byway designation.

CROSS-COUNTY COMPARISONS

The comprehensive plans of all four counties in the Stories of the Chesapeake Heritage Area stress the importance of protecting agricultural landscape, open vistas, historic villages, and critical natural resources. The most recent plans have gone the farthest in this regard. The draft plan of Talbot County, Queen Anne’s County’s plan, and the North Caroline County plan are much more explicit and comprehensive in their approach to resource preservation than are the 1996 Kent County plan or outdated countywide plan for Caroline County.

All of the counties have achieved a measure of success in protecting valued scenic landscapes. All participate actively in the MALPF program and have protected valuable agricultural lands through MALPF districts and easements—particularly Caroline and Queen Anne’s County (in terms of total acres protected). The Rural Legacy program has also been a vehicle for protecting rural land, again particularly in Caroline and Queen Anne’s County. All of the counties have a substantial amount of land in MET, ESLC, or other private easement, with Kent County leading in this kind of easement acreage. None of the counties has currently developed or employed a locally funded PDR program.



Figure 7-27 Harriet Tubman and family, New York State

Harriet Tubman, shown at far right at the end of her long life, escaped from slavery in Dorchester County prior to the Civil War. Known as the “Moses of her people,” she returned many times to bring family members and others out of bondage, The route she and others followed can be traced through the back country along the Underground Railroad Scenic Byway in Caroline County. (Photo courtesy of Caroline County Historical Society)

All four counties have zoned a substantial amount of land for Agriculture, and most are fairly restrictive about the amount and arrangement of residential development allowed in this zone, regulating that development through large minimum lot size, clustering, or TDRs. Queen Anne’s and Talbot Counties preserve the open space that is saved through cluster subdivisions. Caroline County is more permissive about development on agricultural land but is seeking to revise its policies and regulations governing rural subdivisions. Talbot County leads the region in historic preservation initiatives, with more National Register listings, more local historic districts, and more historic district commissions and ordinances. The other counties acknowledge the importance of historic resources but have been slower to pursue National Register nominations and encourage the formation of local districts. Caroline and Queen Anne’s Counties have no local historic districts.

All counties except Caroline have solid on-premise sign ordinances and billboard prohibitions. Kent County’s on-premise sign ordinance is the most restrictive. All four counties have strong cell tower ordinances. All the counties except Caroline have reasonable landscaping requirements within their zoning ordinances. None of the counties has established a highway corridor overlay district or developed design guidelines for gateway areas and



Figure 7-28 Adkins Arboretum butterfly

Natural areas in the Stories of the Chesapeake Heritage Area abound with many varieties of butterflies. This orange and brown beauty (who can tell us what it is?) was caught resting on a fence rail at Adkins Arboretum. Butterfly gardens may be visited at Old Wye Mill and Eastern Neck National Wildlife Refuge. (Photo by Jenny Hoffman)

scenic roadways, although Talbot County is working on gateway guidelines. Although the Chesapeake Country National Scenic Byway goes through Kent and Queen Anne’s Counties, the byway designation has not yet resulted in any new specific guidelines or regulations.

Kent County has developed detailed and restrictive design guidelines on new development in all zones, noteworthy for their prohibition of trademark architecture in commercial areas and a cap on retail size. Queen Anne’s County also has detailed design guidelines for each zoning district.

Although all the counties’ comprehensive plans discuss the importance of scenic resources, only Queen Anne’s County has established a task force to review strategies to protect scenic views and critical farms. A study will be underway shortly to assess and recommend strategies to protect those resources.

STRATEGIES & ACTIONS FOR SCENIC PROTECTION

Objective: Establish Firm Scenic Policy Guidance & Initiatives

7SC-1 Encourage jurisdictions to develop explicit statements that the protection of scenic resources is an important goal in order to enhance quality of life and improve the local tourism-based economy, for inclusion in their comprehensive plans and zoning ordinances.

7SC-2 Work with the counties to develop explicit strategies for protecting scenic resources.

7SC-3 Encourage all jurisdictions to work with Scenic Maryland and Scenic America to obtain technical assistance and support for their scenic conservation efforts.

Objective: Conduct Inventories

7SC-4 Work with the counties, municipalities, and citizen participants to inventory important scenic views from and along the shoreline, as well as important scenic views from major roadways.



Figure 7-29 Adkins Arboretum native plant sale

Native plants can help bring butterflies into any garden on the Delmarva Peninsula. The Arboretum is within the boundary of Tuckahoe State Park, another part of the region's "green infrastructure."

7SC-5 Inventory the "public domain" (rights-of-way, sidewalks, public parks, and other public areas) to understand and recognize the important elements of these landscapes as experienced by pedestrians and drivers.

7SC-6 Inventory existing off-premise signs ("billboards")

7SC-7 Encourage Caroline, Kent, and Queen Anne's Counties to create a "greenprinting" program.

Objective: Continue to Improve Programs and Funding for Permanent Land Protection

7SC-8 Encourage the counties to continue to put agricultural land into districts and acquire easements on those lands. The counties should also continue to work with MET, ESLC, and other conservation organizations to encourage voluntary donations of easements on important scenic, natural resource, and agricultural land.

7SC-9 Support Caroline County in seeking certification of its agricultural preservation program to qualify for 75 percent of the agricultural transfer tax for easement acquisition.

7SC-10 Work with the Eastern Shore Land Conservancy to establish an easement program to protect significant scenic sites contributing to community character that involve less than 50 acres (repeated in “historic preservation”).

Objective: Improve Land Development Codes Explicitly to Address Scenic Qualities

7SC-11 Encourage more restrictive subdivision regulations and procedures for protecting open space land that remains from clustered subdivisions.

7SC-12 Encourage the counties and municipalities to protect the scenic qualities of the Chesapeake Bay Critical Area as they allow growth and change under the Critical Areas Act, especially the retention of water views across private lands.

Objective: Improve Signage Standards

7SC-13 Encourage the four counties to hire a consultant to examine their on-premise and off-premise sign ordinances and existing sign inventories to ensure enforceability and uniformity of signage policies.

Objective: Enhance Design Standards for New Construction

7SC-14 Encourage all jurisdictions to develop techniques to protect scenic corridors and gateway areas.

7SC-15 Encourage all jurisdictions to review their landscaping ordinances and strengthen them where possible to protect scenic resources—especially in requiring buffers and screening between new development and state and county roads.

7SC-16 Develop voluntary design guidelines for countryside development. Encourage all jurisdictions to use design guidelines for new development.

7SC-17 Encourage all jurisdictions to improve their lighting standards to protect the night sky, particularly in shoreline areas.

Objective: Protect Scenic Byways through Local & State Action

7SC-18 Encourage Kent and Queen Anne’s Counties to implement the recommendations of the Chesapeake Country Scenic Byway Corridor Management Plan.

7SC-19 Encourage Caroline County to undertake scenic byway corridor management planning for the state-designated Underground Railroad Scenic Byway.

7SC-20 Encourage Talbot County to undertake scenic byway corridor management planning for the stretch of the state-designated Chesapeake Country Scenic Byway extending through the county. (Repeated in “linkages.”)

7SC-21 Create position of “countryside manager” for assisting in the maintenance of the scenic byways, to work with property owners, resource management agencies, and jurisdictions.

7SC-22 Request that any dualization of Route 404 be planned and designed to parkway standards (and similarly for other major road projects within the Certified Heritage Area). (Repeated in “linkages.”)

Objective: Establish an Awards Program

7SC-23 The Stories of the Chesapeake Heritage Area’s awards program should include recognition of the work of individuals, businesses, developers, and governmental jurisdictions to contribute to the scenic quality of the region.

ESHI’S ROLES IN STEWARDSHIP

“Stewardship”—caring for resources, in this case not financial resources but actual physical ones—is a critical activity associated with creating a heritage area. Stewardship involves caring for the entire landscape, including the historic buildings, communities, public domain, open space, natural areas, farmlands, and other qualities of the landscape that make this a special place. In addition, stewardship in this heritage area includes an active interest in both archeological research and protection of sites, and conservation and perpetuation of traditional cultural activities.

Because counties and the Eastern Shore Land Conservancy have focused on open space, farmland protection, and growth management, ESHI will focus on historic preservation; archeology; community character, especially that of the public domain, and with an emphasis on design and scenic protection; and traditional cultural activities.

ESHI’s particular contribution to “working landscape” issues will be to undertake interpretation of the maritime and agricultural heritage of the region (thereby helping to raise public awareness) and, in the program to create a regional signage system, pay particular attention to business directional

signage that will benefit farmers. ESHI will participate in but not lead efforts

Figure 7-30 Marble Head, c. 1806,
Ridgely area



to address agritourism and “local foods” initiatives.

Criteria that will guide ESHI’s decision to undertake any given activity or work program from year to year will be based on the heritage area’s interpretive needs. For example, those parts of the heritage area that were identified in the scenic and cultural landscape assessment as having high values for various interpretive topics would receive first priority for programs to inventory historic and archeological sites, address community character, etc.

ESHI will:

Organize an ad hoc committee of historic preservation advocates to assist in identifying the best mechanisms for ESHI’s outreach to the historic preservation community and owners of historic properties;

Conduct a needs survey of the 21 municipalities served by the heritage area and work with the Center for Environment and Society to develop a program to address community character.

Provide technical services to counties and municipalities, including inventorying as appropriate;

Create an emergency grant and loan fund to aid local organizations in responding to critical emerging resource losses.



Managing the Stories of the Chesapeake Heritage Area

INTRODUCTION

The Maryland Heritage Areas Authority requires that management plans describe the organization for managing and implementing the strategies for interpretation, heritage tourism, linkage, targeted investment, and stewardship. This description must address governance and staffing, set forth a strategy for achieving financial sustainability within three to five years, and describe methods to be used to evaluate progress. This chapter addresses these requirements and further describes the boundary of the Certified Heritage Area and priorities for the management entity. Eastern Shore Heritage, Inc. (ESHI), is a public-private nonprofit organization created especially to investigate the heritage area opportunity offered by the state and undertake the management plan. It will also be the management entity of the Certified Heritage Area.

ORGANIZATION

Governance

Eight members of ESHI's 26-person board are appointed by the counties, one representing each county government and the other representing the county's tourism program; although these may be private citizens, to date these have been county employees, which has been valuable in this start-up phase of the organization and its activities because of their ready access to information and other resources to assist in the planning. Other members are also appointed by cooperating organizations (Washington College, the Chesapeake Bay

Maritime Museum, and the four Chambers of Commerce). Thirteen board members are elected “at large” by the organization’s membership (currently 120) with no less than three representing any given county. There are three committees: Stewardship (concerning the preservation of historic, archeological, scenic and cultural resources and places); Interpretation & Promotion; and Fundraising & Implementation. A list of current board members appears in Appendix 8-1.

This balance of appointed and elected members was carefully crafted by the founding committee in order to provide oversight by major sources of public funding and partners likely to benefit greatly from the heritage area’s initiatives, while at the same time allowing the emergence of leadership among private citizens who are members. The committee viewed outreach to the private sector as critical for the long-term health of the organization and fulfillment of its mission.

Over time, it is possible that adjustments in ESHI’s governance will take place. These will be undertaken as changes to the bylaws, following the principles that the bylaws must reflect ESHI’s role and purpose as defined by the Heritage Plan and direct the effectiveness of the organization. The only change contemplated at this time is to alter the nominating process for business representation through the Chamber of Commerce. Such a change would be designed to make more open the process of recruiting directors to serve in positions created especially to represent heritage tourism business interests. (Business representation is not limited to the four positions currently allotted to the four county Chambers of Commerce.) A thorough review of the bylaws is needed following certification by the Maryland Heritage Areas Authority, to align the bylaws with the plan and the current needs of the organization as it begins implementing the plan.

Staffing

ESHI is staffed by a part-time executive director, who is currently focusing on the management plan as lead planner, and a project assistant. Additional administrative assistance has been available from Washington College, and as long as the organization remains in Chestertown, it is possible for Washington College work-study students to share in the workload. In the organization’s first full year of operation as a managing entity (starting July 1, 2004), the goal is to expand the executive director position to part-time at 80 percent of a normal schedule (averaging four days a week). The project assistant position currently carried as a second staff position will remain until a third staff person can be hired as described here. Contract positions to assist with marketing and fundraising are also planned at least through 2004 and 2005, although over the long term it is considered desirable to create these as staff positions. Use of contract positions allows the organization to take advantage of specialized expertise the organization cannot afford to hire on a full-time basis.

Over the longer term, ESHI’s priority is to raise the capacity of its partners. (See discussion below concerning both partners and funding.) A limited

amount of staff growth would enable ESHI to provide critical outreach, technical assistance, and training to its partners, and to establish the activities that bring reality to the heritage area concept—the development of new interpretive offerings and regional marketing. Because ESHI’s priority is raising the capacity of its partners, a significant activity should be fundraising, with a significant portion of the funds raised to be devoted to re-granting.

Taken together, these activities suggest an ideal staff comprising an executive director, an office administrator, a development officer/grants administrator, a marketing specialist, an interpretive specialist, and a planner with the ability to direct resource assessments and provide local government services. The latter two would be “circuit rider” positions providing outreach to partners and the ability to focus on specific regional programs, such as a regional oral history project or the establishment of a regional historic preservation services office.

As a goal, ESHI should seek to add at least one new staff or contract position each year beginning with its second year of operations, so that by FY 2009 (July 2008–June 2009), the staff may reach a maximum of five to six. A contract marketing specialist would also be expected to help develop some interpretive activities and products. An interpretive planner/educator would be expected to work with both interpretive sites and schools, and might also be expected to help with some historic preservation activities. The project assistant position—which during the planning phase has been a flexible position covering a wide range of planning and administrative needs—would be phased out in the year an office administrator comes on board. The office administrator would also be expected to cover some of the fundraising and grants administration functions. A significant part of the executive director’s focus will be on fundraising, to be supported first by the office administrator and other staff, and ultimately by a development director/grants administrator.

ESHI will be able to supplement its growth in staff with outside contracts to obtain a limited number of services—bookkeeping, public relations, graphic design, and research and writing for specific interpretive products. In addition, the program should continually involve Washington College students, either as research assistants or as work-study students.

Relationship with Washington College

In 2002, ESHI entered a new phase with the awarding of a planning grant to the organization by the Maryland Heritage Areas Authority. The grant, \$242,985, was part of a larger two-plus-year budget that ultimately reached more than \$500,000 (with the addition of a \$17,500 grant from the Bartus Trew Preservation Trust Fund of the National Trust for Historic Preservation for the cultural landscape report and non-cash contributions of more than \$165,000, including volunteer services and Washington’s provision of administrative services, office space, and other assistance such as printing, web site administration, and graphic services. The executive director was made a staff member of the Department of Sociology and Anthropology, and students and staff were hired through the college. The newly inaugurated

Geographic Information Systems (GIS) and Anthropology Laboratory provided all of the maps contained in this plan.

The relationship with Washington College will continue in slightly altered form, under the aegis of the Center for Environment and Society, whose recently concluded Rural Leadership Project with support from the Kellogg Foundation laid the groundwork for the Center's outreach to municipalities on the Delmarva Peninsula. As outreach to municipalities is also an activity recommended in this plan, the two entities clearly have a mutual agenda. The Center also maintains an education specialist, who could possibly become involved in the long-range planning for the recommended educational program. Washington College will no longer pay salaries of ESHI staff, in order to reduce the administrative burden to the college, but will continue to provide office space, web site administration, and GIS services, plus copying, telephone service, and office supplies on a reimbursement basis. This continued relationship will allow ESHI, in its first year of operations, to achieve a degree of productivity that would not have been possible if a new office were also to be opened in the first year. It is anticipated that ESHI will open its own offices in fiscal year 2006.

WORKING WITH PARTNERS

What Are Partners?

A key part of ESHI's mission, as described in Chapter 1, is to be "an organization serving organizations." As this plan was written, a large number of organizations and agencies contributed their time and ideas, and in some cases funding support. These are referred to in this plan as "partners," a term that encompasses local governments and their agencies, nonprofit and civic organizations, educational institutions, and for-profit businesses and the associations that represent their interests. There is no intent at this time to further define exactly what a "partner" is for the purposes of this plan. As ESHI develops the ability to provide various forms of support to partners, it is possible that it will develop a means of formalizing partnership arrangements through cooperative agreements or other documentation. Such documentation has the benefit of providing means by which all parties can negotiate the terms of their relationships in sufficient detail to attain clarity—which ultimately results in a more effective collaboration. Such agreements may apply to both governmental and nonprofit partners. Over time, ESHI may establish a policy governing the creation of these agreements to assure a fair and open process of collaboration.

ESHI's activities in serving its partners include:

- Seek to be in routine contact with those organizations closest to the heritage area's mission of preserving, protecting, interpreting, and promoting the heritage of the four counties,

fulfilling a role as a kind of “circuit rider” and working with those organizations to make best use of ESHI’s staff resources;

- Offer training and technical advice;
- Work with groups of partners to create detailed work programs to guide ESHI and cooperative projects with partners (see sidebars, left and right).
- Establish a major fund, preferably endowed, to provide grants to enable and encourage organizations to fulfill their own missions and support heritage management.
- Establish a branding program in which organizations as well as businesses may participate.
- Conduct an awards program to recognize exceptional volunteerism and good works that support the heritage area;
- Reach out to a wide array of audiences through many methods and media;
- Monitor and report on performance to state and local governments.
- Act as the interface between the heritage area’s efforts and external supporters.

ESHI’s intent in terms of what its partners will accomplish is stated in this Heritage Management Plan. The partners themselves, however, are in the driver’s seat—they must continue to take the lead, now knowing that ESHI and its programs exist as an additional resource to accomplish their aims. They must determine the resources and timing that they need to accomplish their goals and projects and they must reach out to ESHI to continue to make ESHI aware of their needs and how it can be of greatest service.

The Roles of Eastern Shore Heritage, Inc.

Eastern Shore Heritage, Inc. (ESHI) is to be the management entity for the certified Stories of the Chesapeake Heritage Area. As “managing partner” for this large and ambitious initiative, ESHI will play three primary roles: Celebrator; Heritage Development Authority; and Service Bureau. (See sidebars)

ESHI has certain powers that are unique and which support these roles. First, funds from the Maryland Heritage Areas Authority either flow directly through ESHI or are disbursed in consultation with ESHI. Direct funds include grants for ESHI’s operations and marketing (awarded on a competitive basis among all Maryland’s Certified Heritage Areas), which can include a modest amount of funding to support small grants awarded directly by a management entity. ESHI must also shepherd the grant and loan



Figure 8-1 Neck Meeting House, Nicholite Society of Friends, West Denton
Stewardship in the region is a shared responsibility among many partners, both public and private. Most historic buildings preserved in the region were projects of private groups.

application process for its heritage area partners, which compete on a statewide basis with other applicants from other heritage areas. Certain state agencies must consult with ESHI concerning their intended projects and actions, to avoid undermining the intent of the heritage area designation (see further discussion below).

Less formal, but perhaps equally important, ESHI's job is to report on the heritage area's progress, and to call meetings and otherwise encourage regional communication and collaboration to support the heritage area. Reporting on progress would include conducting an awards program to recognize local leadership and exemplary projects, monitoring the effectiveness of Target Investment Zones, and reporting to the Maryland Heritage Areas Authority and the public at large on an annual basis. ESHI's work to enhance regional collaboration would include establishing a Heritage Tourism Advisory Board, and quarterly meetings with several groups of partners, especially interpretive institutions.

Setting Priorities

The number of recommendations in this management plan is quite large. Many are longer term, and many more, while short-term, cannot be accomplished given the resources currently available to the organization, the

local governments, and the nonprofit partners. Accordingly, ESHI will have to set priorities among these many ideas. It will do so in response to the specific roles it envisions for its participation in or encouragement of projects and programs in interpretation, heritage tourism, linkages, target investment, and stewardship, as outlined in earlier chapters

Other ideas are set forth in this plan that should be taken up by partners, singly or in groups, working independently of ESHI or with ESHI's encouragement. It is not the purpose of this plan to predict just how ESHI and its partners will meet with opportunities, but to describe the possibilities, the roles, and the resources that exist and what synergy might accomplish.

While the individual chapters in this plan suggest levels of priority for various activities, this is just to provide a general sense of the work anticipated. From year to year, as ESHI establishes its budget and work program, the actual priorities will be identified and refined.

ESHI's Roles in Public Outreach

ESHI must be creative and persistent in reaching out to the public. This is stated in Chapter 4, Heritage Tourism, but it bears repeating here, with an emphasis on outreach to the constituency most poised to benefit from the heritage area, our residents. ESHI will:

- According to funds available, publish an annual or quarterly newsletter (approximately 5000 copies) for distribution to members, public libraries, civic organizations and select readers with messages geared to the internal audience.
- Consider executing a direct mail campaign to drive up membership in ESHI.
- Develop and maintain a mailing list database of potential supporters, funders, interested parties, and consumers for use in executing direct mail to announce new products and featured events.
- Create an awards programs to recognize good works. (Note: this idea is reinforced in the strategies found at the end of Chapters 3, 4, and 5, and at several locations in Chapter 7.)
- Create a panel of editorial advisors and collaborating writers to develop written outreach programs (e.g., a column).
- Support a major exhibit (and possibly a publication), shared with other regional sponsors such as the Eastern Shore Land Conservancy, Adkins Arboretum, the Center for Environment and Society, and private sponsors, to compare aerial photos from the 1920's to today's cultural landscape.

ESHI's bylaws call for an annual meeting. To the extent possible, such a meeting should be used for educational outreach, celebration, and fund-raising. For example, one of the "summits" listed earlier could be conducted in conjunction with the annual meeting, with the latter functioning as the opening or closing reception.

WORKING WITH PRIVATE PARTNERS

One of the most powerful results of heritage area planning and coordination is the development of "lateral" partnerships – where Eastern Shore Heritage, Inc., need not necessarily be involved, or which ESHI can serve as "staff" in strengthening region-wide interest groups that can advance the Heritage Management Plan. The plan calls for coordination among a number of sets of potential partners:

- Interpretive sites and historical societies
- Tourism professionals and business owners
- Historic preservation organizations
- Civic leaders of organizations serving small towns & villages (in concert with locally elected officials and agency leaders)
- Arts groups, gallery owners, artists, and other supporters of the arts (including museums, Waterfowl Festival, etc.)
- Parks, recreation and environmental education professionals
- Church congregation representatives

Special Initiatives with Partners

Several collaborative efforts have been identified in this plan. In some cases, such as work on a signage system as discussed in Chapter 5, ESHI should provide substantial leadership. In other cases, ESHI should provide reinforcement in the form of added involvement or endorsement, but should not be the lead.

An example of the latter is one recommendation that has arisen repeatedly in conversations with partners and individuals, but which the Board of Directors has specifically stated ESHI is not to lead: A "quality of life" task force that would work to integrate the new residents of the area—a kind of "newcomers' club" or "welcome wagon" program, but specifically designed to educate new residents about opportunities for becoming involved in the community, as volunteers, as visitors, as donors, etc. This should be a program led by the larger charities and organizations dealing with social and environmental change and education in the region, as a way of harnessing the new "hearts, hands, minds, and pockets" of these residents. ESHI should speak with these potential partners and share in the organizing of an exploratory meeting, and identify its further role(s) in such an effort at that time.

WORKING WITH LOCAL GOVERNMENTS

ESHI occupies a unique niche among regional nonprofit organizations as an almost quasi-governmental organization due to the eight seats on its board that are named by the county governments and the on-going funding relationship that the counties are expecting to maintain. Moreover, this Heritage Management Plan is adopted by all jurisdictions with comprehensive planning and zoning responsibilities and it is therefore expected over time that municipalities as well as the counties will recognize ESHI's value and consider yearly supporting grants as well. ***These statements concerning funding support found here or elsewhere in the Heritage Management Plan specifically do not bind the counties and local governments, as signatories to the plan, now or in the future, to continue this support.*** Despite this caveat, the expected relationship confers a large obligation on ESHI's part to serve local governments.

This governmental support allows recognition of one important possibility in ESHI's long-term development as an organization: It is more efficient for local governments to act regionally through a single organization such as ESHI for a new initiative like heritage development rather than attempt to set up separate shops. The following discussion addresses the varying ways that ESHI can serve local governments.

First and foremost, ESHI's service to local governments involves accessing of the special state heritage-area grants—uniquely available to the heritage area managing entity—for the implementation of this Heritage Management Plan. Much of this implementation is designed to benefit local governments directly through the increase of tourism revenues in the form of accommodations and entertainment taxes and sales taxes paid by visitors. State grants flow either through ESHI as recipient (for operations, marketing, or projects directly undertaken by ESHI) or through ESHI as the “gatekeeper” for locally proposed projects to be supported directly by the Maryland Heritage Areas Authority (that is, not run through ESHI's budget).

Specifically in terms of its “gatekeeper” role, ESHI is obliged as management entity to rank partner-proposed projects in priority order before review by the Maryland Heritage Areas Authority (MHAA). The MHAA ultimately decides which projects receive grants but which in practice generally respects the advice of the heritage areas. Such projects may be proposed by local governments as well as by private entities (nonprofit or for-profit). ESHI will make its decisions as to priority independently of local governments, but will do so on the basis of the criteria set forth elsewhere in this plan, criteria that are



Figure 8-2 Talbot County Courthouse, Easton

endorsed by the signatory local governments, and involving local government representatives. In this way, it acts independently but on behalf of the local governments in supporting partners in their efforts to obtain funding through the Maryland Heritage Areas Authority.

ESHI thus serves as a central “collector” for private and governmental partners’ project ideas that are designed to improve the visitor experience through economic investment, stewardship and enhancement of attractions, or creation of new programs or facilities. ESHI also manages the Target Investment Zone process described in Chapter 6, which supports economic development activities of local governments and others. In these ways, ESHI should be regarded as the “heritage development authority” version of local or regional economic development agencies, seeking to encourage such activity through technical assistance and training, planning aid, fundraising, and other guidance, plus a limited amount of direct action on a regional scale. Similar to such economic agencies, ESHI’s fundraising activities are not to be limited to any single source, such as the state’s heritage-area funding; rather, the

organization will seek a wide range of funds in support of the goals and recommendations in this plan (see “Funding,” below).

By serving as the “heritage development authority,” ESHI supplements the work of the four county tourism offices, whose role is largely the day-to-day and yearly promotion of existing attractions and tourism businesses and the support and fulfillment of visitors’ needs. ESHI operates at a longer range, supporting product development, identifying ways to fill gaps in the visitor experience, and encouraging greater regional synergy. While the tourism offices have been able to provide a modest amount of tourism development according to their individual capacities, ESHI augments this capability considerably. ESHI can also provide regional marketing and promotion best carried out by a central office collaborating with the four tourism offices, each of which would be hard put to coordinate such regional efforts on top of its own responsibilities.

ESHI’s partnership with local governments is an evolving one, requiring work on ESHI’s part to clarify and communicate roles and interests, choose services and projects carefully, and, overall, build the trust that will provide the basis for deeper and more effective partnerships. The effectiveness of ESHI’s partnerships with local governments is a key indicator for ESHI’s performance evaluation regarding management efforts.

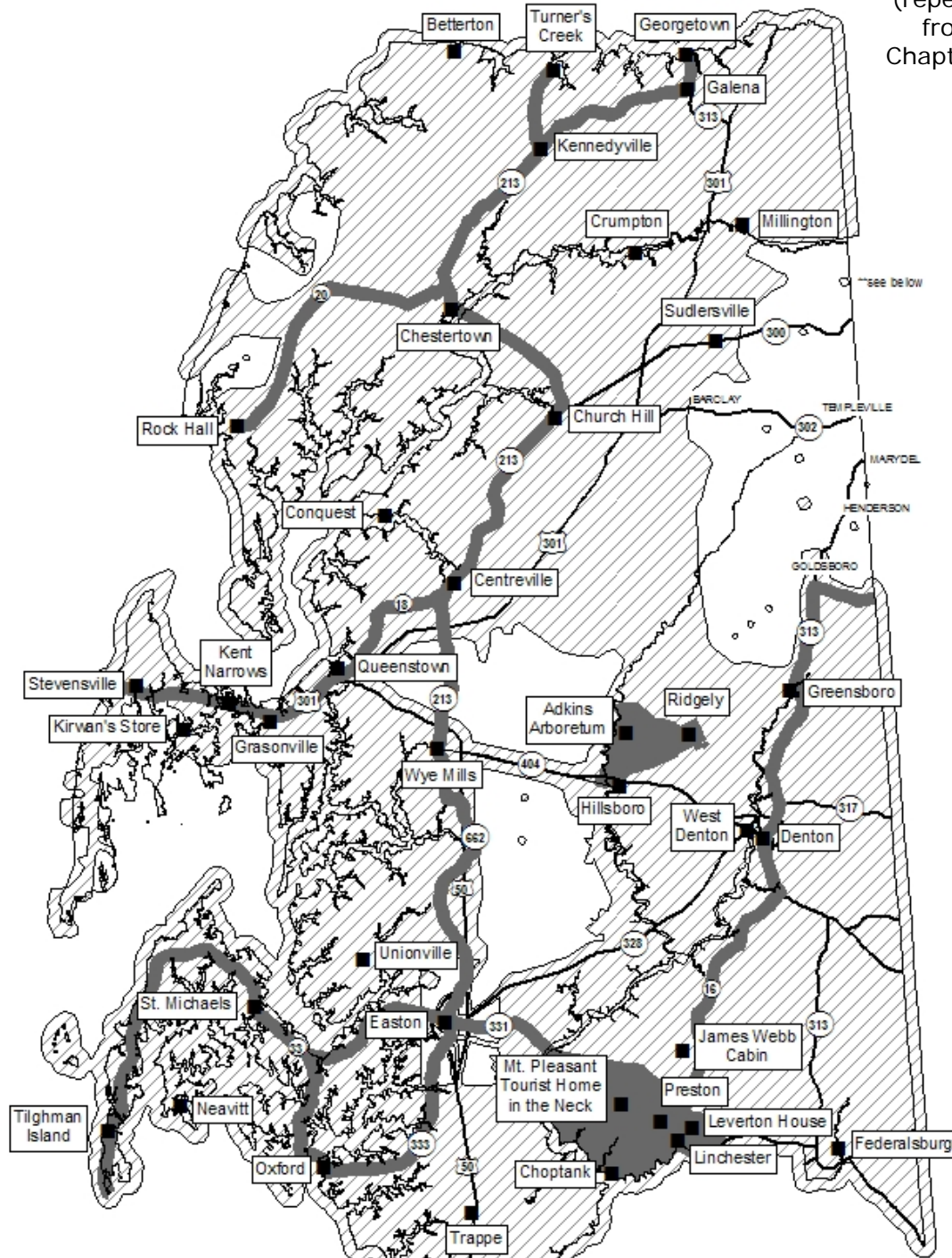
This Heritage Management Plan is designed to provide a firm foundation for ESHI’s work to clarify and communicate its roles and interests. Both the Board of Directors and the staff are responsible for ongoing outreach to local governments. Directors appointed by local government are expected to adopt a routine schedule for reporting on ESHI’s activities to elected officials and public agencies. Occasional reports at regular meetings of elected officials are especially desirable, as representatives of the news media who cover these meetings can report ESHI’s activities. ESHI staff should report regularly to local governments on the progress made in projects identified in this plan as local priorities.

In terms of choosing services and projects carefully, ESHI is unlikely to intervene directly and publicly in any local government decision concerning planning or stewardship issues. This is the advocacy role that nonprofit organizations that are not government-supported may assume with impunity. ESHI, however, although nonprofit, has chosen not to undertake independent advocacy. Rather, unless specifically invited and unless the terms of ESHI’s intervention are spelled out in negotiation with the local government concerned, ESHI will confine its independent advice in stewardship matters and other local decision-making to private conferences with elected and public officials. The decision to offer such independent advice will involve the Board of Directors or at the least the executive committee (when matters are moving faster than regularly scheduled board meetings).

Building a long-term and trusting relationship with local governments is critical if ESHI is to enable its partners to accomplish all that is envisioned in

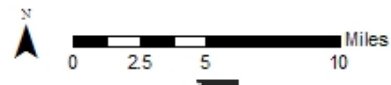
Potential Target Investment Zones[^]

MAP 10
(repeated from Chapter 6)



Stories of the Chesapeake Heritage Area^{*}

- Potential Target Investment Zones
- Potential Target Investment Zone Route
- Major Roads
- ▨ Certified Heritage Area



[^]consult Chapter 6 for the process of converting Potential Target Investment Zones to a approved TZs

WASHINGTON COLLEGE
Prepared for Eastern Shore Heritage, Inc.,
by the Washington College GIS Laboratory,
Chestertown, Maryland. 11/9/04.

^{*}Caroline, Kent, Queen Anne's and Talbot Counties, Maryland.
^{**}Bubbles are enlarged for display purposes.
Data derived from ESHI, ESRI, and the Washington College GIS Laboratory.



Figure 8-3 Site for Wharves at Choptank Crossing, Denton

Beneath the highway bridge now crossing the Choptank River is a full view of the Choptank River Center (other images can be seen elsewhere in the plan); this attractive riverside development will be expanded to include the site seen in foreground, slated for a restaurant and visitor center. To the viewer's right is an existing parking lot and boat landing at the site of the original, shoreline-level bridge crossing.

this plan, particularly in the area of stewardship. ESHI possesses the capability to provide direct government services on behalf of local governments (counties and municipalities) in historic preservation and archeology, owing to the unique nature of the current staff director's experience and qualifications and ESHI's ongoing relationship with Washington College's public archeology program. As stated in Chapter 7, historic preservation and archeology together comprise a gap in local government services and are key to ESHI's long-term mission of conserving the historic, archeological, scenic and cultural resources that support the visitor experience and educational experiences for residents and visitors. ESHI possesses similar capacity and interests in terms of addressing community character, scenic protection, and such potential regional planning topics as a directional signage system, bicycle-pedestrian planning, and recreational planning. Providing services in these areas would bring the organization into a much closer relationship with local governments.

In its first year, however, as it transitions from planning mode to operations, ESHI expects to focus its services to local governments on interpretation, tourism product development and promotion, and other activities that will make the "heritage area" concept come alive. ESHI must also work on laying a strong foundation for the long range, encompassing the fundraising, economic development, and program development that will gain visibility for ESHI and its mission. ESHI must use this first year to show solid accomplishments, gain a

good working knowledge of local government needs and resources, and build a stronger network of both personal relationships and regional relationships among partners—all of which will lay that foundation of trust required to take on more ambitious roles in providing services to local governments.

Services to local governments may be provided as a matter of yearly negotiation for general local government support shared on an equal basis among jurisdictions, or through the payment of fees for specific services received by individual jurisdictions. The latter course would allow ESHI to experiment in developing services that might be created for broader use across the entire region and may be the best way to begin.

One important area where ESHI might grow over the longer term to serve local governments is in the area of tourism promotion and marketing. Despite the well-defined limits described above—where ESHI undertakes more tourism development than promotion and marketing, and where the county tourism offices undertake more promotion and marketing and less tourism development—it may be desirable at some point to revisit the question of regionalizing tourism services.

Regional Equality

One of the most sensitive areas for a regional organization in relating to its partners is to be sure that it is fair to all, across all jurisdictions. This applies to all kinds of partners, governmental or not.

A key decision on the part of those who undertook the heritage initiative that led to ESHI's founding and the heritage area designation was that each county government would contribute equally, despite their differences in population size, county budget, and other variables. In other words, they adopted a simple “share and share alike” approach.

This “share and share alike” approach was revisited by the Board of Directors in the process of examining its management responsibilities and goals for sustainability to be addressed in this plan. The treasurer carefully worked up an alternative that would have had ESHI requesting that the counties voluntarily contribute on a per-capita basis, with a total governmental contribution of about the same amount as is being requested for ESHI's first year of operations (\$60,000). The Board of Directors voted not to take this direction.

Representatives of the smaller counties appreciated that they were to pay a premium on a per-capita basis, but felt that their population and organizations would receive that premium value, through the equal share of services expected under a share-and-share-alike arrangement. Representatives of the larger counties appreciated the simpler arrangement and were willing to



Figure 8-4 Academy Art Museum, Easton

v gamble that, although on a per-capita basis they might not receive as “many” services, they would be “buying” regional benefits at a discount.

Thus, the support of the counties is a relatively simple and straightforward arrangement. It appears to make more sense to ask municipalities, however, to voluntarily contribute on a per-capita basis; if they were to contribute, say, 45 cents per capita, the total giving from all municipalities could amount to approximately \$15,000, which would supplement the counties’ giving by 25 percent. Municipal budgets in some cases are quite limited; ESHI’s commitment is to show benefits to the region before hoping for gifts from municipalities in recognition of those benefits. In other words, ESHI believes that its contributions to the prosperity of the region will be rewarded, but this plan does not require

local governments – counties or municipalities – to contribute to its annual budget.

The flip side of funding support is ESHI’s response—that is, how it “spends” its resources to satisfy the needs of the region. Here, again, equity and fairness are issues. With money, it is fairly simple to keep track—ESHI will need to monitor the way funds are spent in the region due to its efforts, and make sure that over time the funding is spent in roughly equal proportions in each county. Flexibility may be key to the way that partners view this ideal, along with the sense that some spending in other counties or municipalities benefits the region as much as the contributing county or municipality. In some years, the funds spent in each county may not come out equally in all cases, in which case, the organization should redouble its efforts to assure that the average over two or more years is indeed fairly spread across the region. Spending by municipality should also be tracked, to be sure that as many as possible are benefiting from ESHI’s efforts.

One difficulty that ESHI can anticipate in its idea of assuring that funding is well distributed is that some jurisdictions or organizations may be able to raise the necessary matches or present better-funded projects more than other places or groups. It would be most helpful if organizations and jurisdictions unable to raise their match could regard it as a regional benefit that others indeed are able to attract outside funding into the region by virtue of their additional resources. Regional jealousies, however, are a reality anywhere. ESHI’s ambition to create an endowment to support local projects, discussed in the funding section below, is based on the difficulty experienced by some jurisdictions and organizations in raising the necessary matching funds, and the wish to avoid exacerbating regional jealousies or rivalries. The goal is to find the means of leveling the playing field for projects that will benefit the region yet have sponsors that are likely to experience difficulty in raising the funds.

Funding is more measurable than other ESHI resources. Moreover, other needs to which ESHI is likely to respond are more variable. Caroline County may need more lodging through a Target Investment Zone initiative, whereas Kent County may want a focus on making the Turner’s Creek area more of an attraction. Talbot County may want more help on historic preservation and Queen Anne’s County more attention to building the capacity of its historic sites to host more visitors. Betterton may want a kiosk, whereas another community may want to enhance an existing event. And so on. A glance at the list of projects (Appendix 1-1) suggests that the variation is endless. ESHI’s response to these varied needs is difficult to measure, and consequently it may be difficult to make a comparison among counties or other jurisdictions as to which are coming out ahead or falling behind in taking advantage of what ESHI has to offer.

ESHI’s defense against this problem is four-fold:

- First, ESHI should create a yearly work program, which will give the Board of Directors an opportunity to recognize and work out some of the difficulties ahead of time, and recognize from year to year the inequities of the year before in order to address them in the next year. Each county should have a sense of its priorities and work to see them expressed in this work program. Although the organization should allot time in the work program for dealing with the unexpected, and for new creative possibilities, staff

should in general beware *ad hoc* requests for aid. This will be true even if some such requests could be justifiable in terms of the organization's overall priorities.

- Second, staff should track time spent on various projects in different jurisdictions and work with the board to monitor on at least a quarterly basis both the amounts of time spent and overall progress on the work program.
- Third, ESHI should work to assure that the organization's efforts benefit the region in preference to or as much as individual jurisdictions whenever possible, or that its work with less than region-wide projects at least benefits multiple jurisdictions wherever possible.
- Finally, ESHI should endeavor to allow wide-open competition for the benefits it seeks to confer on sites or programs.

Above, we suggest that partners cultivate the attitude that even though they may not directly benefit from an activity, or have the wherewithal to tap certain resources, they should cheer others on in the expectation that they will ultimately have their turn. By the same token, they should be aware that not all resources to be devoted to their needs will appear to be equal. It is the wise family that refuses to buy new shoes for all its children just because one has outgrown a pair of sneakers. That is, ESHI should seek to meet the individual needs of its partners on their own terms, and not simply try to parcel out resources in some more equal but less satisfactory way. ESHI's staff and directors should work diligently to communicate this attitude and monitor how well its partners are satisfied that their needs are being met or will be met in good time.

ESHI'S ROLE IN REVIEWING PROPOSED STATE AGENCY ACTIONS IN THE CERTIFIED HERITAGE AREA

The state legislation underpinning the state's heritage area program provides that the heritage area plan is to provide guidance to state agencies in their efforts to insure that, as much as is "prudent and feasible," their actions and investments do not work at cross purposes to the aims of the plan. The Maryland Heritage Areas Authority (MHAA) did not have guidelines to implement this feature of the legislation available at the time this plan was completed in November of 2004. Such a policy would be expected to assure that management entities of certified heritage areas are involved when a state agency determines that its actions will affect heritage area resources and investment, based on the agency's review of the heritage area plan.



Figure 8-5 Chestertown's National Historic Landmark district, Water Street seen from the Chester River bridge.

It is expected that the maps in this management plan—almost all of which are based on data already available to state agencies through the state-maintained Geographic Information Systems (GIS) database in its Technology Toolbox—will provide information to state agencies about the locations of resources considered important to the heritage area. Such data would ordinarily be used in state agency reviews of their actions in the region whether or not a heritage area is also present. Only two GIS databases are unique to the heritage area: a list of heritage tourism resources (lodging, restaurants, retail offerings, marinas, and public landings, Map 7) and a list of existing and potential interpretive sites, Map 3. The latter list appears in its entirety at the end of Chapter 3, Interpretation; all are either publicly owned or, in the case of historic districts and rural villages, “collections” of privately owned buildings within municipalities or hamlets.

Sites listed in the National Register of Historic Places would be considered by state agencies in consultation with the Maryland Historical Trust, whether or not a heritage area is also present. The sites currently listed in the National Register in the Stories of the Chesapeake Heritage Area may be found listed in four sidebars (the lists are divided by county) in Chapter 7, Community Character. A fifth list, of historic vessels in the heritage area that are listed in the National Register, may also be found in that chapter.

In addition, the list of Potential Target Investment Zones, found in Chapter 6, Targeted Investment, and shown on Map 10, is meant to flag ESHI's interest in particular in these parts of the heritage area. None of these zones is designated at the time of the heritage area management plan's final issuance, and none can be designated without the participation of local governments affected (and the Maryland Heritage Areas Authority). State agencies must consult with the MHAA to discover which of these Potential Target Investment Zones have been awarded the special investment status of a Target Investment Zone. It is also expected that jurisdictions within the heritage area will alert state agencies further if they judge that state actions might affect the capital development planning associated with fully designated Target Investment Zones.

Review and Consultation Procedures for ESHI

In consultation with all jurisdictions within the Certified Heritage Area, ESHI will develop procedures for review and consultation with any given state agency and local jurisdictions affected by the state agency's action. The resulting procedures should respect the needs and limits of time and resources of all parties and will specify how such procedures will be changed in response to experience over time.

ESHI's consultation should provide additional reinforcement to the wishes of the jurisdictions in question. The purpose of the Stories of the Chesapeake Heritage Area is to build constructively on the good works already achieved by these jurisdictions, and their businesses and property owners. The lead and achievements of the jurisdictions and their constituents in matters of resource protection and tourism-based economic development are to be respected. ESHI will seek to minimize its involvement in consultations with state agencies, relying on local jurisdictions to continue in their existing roles in reviews of state agency actions wherever possible. When ESHI's Board of Directors decides to participate in a consultation because of a potential effect on heritage tourism, ESHI will be guided by the affected jurisdictions and their comprehensive plans, and will seek to involve these jurisdictions in any consultations where ESHI is to be involved.

FUNDING

Introduction

Developing the means of sustaining ESHI as a managing entity over the longer term is a key responsibility of the Board of Directors. There are several means for supporting ESHI, all of which will be pursued for as long as the organization is operational:

- Grants made by local governments;
- Maryland Heritage Areas Authority grants;
- The provision of fee-based consulting services to local governments and other partners;
- Other earned-income ventures;
- The development of a voluntary giving program by those who stand to benefit from ESHI's success;
- Memberships and "grassroots" fundraising activities (such as special tours or festivals);
- Major gifts by individuals;
- Foundation grants; and
- Other governmental grants (federal and state).

Grants Made by Local Governments

Local government support has been critical from the inception of this initiative, and considerable. ESHI's leverage of public dollars through its budget is one indicator to be used for evaluating ESHI's performance over time. It is expected

that local government support will be continued and that it will generally be devoted more or less equally to operational needs and regional marketing initiatives. Operational needs include the support of staff to provide technical assistance and training to both local governments and other partners, generally in the areas of historic preservation and organizational capacity-building in support of improved interpretation (and therefore more attractions to improve the visitor experience). Other staff time will be devoted to research and development of regional interpretive products and programs (e.g., driving tours) that are also designed to improve the visitor experience. Regional marketing initiatives include development and promotion of yearly themes (e.g., “Stories of the Seaports”) and other collaborative programs discussed further in Chapter 4.

Kent County municipalities pioneered the idea of supporting ESHI through grants during the two-year planning project. Although modest compared to other grants received for this project, they were generous in terms of each community’s budget. This experience suggests that municipalities may find value in ESHI’s work and wish to support it on an annual basis, along with the counties. A reasonable amount to suggest would be between 25 cents and 45 cents per capita (in 2004 dollars), which would yield between \$8,000 and \$15,000 per year. The latter amount approximates the annual target for county giving, potentially providing a boost in local government support by as much as 25 percent.

Maryland Heritage Areas Authority Grants

A yearly MHAA grant is expected to provide the base funding for ESHI’s operations budget; up to \$100,000 is available for this purpose, to be matched dollar for dollar, with 75 cents of each dollar being cash and the remainder in-kind. ESHI may also be able to request a three-year regional marketing grant available to a managing entity and its county tourism offices, with a top award being \$50,000, to be matched similarly. Such a grant would provide a valuable supplement to county tourism marketing budgets.

Beyond these two uses of MHAA funds, ESHI may apply for funding for projects it will undertake directly. MHAA funds may also be paid directly to grantees (which are drawn from lists in priority order supplied by Maryland heritage areas).

Fee-Based Consulting Services to Local Governments and Other Partners

The possibility of fee-based consulting as a source of income for ESHI is discussed above in the section entitled “The Public Side of ESHI’s Public-Private Status.” This opportunity mirrors the enlarging possibilities for nonprofit organizations nationwide to provide their services to those who can pay for it. ESHI operates at an advantage in the marketplace in competing for such services precisely because it is nonprofit, with no responsibility to pay shareholders and generally lower overhead. Accordingly, ESHI has a larger responsibility to act to assure broad public benefit from its activities, including sharing information about its work and findings to improve the practice of others. It also should take care not to compete against private-sector companies in its region that provide services it otherwise could provide. Selection of services to provide to paying

customers and the setting of fees should be done so that it reinforces ESHI's mission and ability to provide services free in other instances.

It is possible that municipal support of ESHI on an annual basis should be done either in recognition of services provided voluntarily in the previous year, or on an outright fee-for-service basis, or some combination of this.

Other Earned-Income Ventures

Over time, it may be possible for ESHI to develop a base of other income-producing activities besides consulting services. Other heritage areas have created and owned attractions and developed a variety of products for sale. In the process of developing its first business plan, ESHI should investigate these possibilities. The best resource for this nonprofit business planning is the Yale School of Management's Partnership on Nonprofit Ventures, cosponsored with the Goldman Sachs Foundation (<http://www.ventures.yale.edu>).

One such business venture is the possibility of creating and selling specially designed "collectible" heritage area license tag frames, through car dealers, car parts stores, possibly the MVA office in Easton (this would likely take a special program of the MVA in response to MHAA intervention statewide), and other outlets. This item has the multiple benefits of allowing heritage area residents to display "pride of place," raise local awareness, and advertise the heritage area whenever they leave to visit other places.

A Voluntary Giving Program

Tourism businesses in the heritage area stand to benefit from the success of ESHI and heritage area partners. ESHI should develop a "Heritage Tourism Development Fund" to encourage these businesses to participate in supporting the attractions that make the region a desirable travel destination. A program might be devised to attract cohesive groups of such funders to form "donor-directed funds." ESHI would manage these funds. Donors would signify their participation through use of ESHI's "branding" materials (logo, brochure, etc.), letting their customers know they support the heritage area, and would help decide how a part of the funds should be spent (ESH I should reserve a portion of the proceeds from this program for region-wide use). Local governments might dedicate a portion of the increase in their tourism revenues from accommodations taxes dating from the inception of the Certified Heritage Area as a challenge match to encourage this system. This program is described further in the Technical Appendix.

Memberships and "Grassroots" Fundraising Activities

Although funds raised through memberships are typically the lowest portion of a mature nonprofit organization's budget, these are important dollars. They are flexible, and, to a degree, predictable. Within this region, they could be more important than for other similar organizations elsewhere. A membership starts a donor off at the lowest level of giving, but gives the organization the opportunity to get to know individuals who might be encouraged to give more. Membership also enables the organization to identify its most interested constituents—those who will go to the trouble to send a small donation and mailing information—and reach out to them on a regular basis through communications and events. ESHI's

goal should be to make 5 percent of the population of the region members within 10 years. The current population is 123,344; rounded, the goal would be 6,000, or 50 times the current membership. At \$25 per member at the lowest level of giving, this would raise \$150,000 yearly.

Events should be similarly multi-purpose—they should be designed so as to attract new members and donors, but also to reinforce ESHI's mission and programs with public outreach and education to build constituent support. Themed tours such as mills, Centennial Farms, churches, natural history, and other topics offer possibilities for one-time or annual events.

Major Gifts by Individuals

Major donors grow from small donors. No organization should be without this arrow in its quiver of income-raising strategies. Over time, the cultivation of major donors should lead to a capital campaign in an effort to create an endowment for ESHI operations and support of partners.

Foundation Grants

ESHI should energetically apply for foundation grants that support its mission and programs, but should avoid making changes in its goals and approach solely to attract such support. A partnership with a regional community foundation over time might allow the establishment of a program of local giving to heritage projects, including the heritage area.¹⁹

Other Governmental Grants

Federal and state grants are a potentially large source of project funds for such activities as place-based learning; smaller grants are also possible through such sources as the Chesapeake Bay Trust and the National Park Service's Chesapeake Bay Gateways Network program. The same advice as for foundation grants pertains—if a logical nexus is not apparent, ESHI should not pursue the funds.

Neighborhood Partnership Program

The Neighborhood Partnership Program (NPP) operated by the Maryland Department of Housing and Community Development supports nonprofit projects by awarding allocations of state tax credits to the sponsoring organizations to use as incentives for business contributions. Any business may reduce its Maryland tax liability by contributing cash or goods to support NPP projects. The business earns credits equal to 50 percent of the contribution, in addition to deductions on both state and federal taxes as a result of the charitable contribution. Among heritage partners, Old Harford Town Maritime Center, Inc., in Denton has taken advantage of this program. The agency awards the credits based on an application procedure (see <http://www.dhcd.state.md.us/npp/index.asp>).

¹⁹ Currently, no community foundation serves the central and upper Eastern Shore; the Community Foundation of the Eastern Shore, Inc., based in Salisbury, serves the three lower Eastern Shore counties; www.cfes.org.

Competing with Partners

One significant concern as ESHI begins its operations is that ESHI itself becomes “another mouth to feed,” in terms of the capacity of the region’s giving to support nonprofit organizations and their projects. For example, ESHI successfully applied for support for the scenic and cultural landscape survey described elsewhere in this plan, from the Bartus Trew Providence Preservation Trust Fund, administered by the National Trust for Historic Preservation for the benefit of Maryland’s Eastern Shore. ESHI’s success meant potentially that another Stories of the Chesapeake Heritage Area partner was not successful. That fund’s availability to the entire Eastern Shore somewhat ameliorates this concern, since others outside the heritage area entirely could capture this funding source (and generally have), but the fact remains that ESHI’s search for adequate funding may in some cases compete with those of its partners.

Because it is “an organization serving organizations,” ESHI’s mission is to *enlarge* the funds available to its partners, not reduce them. Therefore, ESHI will concentrate on creating new sources of funds—sources that would not otherwise give to ESHI partners. All of the giving sources described above possess this characteristic, including major foundation and government grants that smaller and more localized organizations are not able to compete for. ESHI’s first priority in terms of seeking funds, furthermore, along with establishing a modest and sustained operational base, is to create a “project fund” that enables ESHI in turn to become a source of funds for its partners. In order to accomplish this, ESHI does not expect to grow its own staff and administration beyond the smallest degree to be expected for a regional organization serving multiple disciplines.

BOUNDARY

Description of the Certified Heritage Area Boundary

The boundary of the Stories of the Chesapeake Heritage Area shown in Map 2 (see Chapter 1) was carefully constructed to include (1) as many historic and interpretive sites as possible, (2) as many heritage tourism businesses as possible, and (3) as much of the shoreline as possible. In general, heavily developed areas were excluded in the area from the Chesapeake Bay Bridge to Nesbit Road, around Easton, and on portions of Kent County around Tolchester. All other areas were deemed lightly developed enough to include within the Certified Heritage Area boundary. All sites listed in the National Register of Historic Places were included, as were the first 100 historic sites inventoried in the Maryland Inventory of Historic Properties (MIHP) and all 18th century sites so inventoried. While the location of sensitive species areas was not controlling, in some instances the boundary was altered to include the whole of an area so mapped by the Maryland Department of Natural Resources. Lines of convenience were used in many instances by using roads and watercourses as guidelines for lines approximately half a mile beyond rights of way and shorelines.

Table 8-1 ESHI's Prospective Cash Sources—Next Seven Years (ESTIMATED)

Funding Source	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
(1) Grants made by local governments (not committed after FY2005)	60,000 ²⁰	65,000	70,000	75,000	75,000	75,000	30,000
(2) Maryland Heritage Areas Authority grants	100,000	125,000	125,000	125,000	125,000	125,000	125,000
(3) The provision of fee-based consulting services to local governments and other partners	0	3,000	10,000	10,000	10,000	10,000	10,000
(4) Earned income projects	0	3,000	3,000	3,000	3,000	3,000	3,000
(5) Voluntary giving program	0	10,000	15,000	20,000	25,000	30,000	35,000
(6) Memberships and "grassroots" fundraising events (such as special tours or festivals)	10,000	10,000	30,000	50,000	70,000	90,000	110,000
(7) Major gifts by individuals	20,000	20,000	30,000	30,000	40,000	40,000	50,000
(8) Foundation grants	20,000	20,000	30,000	40,000	50,000	60,000	70,000
(9) Other governmental grants and charitable giving tax credits (federal and state)	0	50,000	50,000	50,000	50,000	50,000	50,000
TOTAL	\$284,000	\$336,000	\$383,000	\$413,000	\$448,000	\$483,000	\$518,000

In cases where it is not clear whether a property is in or out, it is presumed to be out; in such a case, a property owner wishing to clarify that a property is within the Certified Heritage Area boundary is advised to seek an amendment through the process described below.

FUTURE ALTERATIONS TO THE CERTIFIED HERITAGE AREA BOUNDARY

National Register Sites and National Natural Landmarks

All sites listed in the National Register of Historic Places are considered a part of the heritage area, whether mapped or not, now and in the future. National Register sites listed as of the most recent digital version of the Maryland Historical Trust's data are mapped, in "bubbles" if necessary. Lack of a bubble is not an exclusion of these sites. This is also true of National Natural Landmarks, should any become named in this region—none exist at present. *Signatory governments to this plan extend a limited power to Eastern Shore Heritage, Inc., working with the Maryland Heritage Areas Authority, to remap the boundary to account for new sites listed in the National Register of Historic Places or as National Natural Landmarks.*

Amendment Policy

Amendment of the Certified Heritage Area boundary for any purpose except the above exclusion for National Register sites and National Natural Landmarks will be accomplished as described in Appendix 8-2.

²⁰ Caroline, Kent, Queen Anne's, and Talbot Counties are each working to commit \$15,000 for fiscal year 2005, which runs from July 1, 2004 to June 30, 2005. This footnote will be updated in the final, printed version of this plan.

RETURN ON INVESTMENT

This section summarizes anticipated visitation and economic impacts of the Stories of the Chesapeake Heritage Area based on forecast investment and reviews performance standards. Table 8-2 is a summary of forecast investment detailed by plan topic in Volume 3 and does not represent actual commitments by Eastern Shore Heritage, Inc., the Maryland Heritage Areas Authority, or the counties and municipalities within the boundary of the Stories of the Chesapeake Certified Heritage Area.

Economic Impact and Performance Measures

As detailed in Chapter 4, Heritage Tourism, the Stories of the Chesapeake Heritage Area's tourist assets have the potential to generate economic activity

Table 8-2 Summary of Potential Investments & Phasing, Stories of the Chesapeake Heritage Area

Plan Topic	Estimated Total Cost	ESHI Investment	Partner Investment	ESHI + Partners, Years 1-2	ESHI + Partners, Years 3-6	ESHI + Partners, Years 7-10
Interpretation	6,155,000	2,860,000	3,295,000	395,000	2,825,000	2,935,000
Marketing	2,688,000	1,893,000	795,000	411,000	1,021,000	1,256,000
Tourism ²¹	207,000	197,000	10,000	42,000	85,000	80,000
Linkages	5,975,000	790,000	5,185,000	775,000	2,620,000	2,580,000
Archeology	4,595,000	522,000	4,073,000	172,000	1,178,000	3,245,000
Historic Preservation	3,980,000	1,560,000	2,420,000	412,000	2,634,000	934,000
Cultural Traditions	663,000	348,000	315,000	103,000	380,000	180,000
Scenic Character	710,000	65,000	645,000	370,000	340,000	0
First Priority Projects ²²	33,568,534		33,568,534	6,713,707	26,854,827	
Other Projects ²³	38,268,752		38,268,752		7,653,750	30,615,002
Target Investment Zones ²⁴	4,645,000	0	4,645,000	1,380,000	3,050,000	215,000
Total	\$101,455,286	\$8,235,000	\$93,220,286	\$10,773,707	\$48,641,578	\$42,040,002
ROUNDED TOTAL, in millions	\$101.5	\$8.24	\$93.22	\$10.8	\$48.6	\$42.0

Source: Eastern Shore Heritage, Inc., 2004

²¹ Primarily supports staff time for organizing. Actual heritage development projects are calculated in other line items summarizing data from other tables.

²² "First priority" projects identified by ESHI's Board of Directors, as noted in the detailed table, nonbinding, in Volume 3, Appendix 1-1; shown here is a crude estimate of phasing calculated from the assumptions that "high priority" projects will be completed during years 2-6 at roughly even expenditures over those five years.

²³ "Other projects" are all those not identified as "first priority" by ESHI's Board of Directors, as noted in the detailed table, nonbinding, in Volume 3, Appendix 1-1; shown here is a crude estimate of phasing calculated from the assumptions that these projects will be completed during years 6-10 at roughly even expenditures over those five years.

²⁴ Includes only costs for projects not already nominated for the listing of projects or projects implied in other categories (e.g., walking tours, local visitor centers, etc.)

Table 8-3 Total New Development in the Stories of the Chesapeake Heritage Area by FY2016

New Development/ Investment	Caroline	Kent	Queen Anne's	Talbot	Region
Hotel/Inn Rooms	9	23	68	52	152
Retail Space (sq. ft.)	-	-	2,000	2,000	4,000
Restaurant, Entertainment (sq. ft.)	-	1,000	2,000	2,000	5,000
New Private Investment	\$450,000	\$1,198,000	\$3,566,000	\$2,766,000	7,980,000

Source: Bay Area Economics, 2004

Table 8-4 New Jobs Resulting from Increased Heritage Area Visitor Spending, FY2011

New Jobs	Caroline	Kent	Queen Anne's	Talbot	Region
Operating Jobs	2	15	46	41	104
Spin-Off Jobs in Maryland	12	14	38	22	86
Total New On-Going Jobs	14	29	84	63	190
Construction Jobs	4	10	32	24	70
Spin-Off Jobs in Maryland	8	18	67	48	141
Total Construction-Period Jobs	12	28	99	72	211

Source: Bay Area Economics, 2004

Table 8-5 New Jobs Resulting from Increased Heritage Area Visitor Spending by FY2016

New Jobs	Caroline	Kent	Queen Anne's	Talbot	Region
Operating Jobs	3	18	50	46	117
Spin-Off Jobs in Maryland	15	24	55	42	136
Total New On-Going Jobs	18	42	105	88	253
Construction Jobs	5	14	40	33	92
Spin-Off Jobs in Maryland	11	26	83	66	186
Total Construction-Period Jobs	16	40	123	99	278

Source: Bay Area Economics, 2004

Table 8-6 New State and County Taxes by Fiscal Year 2016

New Development/Investment	Caroline	Kent	Queen Anne's	Talbot	Region
New State Taxes	\$19,000	\$48,200	\$118,700	\$98,900	\$284,800
New County Taxes	\$21,500	\$55,300	\$129,400	\$112,800	\$319,000

Source: Bay Area Economics, 2004

and revenue for the local economy. The increased visitation by fiscal year 2011 will bring \$6.4 million in incremental new spending to the region. This compares to the \$8.6 million in incremental new spending by 2016. These dollars spread throughout the economy based on the type of visitors and length of their stay. It is obvious that over the course of the ten-year period, the investments in tourism will provide economic impacts. Investment in the area's

tourism assets will also improve residents' quality of life. New visitor dollars to the economy give a more stable environment for area businesses, allowing them to expand existing services and products to residents. Residents also benefit from the improved ambiance and mix of restaurants available due to visitor spending. (Tables are repeated here from Chapter 4 for reference here.) Tables providing various estimates of increases in visitation over the coming ten or more years are found in Chapter 4.

Performance Measures

The Stories of the Chesapeake Heritage Area will track all of the measures suggested in the above discussion: jobs, taxes (and the implied number of hotel room nights from the accommodations tax), and investment. Investment measures would include new and expanded businesses (retail, restaurant) and increased hotel rooms. Baseline data are in hand, and actual changes will be compared to predictions here.

In addition, other improvements to the heritage area should be tracked. Key measures include:

- Visitation to attractions (preferably gaining knowledge about the existing and enhanced market being reached by these attractions, which requires surveying visitors and collecting other data);
- Establishment of new attractions;
- Number of community events;
- Funds raised and invested in attractions by Eastern Shore Heritage, Inc.; and
- Target Investment Zones established and succeeding.

The heritage area's responsibility is to collect data as required by the Maryland Heritage Areas Authority. Although some discussion at the state level has been put forward regarding changes to the data, this plan represents a determination to continue to fulfill existing requirements. (See Tables 8-7, 7a, 7b, 7c, and 8-8.)

The difficulty with these measures is that most are inputs—that is, the number of attractions established is presumed to have an impact on the visitor's (and resident's) experience and thus the spending by that visitor. An increased number of attractions, for example, is not in and of itself a result, or output. It is indeed possible to track visitor spending, but making the actual connection between factors that might affect this spending and the spending itself is a large challenge. Some factors are completely outside the control of tourism offices or the heritage area—for example, the national climate for tourism chilled dramatically after the tragedies of September 11, 2002, and the high price of gasoline affected tourism in the summer of 2004.

Much of the analysis here is limited to the activities of the heritage area and the projects identified in this plan. Other factors also affect the visitor experience. Thus, another large challenge is determining to what extent the heritage area initiative itself has affected changes in visitor behavior and experiences, and to what extent other factors are responsible. In the case of the Stories of the Chesapeake Heritage Area, it will be difficult to separate the impact of the

performance of the heritage area from that of the tourism offices and the region's tourism businesses.

Required Submission of Performance Measures Data

The MHAA program proposes to track eight categories of economic development and tourism activities in order to measure the results of the state's investment in heritage tourism (Table 8-7). The eight categories are:

- Employment
- Accommodations
- Visitation
- Purchases
- Construction Activity
- Business Creation
- Interpretation
- Protections

A total of 16 performance measures are suggested under these categories. Eight of these are to be collected by the Maryland Heritage Areas Authority from available state-level data (Table 8-7a). Heritage area management entities are responsible for the data collection for eight of the performance measures in five of the categories (Tables 8-7b and 8-7c, which distinguish between data to be collected anywhere in the Heritage Area and data to be collected specifically within designated Target Investment Zones). The remainder of this section sets forth how ESHI will provide the required data in the Stories of the Chesapeake Heritage Area.

In the "Accommodations" category, ESHI is responsible for collecting data on the "length of stay." This data must be provided for the entire Certified Heritage Area (CHA) and is pertinent to achieving the following Maryland Heritage Preservation and Tourism Areas Program (MHPTAP) goals:

- "To increase the economic activity associated with tourism, creating opportunities for small business development, job growth, and a stronger tax base." (MHPTAP Goal #2)
- "To foster linkages among and between heritage attractions that encourage visitors to explore, linger, and sample the diverse offerings of the state's distinctive regions." (MHPTAP Goal #5)

Baseline data are available only for Kent and Talbot Counties; data was collected on a national level and applied to the state level, and only data deemed of sufficient quantity was applied to county level. In future, ESHI will survey all hotels and motels in the CHA for length of stay, on an annual cycle, and report to MHAA by month, as required.

In the "Visitation" category, ESHI is responsible for collecting data on two performance measures: "total museum visits" and "total visits other relevant anchor attractions." With regard to "total museum visits," data must be provided for both the entire CHA and for any TIZ in which a museum is located. The collection of such data is pertinent to achieving the following goal:

- “To enable Marylanders and visitors alike to have greater access to and understanding of the history and traditional cultures of the state and to understand the important events that took place here.” (MHPTAP Goal #4)

The existing museums in the Stories of the Chesapeake Heritage Area are listed elsewhere in this plan. Each of these museums will be surveyed by ESHI for the total number of visits on an annual basis and reported to MHAA by month, as required. Several new museums are proposed for the Stories of the Chesapeake Heritage Area. Data for new museums will be included in the annual survey at the conclusion of the first year of operation.

With regard to “total visits other relevant anchor attractions,” data must be provided for the entire CHA and is pertinent to achieving the following goal:

- “To increase the economic activity associated with tourism, creating opportunities for small business development, job growth, and a stronger tax base.” (MHPTAP Goal #2)

The anchor attractions other than museums are listed elsewhere in this plan. Each of these attractions will be surveyed by ESHI for the total number of visits on an annual cycle and reported to MHAA by month, as required. Several new attractions are proposed for the Stories of the Chesapeake Heritage Area. Data for new attractions will be included in the annual survey at the conclusion of the first year of operation.

In the “Construction Activity” category, ESHI is responsible for collecting data on two performance measures: “building permits issued” and “total construction expenditure.” With regard to “building permits issued,” data must be provided for both the entire CHA and for each designated TIZ. The collection of such data is pertinent to achieving the following goals:

- “To enhance the visitor appeal and enjoyment of the state’s history, culture, natural environment, and scenic beauty by enhancing the overall ‘product’—the visitor experience.” (MHPTAP Goal #1)
- “To increase the economic activity associated with tourism, creating opportunities for small business development, job growth, and a stronger tax base.” (MHPTAP Goal #2)
- “To balance the impact of tourism activity with the quality of life enjoyed by residents.” (MHPTAP Goal #6)

Data concerning all building permits issued by the counties and municipalities are retained in their databases. At the end of the first year of certification, and annually thereafter, information on building permits issued for the preceding year will be supplied to MHAA. The information will be supplied by month, as required.

With regard to “total construction expenditure,” data must be provided for both the entire CHA and for each designated TIZ and is pertinent to the following goal:

- “To increase the economic activity associated with tourism, creating opportunities for small business development, job growth and a stronger tax base.” (MHPTAP Goal #2)

Applicants for building permits must provide estimates of the value of the construction for which the permit is issued. This information is retained in the database maintained by each jurisdiction. At the end of the first year of certification, and annually thereafter, the total estimated value of the construction for which building permits have been issued during the preceding year will be supplied to MHAA. The information will be supplied by month, as required.

In the “Interpretation” category, ESHI is responsible for reporting “new or improved exhibits” to MHAA. Data must be provided for the entire CHA and is pertinent to achieving the following goals:

- “To enhance the visitor appeal and enjoyment of the state’s history, culture, natural environment, and scenic beauty by enhancing the overall ‘product’—the visitor experience.” (MHPTAP Goal #1)
- “To enable Marylanders and visitors alike to have greater access to and understanding of the history and traditional cultures of the state and to understand the important events that took place here.” (MHPTAP Goal #4)

To this end, ESHI proposes the following method of data collection. At the time of the first project/TIZ application, the management entity will provide MHAA with a list of all attractions that contain exhibits. Annually thereafter, ESHI will provide a report of all new or improved exhibits, by month, at these attractions, as required. Any new attractions containing exhibits will also be included in this annual report.

In the “Protection” category, ESHI is responsible for collecting data on two performance measures: “listed structures” and “protected open space acreage.” With regard to “listed structures,” data must be provided for the entire CHA and is pertinent to achieving the following goal:

- “To encourage preservation and adaptive re-use of historic buildings, conservation of natural areas important to the state’s character and environment, and the continuity and authenticity of cultural arts, heritage attractions and traditions indigenous to the region.” (MHPTAP Goal #3)

A list of all existing listed structures is provided in Chapter 2. At the conclusion of one year of certification and annually thereafter, the management entity will forward to MHAA an updated inventory of listed structures that includes any structures that have been listed during the preceding year.

With regard to “protected open space acreage,” data must be provided for the entire CHA and is pertinent to achieving the following goal:

- “To encourage preservation and adaptive re-use of historic buildings, conservation of natural areas important to the state’s character and environment, and the continuity and authenticity of

cultural arts, heritage attractions and traditions indigenous to the region.” (MHPTAP Goal #3)

An inventory of existing open space in the Stories of the Chesapeake Heritage Area that is under the stewardship of the federal, state, county and municipal governments, is mapped in Chapter 7 from a database provided by the Maryland Technology Toolbox. Numbers provided here are drawn from data provided by the counties on December 31, 2003. At the conclusion of one year of certification and annually thereafter, ESHI will forward to MHAA an updated inventory of protected open space that includes any new open space that has come under government stewardship.

Table 8-7 Baseline and Annual Performance Measures, Required by MHAA for Targeted Areas and the Certified Heritage Area as a Whole

Performance Measures	CHA or TIZ	Data Source	Compiler	Reporting Cycle to MHAA
Employment				
Total Number of Jobs	CHA, TIZ	DLLR	DHCD	Annual, by Month
Accommodations				
Hotel/Motel Tax Collected	CHA, TIZ	Comptroller	DHCD	Annual, by Month
Length of Stay	CHA	Survey	ESHI	Annual, by Month
Visitation				
Admission and Amusement Tax Collected	CHA, TIZ	Comptroller	DHCD	Annual, by Month
Total Museum Visits	CHA, TIZ	Survey	ESHI, TIZ	Annual, by Month
Total Visits - other relevant anchor attractions	CHA	Survey	ESHI	Annual, by Month
Purchases				
Restaurant Meals	CHA, TIZ	Comptroller	DHCD	Annual, by Month
Retail Establishments	CHA, TIZ	Comptroller	DHCD	Annual, by Month
Construction Activity				
Building Permits Issued	CHA, TIZ	Local Government	ESHI, TIZ	Annual, by Month
Total Construction Expenditure	CHA, TIZ	Local Government	ESHI, TIZ	Annual, by Month
Certified Rehabilitations Completed	CHA, TIZ	DHCD	DHCD	Annual, by Month
Total Certified Rehabilitation Expenditures	CHA, TIZ	DHCD	DHCD	Annual, by Month
Business Creation				
Businesses Created	CHA, TIZ	DLLR	DHCD	Annual, by Month
Interpretation				
New or Improved Exhibits	CHA	Survey	ESHI	Annual, by Month
Protections				
Listed Structures	CHA	Survey	ESHI	Annual
Protected Open Space Acreage	CHA	Survey	ESHI	Annual

Source: Maryland Heritage Areas Authority

Table 8-7a Baseline and Annual Performance Data—to be Collected by DHCD, for CHA and Each TIZ

Performance Measures	CHA	TIZ	Data Source	Reporting Cycle to MHAA
Employment				
Total Number of Jobs	✓	✓	DLLR	Annual, by Month
Accommodations				
Hotel/Motel Tax Collected	✓	✓	Comptroller	Annual, by Month
Visitation				
Admission and Amusement Tax Collected	✓	✓	Comptroller	Annual, by Month
Purchases				
Restaurant Meals	✓	✓	Comptroller	Annual, by Month
Retail Establishments	✓	✓	Comptroller	Annual, by Month
Construction Activity				
Certified Rehabilitations Completed	✓	✓	DHCD	Annual, by Month
Total Certified Rehabilitation Expenditures	✓	✓	DHCD	Annual, by Month
Business Creation				
Businesses Created	✓	✓	DLLR	Annual, by Month

Source: Maryland Heritage Areas Authority

Table 8-7b Baseline and Annual Performance Data—to be Collected by ESHI for the Certified Heritage Area (CHA)

Performance Measures	CHA	Data Source	Reporting Cycle to MHAA
Accommodations			
Length of Stay	✓	Survey	Annual, by Month
Visitation			
Total Museum Visits	✓	Survey	Annual, by Month
Total Visits - other relevant anchor attractions	✓	Survey	Annual, by Month
Construction Activity			
Building Permits Issued	✓	Local Government	Annual, by Month
Total Construction Expenditure	✓	Local Government	Annual, by Month
Interpretation			
New or Improved Exhibits	✓	Survey	Annual, by Month
Protections			
Listed Structures	✓	Survey	Annual
Protected Open Space Acreage	✓	Survey	Annual

Source: Maryland Heritage Areas Authority

Table 8-7c Baseline and Annual Performance Data—Collected by Jurisdiction or Site, for Each TIZ

Performance Measures	TIA	Data Source	Reporting Cycle to MHAA
Visitation			
Total Museum Visits	✓	Survey	Annual, by Month
Construction Activity			
Building Permits Issued	✓	Local Government	Annual, by Month
Total Construction Expenditure	✓	Local Government	Annual, by Month

Source: Maryland Heritage Areas Authority

Table 8-8 Stories of the Chesapeake Baseline Performance Data - Calendar Year 2003

PERFORMANCE MEASURE	WITHIN CHA BOUNDARIES	WITHIN TIZ BOUNDARIES
Accommodations		
Length of Stay (MOTD/TIAA)	2.0 (Kent) 3.2 (Talbot) (data not available for Caroline & Queen Anne's)	NOTE: NO TIZs are currently designated. In future, individual columns will appear for each designated TIZ, supplying data as required. Data required is marked with XX below.
Visitation		
Total # Museum Visits (ESHI survey)	185,545	XX
Total # Other Anchor Attraction Visits (ESHI survey)	388,247	
Construction Activity		
# of Building Permits Issued (individual jurisdictions)	1,061	XX
Total Construction Expenditure (individual jurisdictions)	\$95,740,609	XX
Interpretation		
# Exhibits	Not Applicable	
Protection		
# of Listed Structures (NRHP)	93	
# of Listed Vessels (NRHP)	17	
# of Listed Districts (NRHP)	6 (+1 pending)	
# Acres of Protected Open Space (county data)	142,751	

Source: Eastern Shore Heritage, Inc., 2002-2004 (compiling data from other sources as identified in parentheses above); ESHI may decide to collect additional data in future years. [11/21/04: figures do not yet include data from Federalsburg, Chestertown, Rock Hall, Millington, and Trappe]

Appendixes

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APPENDIX 1-1 PROJECTS NOMINATED BY PARTNERS

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
CAROLINE COUNTY						
1.	96	The Wharves at Choptank Crossing	CA	Denton	Old Harford Town Maritime Center, Inc.	to continue making improvements to the East & West riverfronts of Denton in an effort to preserve and promote the bygone experience of life along the Eastern Shore's rivers and working waterfront environments
2.	148	Restoration of the Denton Ice Cream Parlor	CA	Denton	Caroline County Historical Society	to restore and interpret the old Ice Cream Parlor in Denton (a.k.a. Will's Store)
3.	149	Restoration of an 1820 Dwelling in Denton	CA	Denton	Caroline County Historical Society	to restore and interpret an early dwelling in Denton (ca. 1820)
4.	150	Restoration of the Hardee House	CA	Denton	Caroline County Historical Society	to restore and interpret the Hardee House of Denton
5.	152	Garden House	CA	Denton	Caroline County Historical Society	to restore and relocate for interpretive purposes an early 19th-century garden house
6.	157	Old Schoolhouse Business Incubator	CA	Denton	Denton Development Corporation	to restore an old high school (1901) for use as a small business incubator and to house the Arts Council and a regional culinary training facility
7.	158	Fourth Street Shopsteading Project	CA	Denton	Denton Development Corporation	to acquire blighted homes along Denton's Fourth Street for rehabilitation and to move two historic buildings to suitable lots within the streetscape, all for the purpose of encouraging "shopsteading" by small business
8.	114	Chambers Park Log Cabin Renovation	CA	Federalsburg	Town of Federalsburg	to renovate the Chambers Park Log Cabin
9.	154	Northwest Fork Meeting House	CA	Federalsburg	Caroline County Historical Society	to restore and interpret this early 19th-century religious structure
10.	159	Indian Museum	CA	Greensboro	Caroline County Historical Society	to construct an Indian museum located at Red Bridges where four Indian trails converge outside Greensboro. A multipurpose exhibit and repository space that will hold local artifacts
11.	37	Neighborhood Conservation Program for Historic	CA	Hillsboro	Caroline County Planning & Codes	to boost the priority within MdSHA for the proposed "Neighborhood Conservation Program," which currently includes heritage elements, such as linkages to the Town of Queen Anne and Tuckahoe State Park and restoration of the

NOTE: A more-detailed listing may be found in Volume 3, Appendix 1-1.

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
12.	38	Restoration of Hillsboro's "Old Bank Building"	CA	Hillsboro	Caroline County Planning & Codes	to purchase and restore the "Old Bank Building" as a Town Office and public building for the Town of Hillsboro
13.	2	Mt. Pleasant "Tourist Home In the Neck"	CA	Poplar Neck	ESI'	to create a "tourist home" experience at Mt. Pleasant Acres Farm, located at Poplar Neck, an area important the history of the Underground Railroad
14.	1	Restoration of the James H Webb Log Cabin (c. 1852)	CA	Preston	Caroline County Historical Society	to preserve and provide for public visitation to the James H. Webb log cabin (c. 1852) recently acquired by Caroline County
15.	141	Leverton House	CA	Preston	Michael McCrea Family Foundation &	to restore the Leverton House as a museum by establishing signage as a way-finding tool for the public, providing a on-site workshop for restoration, creating a functional museum quality atmosphere to interpret local history, and
16.	142	Linchester Mill	CA	Preston	Caroline County Historical Society &	to restore the mill pond for boating and fishing, to develop a nature trail, to stabilize and restore the Linchester Mill and other out-buildings as an interpretive resource
17.	160	Underground Railroad Education & Research	CA	Preston	Caroline County Historical Society	to construct an Underground Railroad education and research library highlighting Caroline-Dorchester UGRR activity
18.	61	Native Landscape Exhibit and Interpretive	CA	Ridgely	Adkins Arboretum	To create new exhibits and displays with accompanying interpretive signage and literature that will educate the general public about the value of native plants, including exhibits on the historical, cultural, and environmental
19.	62	The Arboretum Center	CA	Ridgely	Adkins Arboretum	To undertake a comprehensive redesign of Adkins Arboretum's existing building, adding 10,000 sq ft to accommodate visitor reception/orientation, programming, a gallery, and conference space
20.	151	Restoration & Interpretation of the Denton Shirt Factory	CA	West Denton	Caroline County Historical Society & Old	to restore and interpret the Denton Shirt Factory Building, a rare surviving industrial building from the late 18th century, as a part of the recreated wharf district of Denton
21.	153	Tuckahoe Neck Meeting House	CA	West Denton	Caroline County Historical Society	to continue capital improvements for the purpose of stabilizing and restoring this early 19th-century religious structure
KENT COUNTY						
22.	43	Chesapeake Fields Agriculture Education	KE	301 corridor	Chesapeake Fields Institute	to establish an "edutainment" facility to engage citizens about agriculture heritage, food systems, land uses, and the Delmarva Conservation Corridor
23.	4	Betterton Town Center – Conversion from Most	KE	Betterton	Betterton Community Development Corporation	to create a town community center from the Most Precious Blood Catholic Church
24.	5	Betterton Fishing Ark Preservation & Interpretation	KE	Betterton	Betterton Community Development Corporation	to preserve the Fishing Ark for exhibit purposes

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
25.	6	Betterton Beach Kiosk	KE	Betterton	Betterton Community Development Corporation	to install an informational kiosk at the Betterton Beach
26.	109	Lantern Inn Tea Room, Gift Shop, and Betterton	KE	Betterton	Lantern Inn B & B	to create a tea room with attached gift shop & information on Betterton's past
27.	8	Support for Chestertown's Tricentennial Celebration,	KE	Chestertown	C-300, Inc.	to celebrate Chestertown's Tricentennial with events and special projects, April – Sept. (at least one weekend event per month)
28.	41	Wildlife Habitat at Radcliffe Creek	KE	Chestertown	Chestertown Wildlife Exhibition & Sale	to enhance two historic wetlands, which will provide year round habitats for waterfowl and other flora and fauna, and to provide greater public access by means of nature trails, benches, lighting, and educational signage
29.	47	Driving Tour of Chestertown Cemeteries and Churches	KE	Chestertown	Chestertown Heritage Association	to identify churches and cemeteries and create a driving tour and map
30.	50	Chestertown Museum	KE	Chestertown	Chestertown Heritage Association	to purchase 204 Cannon Street, the former Chestertown Art League Building (formerly the Scale House for Kibler's Coalyard) to be used to collect and preserve Chestertown History
31.	51	Bound Volume Preservation	KE	Chestertown	Kent County News	to preserve, restore, protect, store, and microfilm certain bound volumes of "Kent News," "Chestertown Transcript," and certain loose copies of the Chestertown "Telegraph" and "Enterprise" from the years 1825-1946
32.	72	Radcliffe Mill Revival	KE	Chestertown	Historical Society of Kent County	to re-invent Radcliffe Mill as an instrument for achieving a dynamic mix of broadly valued public goods, from historic preservation to economic development
33.	88	Prince Theatre Staging Replacement	KE	Chestertown	Prince Theatre Foundation	to replace the current stage with new equipment
34.	89	Prince Theatre Fly Space Enclosure	KE	Chestertown	Prince Theatre Foundation	to enclose the backstage fly space with a drop ceiling
35.	90	Prince Theatre Curtains	KE	Chestertown	Prince Theatre Foundation	to complete theater restoration by replacing the theater/stage curtains
36.	91	Mad River Theatre Works (MRTW)	KE	Chestertown	Prince Theatre Foundation	to construct plays purely based on local history
37.	92	Prince Theatre Outside Marquee	KE	Chestertown	Prince Theatre Foundation	to restore the two original wood marquees that were posted outside the Prince Theatre in 1926

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
38.	93	Prince Theatre Acoustical Treatments	KE	Chestertown	Prince Theatre Foundation	to install acoustic paneling to improve the sound quality for performers and patrons
39.	94	Girls at Risk Drama Project	KE	Chestertown	Prince Theatre Foundation	to expose teen-aged girls at risk to multi-media cultural events throughout the Eastern Shore for a sixteen week course where they will also write a play of their life stories to be performed at the end of the season
40.	95	Prince Theatre Community Use Endowment	KE	Chestertown	Prince Theatre Foundation	to create an endowment that will cover the costs of theatre rental by non-profit organizations, city and county government use, and any other group that provides service to the community in the form of cultural, education, civic,
41.	9	Acquire and Create Kent County Community	KE	Chestertown or Rock Hall	Chestertown Arts League in ass'n w/ Chester River	to preserve one or more older buildings in Chestertown or Rock Hall to use as a community arts center
42.	15	Acquisition and Preservation of Coleman School	KE	Coleman	Coleman Association	to acquire and preserve Coleman School, an African American school no longer in use in Coleman Town (no date avail., one of two available to African American residents of Kent County when built)
43.	12	Support for the Second Printing of the book "Before the	KE	Eastern Neck Island	Friends of Eastern Neck	to fund the second printing of the book "Before the Refuge on Eastern Neck Island," compiled and edited by Dave and Eloise Blanpied
44.	46	Kent County Cemetery Signage	KE	entire county	Chestertown Heritage Association	to erect signs in the numerous small cemeteries located within Kent County so that their location may be preserved
45.	73	Mills of Kent County	KE	Entire county	Kent County PILG Committee	to research the history of Kent County Mill sites, select representative sites for interpretation, and possibly restoring them and creating a driving tour
46.	106	Galena Brochure	KE	Galena	Town of Galena	to put together a Visitor's Guide brochure that would include the history of Galena, business listings, locations, and maps
47.	107	Galena History Exhibit	KE	Galena	Town of Galena	to put together a history exhibit of Galena, including historical artifacts, etc. It will also include an oral orientation on CD/cassette. Exhibit will be created in new town office.
48.	108	Galena Town Path	KE	Galena	Town of Galena	to connect areas in the town of Galena via a walk/bike path, to include interpretive signage
49.	116	Wesley Henry A.U.M..P. Church	KE	Golts	Kent Heritage Trust	
50.	52	Victorian Arts and Crafts Market	KE	Millington	Kirk and Janice Hassell	to acquire one of the historic Victorian buildings in the Town of Millington, restore it, and convert it into a Victorian Arts and Crafts Market

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
51.	53	Millington Train Station Heritage Museum	KE	Millington	Town of Millington	to reconstruct the original Millington Train Station for use as a museum for documenting the heritage of the town
52.	54	Millington Walking Tour Visitor Center	KE	Millington	Town of Millington	to create an information center and materials for tourists to take a self-guided tour of the business district and the heritage of the town of Millington
53.	13	Restoration and Revitalization of Rock Hall's Reuben Rodney	KE	Rock Hall	Mark & Mylita Jacob	to support the exterior refurbishing of the Reuben Rodney Building (a gallery for 12 artists) and realize the original vision for an artisan's village on land behind this key Main Street building
54.	71	"Eastern Shore Time Capsule"	KE	Rock Hall	Rock Hall Museum	to videotape an oral history of the eastern shore organized by geographic areas, with the ultimate goal of documenting the 20th century through the eyes of those that shaped it, and making this information available in museums, schools,
55.	113	Tolchester Beach Diorama and History Video	KE	Rock Hall	Tolchester Beach Revisited Museum	to create a diorama, built to scale, of Tolchester Beach Amusement Park, and a video tape or DVD relating the history of the park
56.	117	Rock Hall Museum Addition	KE	Rock Hall	Rock Hall Museum	to extend the Rock Hall Museum by about 30% to provide a semi-attached pavilion that would house vintage maritime artifacts including outboards, skiffs, other small watercraft, large fishing equipment, oars, etc. The pavilion may take
57.	118	Rock Hall Artifact Preservation	KE	Rock Hall	Rock Hall Museum	to professionally preserve and frame Rock Hall Museum's artifacts such as textiles, apparel, documents, photos, charts, and maps
58.	119	Rock Hall Rural & Small Industry Exhibits	KE	Rock Hall	Rock Hall Museum	to build exhibits to showcase the many small industries of Rock Hall, such as strawberry & tomatoe factories, packing houses, cannaries, specifically highlighting the history of agriculture within these industries and the distribution of
59.	120	Rock Hall Indian Artifact Exhibit	KE	Rock Hall	Rock Hall Museum	to create an Indian artifact exhibit, which would include professional assistance in identifying and cataloguing items electronically as well as video categorizing
60.	121	Rock Hall Interpretation & Signage	KE	Rock Hall	Rock Hall Museum	to create professional interpretive story boards and signs at the Rock Hall Museum
61.	122	Rock Hall Accompanying Video & Audio Documentation	KE	Rock Hall	Rock Hall Museum	to create video & audio documentation of individual displays and exhibits to complement and complete the stories
62.	123	Rock Hall Electronic Inventory	KE	Rock Hall	Rock Hall Museum	to inventory the artifacts of the Rock Hall Museum electronically
63.	14	Multi-Media/Performing Arts Forums in Rock Hall	KE	Rock Hall - potentially regional	The Mainstay	to create three forums (replicable) with unique multi-media/performing arts formats for visitors and residents; their creation will involve residents, families, and schools, examining distinct regional and cultural aspects of the area:

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
64.	3	Rehabilitation of Woodland Hall (18thc/1859)	KE	Shrewsbury area	Mary Woodland Tan	to provide opportunities to visitors and residents to enjoy Woodland Hall (18th c./1859) while maintaining it in private ownership
65.	7	Acquisition and Conversion of the Coast Guard Station	KE	Still Pond	Artworks in ass'n w/ all county arts organizations	to acquire and preserve the former Coast Guard station in Still Pond for conversion to an arts camp for all ages
66.	16	Restoration of the New Christian Chapel of Love	KE	Still Pond	New Christian Chapel of Love U.M. Church	to restore the New Christian Chapel of Love U. M. Church (c. 1870), an African American church still in use in Still Pond
67.	10	Kent Museum Recreational and Interpretive	KE	Turner's Creek area	Kent Museum, Inc.	to construct a trail from the Kent Museum's main area to a site overlooking the reported location of the Tockwogh American Indian village to archeological site
68.	11	Enhanced Interpretation at the Kent Museum	KE	Turner's Creek area	Kent Museum, Inc	to enhance interpretation of Kent Museum's land and objects, through an interpretive kiosk, new museum brochure, and expanded exhibit information
69.	115	The Granary	KE	Turner's Creek area		
QUEEN ANNE'S COUNTY						
70.	56	Museum Restoration Workshop	QA	4-H Park near Centreville	Queen Anne Museum of Eastern Shore Life	to add 30 feet to the Museum's existing building in order to enable to restoration of the antique farm equipment and artifacts
71.	86	Bridgetown United Methodist Church	QA	Bridgetown		
72.	33	Conquest Gardens at Conquest Preserve	QA	Centreville	Queen Anne's County Department of Parks and	to develop a 750-acre site as a nature and education park including a conference center, agricultural heritage area, zoological and display gardens, water activities, and a welcome center
73.	42	Kennard School Restoration	QA	Centreville	Kennard Alumni Association	to restore the historical Kennard school and turn it into a cultural arts center, creating an exhibit space to tell the history of the school and the community
74.	44	Museum of Eastern Shore Life Front Porch Project	QA	Centreville	Museum of Eastern Shore Life	to install a "front porch" façade on the Museum of Eastern Shore Life building
75.	45	Genealogy Library at the Museum of Eastern Shore	QA	Centreville	Museum of Eastern Shore Life	to develop a research-based library, both on computer and in books, where people can come view the exhibits and use the library and computer to research Eastern Shore history
76.	77	Centreville Wharf	QA	Centreville		to purchase the Wharf area and set it aside for County citizens

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
77.	111	Museum of Eastern Shore Life Collection Plan	QA	Centreville	Queen Anne's Museum of Eastern Shore Life	to inventory and evaluate existing material collected for the Museum of Eastern Shore Life, and to assess what more needs to be collected
78.	59	An Interpretive Program for the Kirwan House and Store Site	QA	Chester	Kent Island Heritage Society	to create an interpretive, hands-on exhibit for the Kirwan Museum (an old store circa 1890 - 1910)
79.	75	Church Hill Theater Capital Building Renovations	QA	Church Hill	Church Hill Theatre	to renovate the Church Hill Theatre building
80.	112	Church Hill Town Hall Rehabilitation	QA	Church Hill		to renovate the Town Hall which had been constructed in the mid-1800s
81.	85	Crumpton Revitalization	QA	Crumpton	Crumpton Civic Association	to revitalize the town of Crumpton
82.	26	Queen Anne's County Archival Inventory	QA	Entire county	Queen Anne's County Historic Sites Consortium	to identify, locate, and survey records in all formats pertaining to Queen Anne's County's history, to enable various organizations to better use their own holdings and to provide better access to researchers
83.	29	Queen Anne's County Architectural History	QA	Entire county	Queen Anne's County Historic Sites Consortium	to support the research and publication of a major book on the architectural history of Queen Anne's County
84.	27	"The Schools of Queen Anne's County"	QA	Entire county	Queen Anne's County Historic Sites Consortium	to undertake the site research to locate the remaining structures from Queen Anne's early educational history and to develop site-based interpretation and a self-guided county-wide driving tour based on research findings
85.	28	"The Churches of Queen Anne's County"	QA	Entire county	Queen Anne's County Historic Sites Consortium	to undertake the site research to locate the remaining structures from Queen Anne's early religious history and to develop site-based interpretation and a self-guided county-wide driving tour based on research findings
86.	31	Queen Anne's County Trail System Completion	QA	Entire county	Queen Anne's County Department of Parks and	to continue the design and construction of the Queen Anne's County Trail System under the existing master plan, including the Cross County Trail and a connector for the Ross Island Trail and Kent Island South Trail
87.	64	Queen Anne's County Driving Tour Audio CD	QA	Entire county	Queen Anne's County Historic Sites Consortium	to develop an audio compact disk to correspond with the Heritage Guide Map, providing information on particular sites to the tourist driving through Queen Anne's county
88.	79	Queen Anne's County Oral History Project	QA	Entire county	Queen Anne's County Historic Sites Consortium	to document and preserve the oral history of Queen Anne's County
89.	98	African American Heritage of Queen Anne's	QA	Entire county	QAC Historic Sites Consortium	to inventory existing African American historic sites and resources, and to conduct extensive research into the history of the African American community in QA County

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
90.	99	Agricultural Heritage of Queen Anne's County	QA	Entire county	QAC Historic Sites Consortium	to revive the farm tours from previous years as an educational tool, and to research and document the agricultural history of the county and the Eastern Shore
91.	100	Eco-Tour Cruise Interpretive Script & Route Map	QA	Entire county	QAC Department of Business & Tourism	to prepare a script that can be used by various private sector outfitters willing to offer guided excursions from the dock at the Chesapeake Exploration Center to and around destinations in the region, and to design and produce a
92.	101	Water Way Tour Guide Map & Publication	QA	Entire county	QAC Department of Business & Tourism	to design a guidebook map/publication that will assist boaters, canoeists, and kayakers who hope to explore waterways in the county
93.	103	Queen Anne's County Tricentennial Celebration	QA	Entire county	QAC Department of Business & Tourism	to package and promote events for QA County's tricentennial in 2006 to attract more visitors to the county
94.	66	Bryan United Methodist Church	QA	Grasonville	Bryan United Methodist Church	to restore and renovate the exterior of the historic Bryan United Methodist church building, which dates to the 1900s and whose congregation was made up of free blacks, slaves, and watermen
95.	110	Lodge Museum	QA	Grasonville	Chesapeake Bay Environmental Center	to renovate an existing hunting lodge to create a museum linking recreational and agricultural activities and Waterman's Heritage to the ongoing conservation efforts at the Chesapeake Environmental Center
96.	80	Broad Creek Cemetery	QA	Kent Island	Vestry of Christ Church Parish Kent Island	to research and protect Broad Creek cemetery, a site of great significance to the history of Maryland and the earliest settlement on Kent Island
97.	39	Expansion and long-range sustainability of the Waterman's	QA	Kent Narrows	Queen Anne's County Chamber of Commerce	to support the on-going development and sustainability for the Waterman's Festival, now in its 12th year
98.	65	Kent Narrows Wayside Interpretive Panels Project	QA	Kent Narrows	Queen Anne's County Department of Business &	to create wayside exhibits to provide information on the packing houses and various vessels seen in the Kent Narrows strip, thereby educating tourists and visitors about the commercial seafood processing part of Eastern Shore
99.	143	Chesapeake Outdoor Education	QA	Narrows	Chesapeake Outdoor Education, Inc.	to support a hands-on environmental education program, based in part on tours by vessel, emphasizing the importance of the Chesapeake Bay and its tributaries for schoolchildren and the public, using learning opportunities
100.	161	Queen Anne Town Hall	QA	Queen Anne	Town of Queen Anne	To build a town hall with parking and comfort facilities for visitors
101.	67	National Boating Museum	QA	Queen Anne's County - Stevensville	National Boating Museum	to foster education, research, and historic conservation as a public, non-profit organization that is dedicated to celebrating America's watercraft, boat designers, and builders, and the nation's marine cultural heritage
102.	17	Basic Training Program in Museum Functions for	QA	Queenstown	Queen Anne's Museum of Eastern Shore Life	to create a program of basic training in "museum functions" for Queen Anne's County's all-volunteer historical organizations

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
103.	58	1913 Peerless Steam Tractor	QA	Queenstown	Queen Anne Museum of Eastern Shore Life	to restore a 1913 steam tractor for display in the Museum of Eastern Shore Life
104.	68	Old Queenstown Courthouse Exhibit	QA	Queenstown	Town of Queenstown	to take the brick section of the courthouse and refurbish it, making it into a museum/exhibit area for local history
105.	30	Historic Christ Church Renovation and Interpretive	QA	Stevensville	Queen Anne's County Department of Business &	to renovate and adapt the historic sanctuary and parish hall as a public community space, and to develop an accompanying interpretive exhibit featuring the story of the settlement of Kent Island; together with parking and
106.	32	Terrapin Nature Park Walking Trail	QA	Stevensville	Queen Anne's County Department of Parks and	to add approximately 1.4 miles of trail through a forested area following an abandoned road
107.	60	An Interpretive Exhibit for the Cray House	QA	Stevensville	Kent Island Heritage Society	to create an interpretive, hands-on exhibit for the Cray House, which has just been renovated
108.	19	Sudlersville Train Station Museum	QA	Sudlersville	Sudlersville Train Station Museum	to preserve Sudlersville's first telephone building to provide much-needed storage for the Sudlersville Train Station (owned by the town, on site of Elliott Collier House; the tiny building may need to be moved)
109.	20	Elliott Collier House Preservation Project	QA	Sudlersville	Sudlersville Betterment Club	to preserve the Elliott Collier House, an 18th-century house owned by the town of Sudlersville
110.	34	Memorialization of Jimmie Foxx	QA	Sudlersville	Sudlersville Betterment Club, Inc.	to continue the development of the Jimmie Foxx memorial site through additional landscaping and to develop a baseball museum using an existing collection of baseball memorabilia
111.	78	Dudley's Chapel Interior Restoration	QA	Sudlersville	Dudley's Chapel Trustees	to renovate the 220 year old chapel to its original state
112.	84	Higman's Mill Site	QA	Sudlersville	Millington Quality of Life Preservation Coalition	to preserve the Unicorn Branch and Stream area, including the historic Higman Mill
113.	97	Dudley's Chapel Archeology Survey	QA	Sudlersville	Friends of Dudley's Chapel	to conduct an archeological survey of the oldest Methodist Church (still standing) in QA County
114.	87	Busicks Church	QA	Templeville		
115.	144	Old Wye Mill Fire Suppression System	QA	Wye Mills	Old Wye Mill, Inc.	to install a state-of-the-art fire suppression system throughout the mill

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
116.	145	Old Wye Mill tailrace project	QA	Wye Mills	Old Wye Mill, Inc.	to dredge and revegetate the banks of the Mill's 400' tailrace
117.	146	Old Wye Mill street sign	QA	Wye Mills	Old Wye Mill, Inc.	to install a sign, compatible with the building and the village, informing visitors that they have arrived at the Old Wye Mill
118.	147	Old Wye Mill butterfly garden interpretive	QA	Wye Mills	Old Wye Mill, Inc.	to interpret a butterfly garden using native and colonial-era species
						NOTE: for another Wye Mills project, see Talbot County entry
TALBOT COUNTY						
119.	69	Historic Academy Art Museum Renovation	TA	Easton	Academy Art Museum	to renovate and expand the historic building, making the museum more accessible to a public that might otherwise not have the opportunity to see the exhibits
120.	70	Historic Easton Armory Renovation - Phase II	TA	Easton	Waterfowl Festival, Inc.	to address the deterioration of major elements of the historic Easton Armory building, while additionally redesigning the interior to accommodate future uses of the structure
121.	74	Expansion of the Academy Art Museum's Permanent	TA	Easton	Academy Art Museum	to expand the Museum's existing permanent collection
122.	81	Buffalo Soldier Home	TA	Easton	Easton Housing Authority	to rehabilitate 323 South Street, the former home of William Gardener a "Buffalo Soldier," into a facility for African American genealogical research
123.	82	Studio Gallery Space	TA	Easton	Easton Main Street, Inc.	to develop a combination of studio gallery space for approximately 30 artists
124.	83	Richards Memorial and Spring Hill Cemetery	TA	Easton	Historic Cemeteries of Easton	to preserve historic gravesites as well as repair vandalism to Spring Hill Cemetery and Richards Memorial Park
125.	124	Waterfowl Festival, Inc., support for traditional arts	TA	Easton	Waterfowl Festival, Inc.	to enhance the Festival's already-significant efforts to relate the arts to cultural traditions in the region, including decoy carving, waterfowling, and conservation of Chesapeake Bay wildlife
126.	102	John Wesley Church Restoration Project	TA	Oxford	The Waters United Methodist Church	to restore the historic church building, which was an African American Church founded by three freedman in 1833
127.	138	Comfort station	TA	Oxford		

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
128.	139	Pier	TA	Oxford		
129.	140	Oxford Museum	TA	Oxford		
130.	21	Gilbert V. Byron House Restoration and Preservation	TA	Pickering Creek Audubon Center, Tunis	The Gilbert Byron Society	to preserve and restore the Gilbert V. Byron House at the Pickering Creek Audubon Center
131.	55	At Play on the Bay, a New Interpretive Exhibit at the	TA	St. Michael's	Chesapeake Bay Maritime Museum	to create a major interpretive exhibit on the transformation of the Chesapeake Bay from a "work place" based primarily on an agricultural and seafood harvesting economy, to a "play place" based on recreation, tourism, and
132.	136	Police station with visitor center	TA	St. Michael's		
133.	137	Community center	TA	St. Michael's		
134.	57	The Frederick Douglass Project	TA	Talbot County	Historic Society of Talbot	to erect a monument to Frederick Douglass in Talbot County, to create learning opportunities within our community and throughout the world about Frederick Douglass and his life, and to promote Talbot County
135.	135	Paw Paw Cove	TA	Tilghman Is.		to support Talbot County's purchase of Paw Paw Cove by investigating the feasibility of interpretation, public archeology, and recreational access at this significant Bay-side site, and by supporting appropriate site and off-site heritage development
136.	125	Reprinting of the Trappe Book: "Story of an Old	TA	Trappe	Town of Trappe	to support the reprinting cost of this significant "town biography"
137.	126	Nace's Day Parade	TA	Trappe	Scott's Methodist Church	to support the organizing, marketing, and recording of traditional annual Emancipation Day Parade
138.	127	Scott's Methodist Church Cemetery	TA	Trappe	Scott's Methodist Church	to refurbish the Scott's Methodist Church cemetery and record and preserve grave sites and the burial place of "Nace Hopkins".
139.	128	Village Center Redevelopment Plan	TA	Trappe	Town of Trappe	to create incentives for appropriate redevelopment of existing town center and development of quality control measures (e.g. zoning)
140.	129	"Home Run" Baker House	TA	Trappe	Town of Trappe	to support the restoration of the Home Run Baker House and potential conversion to a B&B

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
141.	130	Public Museum and Library	TA	Trappe	Town of Trappe	to create new or convert an old building to a town museum and public library
142.	131	Residential and Commercial Building Renovation/Pre	TA	Trappe	Town of Trappe	to create a town-based program to preserve and restore buildings more than 90 years old
143.	132	Police Station	TA	Trappe	Town of Trappe	to renovate and restore an old bank building as the town's police station
144.	133	Community Center	TA	Trappe	Town of Trappe	to create a community center in the Trappe town center for meetings and public indoor gatherings
145.	134	Old Park Upgrades	TA	Trappe	Town of Trappe	to add a gazebo and picnic area at Old Town Park for outdoor public gatherings
146.	22	Comprehensive Preservation and Interpretation	TA	Unionville	St. Stephen's AME Church and Friends of Unionville	a comprehensive effort to preserve and interpret Unionville, an African American village in Talbot County founded by both ex-slaves and Civil War veterans in 1867
147.	105	Restoration of Windows at St. Stephen's African	TA	Unionville	St. Stephen's African Methodist Church	to refurbish the windows of the historic church building
148.	156	Old Wye Mill tailrace bridge & walking trail interpretive	TA	Wye Mills	Old Wye Mill, Inc.	to install a bridge over the tailrace to join the walking trail to Wye Oak State Park, and to add interpretive signage to a portion of the walking trail
				Wye Mills		NOTE: For projects exclusive to the Old Wye Mill, see Queen Anne's County entries
REGIONAL & MULTI-COUNTY PROJECTS						
149.	24	Chesapeake Bay Restoration – Shoreline Education	ALL	first at Conquest Preserve	Environmental Concern, Inc.	to design and construct a wetland/vegetated shoreline in at least one park in each county and create accompanying educational programs
150.	35	Natural History Bicycling Trail System	ALL	Region	Environmental Concern, Inc.	to enhance visitors' biking experience by creating a series of self-guided natural history biking trails delineated through a published guide
151.	36	Natural History Interpretive Sign System	ALL	Region	Environmental Concern, Inc.	to help visitors gain a deeper understanding of and appreciation for the unique natural history of the region by locating attractive interpretive signs at all public access points to water, public viewing areas of water, and public parks
152.	48	Community Historical Video Project	ALL	Region	Chestertown Heritage Association	to enable video tapes to be shown in area movie theaters by providing the necessary funds to have the videos converted to a technology used by movie theaters

APPENDIX 1-1 Projects Nominated by Partners, continued

Reference #	Project Record #	Project Title	County	Location	Project Nominator or Sponsor	Project Description
153.	49	Eastern Shore Resources	ALL	Region	Chestertown Heritage Association	to provide funds to purchase available books, videos, CDs, DVDs--anything related to Eastern Shore heritage--and include these history books, genealogy books, family history books, personal videos, etc. in one location, such as
154.	104	"Before They're Gone"	ALL	Region	Loblolly Productions	to produce a program in video and broadcast form which tells the stories of historical properties/residences that are in danger of physically disappearing
155.	155	"Changes to the Land" Exhibit	ALL	Region	Aloft, Inc., Aerial Photography and nonprofit	to re-photograph landscapes seen in early aerial photographs (ca. 1930)
156.	25	Old House Chronicles	KE & QA	Regional - KE & QA		to support the cost of exhibit-size enlargements of "evocative photographs of derelict houses dating from the 18th and 19th centuries now standing as mute witness to the slow surrender of the family farm to modern agri-
157.	63	Eastern Shoreway Project	KE & QA	301 Corridor	Adkins Arboretum	To protect and enhance Route 301 from the Delaware line south for 35 miles, to create a scenic and educational corridor showcasing the mix of farmland and forested areas
158.	40	Chester River Memories Project	KE & QA	Chester River Watershed	Chester River Association	to record oral and visual histories of the Chester River in an effort to document the early conditions of the river, as well its impact on the watershed community, making the information available to the general public via computer
159.	18	Dramatization of the Life of Susan Ann Johnson	QA & CA	Church Hill	Church Hill Theatre, Inc.	to dramatize the life of Susan Ann Johnson of Caroline County, an enslaved African American

APPENDIX 6-1 HERITAGE AREA BENEFITS TO CERTIFIED HERITAGE AREAS AND TARGET INVESTMENT ZONES							
Appendix 6-1 Heritage Area Benefits to Certified Heritage Areas and Target Investment Zones		OPERATING ASSISTANCE	GRANTS	LOANS	TAX CREDITS	BROAD PROGRAM SUPPORT	STATE PROGRAM IMPACT
	Certified Heritage Area (CHA)	Eligible for grants of up to 50% to heritage area management entities for operating activities for at least five years following heritage area certification. Max grant award is \$200,000. Source: MHAA Financing Fund.	<p>1) Eligible for grants of up to 50% to local jurisdictions or other appropriate entities for planning, design, interpretation, marketing, and programming. Max grant award is \$50,000. Source: MHAA Financing Fund.</p> <p>2) Eligible for grants of up to 50% to heritage area management entities for operating assistance for period of 5 years following certification. Max grant award is \$200,000. Source: MHAA Financing Fund.</p>	N/A	<p>1) State income tax credits for the rehabilitation of non-historic structures, the rehabilitation of which will significantly enhance the overall architectural, historical, or cultural quality of the heritage area and the visitor experience.</p> <p>2) Local property tax credits in the form of an offset of property taxes owed in an amount equal to the increase in property taxes resulting from the rehabilitation improvements for a period of up to 10 years (local government must enact).</p>	Maryland's Department of Housing & Community Development (DHCD), Department of Business & Economic Development (DBED), Department of Natural Resources (DNR), Department of Transportation (MDOT), and Department of General Services (DGS) and the Maryland Higher Education Commission (MHEC) must carry out agency actions that support the Heritage Area in planning, development, use, regulation, and other assistance. Maryland's Office of Tourism Development (part of DBED) is charged with tourism promotion for the state, which includes heritage tourism.	In carrying out activities in CHAs, State Agencies must cooperate and coordinate with the Heritage Area Management Entity and ensure that those activities are consistent with the management plan and will not have an adverse effect on the historical and cultural resources of the area unless there is no prudent and feasible alternative.
	Target Investment Zone (TIZ) within CHA* *Note that grants and loans are only available to TIZs for period of 5 years following certification.		Eligible for grants of up to 50% to local jurisdictions or other appropriate entities for property acquisition, development, preservation, and restoration. Max grant award is \$100,000. Source: MHAA Financing Fund.	<p>1) Eligible for loans to local jurisdictions or other appropriate entities for the preservation of heritage resources and the enhancement of heritage attractions and visitor services Loans made from MHAA Financing Fund.</p> <p>2) Eligible for loans to local jurisdictions or 501(c)(3)s for economic development projects. Loans made from the proceeds of revenue bonds sold by MHAA. Projects must produce a revenue stream sufficient to pay the debt service on the bonds.</p>	<p>1) and 2) as per above</p> <p>3.) State income tax credits for the rehabilitation of non-listed, non-designated historic structures.</p>	DHCD, DBED, DNR, MHEC, MDOT, and DGS must carry out agency actions that support the Heritage Area in planning, development, use, regulation, and other assistance.	In carrying out activities in CHAs, State Agencies must cooperate and coordinate with the Heritage Area Management Entity and ensure that those activities are consistent with the management plan and will not have an adverse effect on the historical and cultural resources of the area unless there is no prudent and feasible alternative.

Source: MHAA staff, 11/13/01 (minor amendment 5/17/04)

Appendix 6-2

MARYLAND'S GUIDELINES FOR ESTABLISHING TARGET INVESTMENT ZONES

The following guidelines by the Maryland Heritage Areas Authority (MHAA) provide assistance to those completing the required Management Plan elements relating to the creation of Target Investment Zones within Certified Heritage Areas (CHA). The guidelines clarify the purposes and benefits of Target Investment Zones, the process for delineating boundaries, and the instructions for identifying structures within Target Investment Zones as Certified Heritage Structures eligible for the Maryland Heritage Preservation Tax Credit when those structures are not otherwise listed or designated as historic structures.

Purposes and Benefits Associated with Target Investment Zones

The Target Investment Zone is a specific priority area into which you are attempting to attract significant private investment. The Management Plan must identify the Zone(s) which you wish to establish within the boundaries of the CHA. A number of the incentives available through the Maryland Heritage Preservation and Tourism Areas Program are limited to the Zone(s) to encourage demonstrable results and return on public investment within a relatively short period of time.

Projects and properties throughout the CHA are eligible for grants from the Maryland Heritage Areas Authority Financing Fund for planning, design, interpretation, marketing, and programming, and to encourage revitalization and reinvestment in the CHA. The following Program incentives are limited to projects and properties located within the Target Investment Zone(s) identified in the Management Plan and approved by the Maryland Heritage Areas Authority:

Grants or loans from the Fund for acquisition, development, preservation, or restoration.

Grants for such projects identified in the Management Plan may be made within the identified Zone(s) for a period of up to five years after the day on which the Authority approves the Management Plan. The Authority may make a grant after the five year period if the Authority determines that the project is essential for the success of the Management Plan for the CHA.

Loans for economic development projects from the proceeds of revenue bonds sold by the Authority.

The Heritage Preservation Tax Credit for structures not listed in the National Register of Historic Places, designated as a historic property under local law, or located in a listed historic district. The Tax Credit is available throughout Maryland for the rehabilitation of listed or designated historic structures, but it is also available within the Zone(s) for the rehabilitation of nonlisted or non-designated historic structures as well as non-historic structures the rehabilitation of which significantly enhances the overall quality of the CHA. Further guidance on this subject is available below in **Identifying Certified Heritage Structures within Target Investment Zones.**

Defining Boundaries for Target Investment Zones

The boundaries of the Zone(s) must be defined using the criteria outlined below and linked to the strategies and actions contained in the Management Plan. The Zone(s) may be contiguous or non-contiguous within the CHA. They may be as expansive or as limited as is believed appropriate to achieve the desired private investment and overall success. The Management Plan must demonstrate in writing that the following criteria have been taken into account:

- 1. The area within the Zone(s) must have extremely high potential to leverage private investment and expenditures.** The Management Plan should include a summary of the development activity which has been completed within the Zone(s) in the past five years, what activity is currently in progress, and what activity is projected or desired in the Zone(s) in the next five to ten years. For each project listed, please identify the actual or anticipated project sponsor, the project type or uses, total development cost, and source of funds. Are the proposed projects "anchor" facilities or "infill" facilities? What studies or assessments have been done to support the feasibility of success for the projects? What are the development goals for the Zone(s)?
- 2. The incentives available through the Program must be capable of assisting in leveraging private investment to produce measurable preservation and economic development through tourism in the Zone(s).** How can the Program incentives listed above be reasonably expected to assist the proposed projects and leverage private investment in the Zone(s)?
- 3. The boundary for the Zone(s) should overlap to the optimal extent with other local, State, and Federal "revitalization" designations** (e.g. special taxation districts, locally zoned historic districts, National Register Historic Districts, Enterprise or Empowerment Zones, Designated Revitalization Areas, Maryland Main Street designations, State Priority Funding Areas, Rural Legacy Areas, etc.). Please describe in writing, and graphically, the areas of such current or projected overlap, and what strategies are being pursued to take advantage of such targeting. What percentage of the buildings within the Zone(s) are listed or designated historic structures? non-listed, non-designated historic structures (see **Identifying Certified Heritage Structures within Target Investment Zones** below)?
- 4. Local governments and private interests must be prepared to commit resources to economic development within the Zone(s).** Such resources could include real or personal property, financial or technical assistance, monitoring of economic performance, oversight and management, or the overlay of additional local requirements or goals. Please describe what local public and private resources not identified in 1 or 3 above have been or will be committed to economic development within the Zone(s).
- 5. The proposed boundaries should be configured to facilitate the collection of performance measurement data required as outlined in *Program Performance Measurements*.** Supporting maps for the Zone(s) must be supplied in hard copy on maps at 200' scale and include building footprints. The submission of maps for Zone(s) in digitized format georeferenced to Maryland Property View from the Technology Toolbox is strongly encouraged.

Identifying Certified Heritage Structures within Target Investment Zones

The Management Plan must identify which **non-listed, non-designated** structures within the Zone(s) are considered Certified Heritage Structures and thus eligible for the Heritage Preservation Tax Credit. **Non-listed, non-designated historic structures** as well as **non-historic structures** (the rehabilitation of which significantly enhances the overall quality of the CHA) are eligible for the Tax Credit if the structure has been certified by the Authority as contributing to the significance of the CHA.

Listed or designated historic structures throughout Maryland, including those located within a Zone, are eligible for the Tax Credit. Those structures include structures a) listed in the National Register of Historic Places; b) designated as a historic property under local law; or c) located in a historic district on the National Register of Historic Places or in a local historic district and certified by the Director of the Maryland Historical Trust as contributing to the significance of the district.

A non-listed, non-designated structure can contribute to the significance of a CHA if it is:

Eligible for listing in the National Register of Historic Places; or

Not architecturally, historically, or culturally significant in and of itself, but its rehabilitation significantly enhances the overall architectural, historical, or cultural quality of the heritage area and the visitor experience.

Thus, the Management Plan must identify which **non-listed, non-designated historic structures** are eligible for listing in the National Register. You are strongly encouraged to consult with the Maryland Historical Trust (Peter Kurtze, Administrator, Evaluation and Registration, 410 514-7649), to confirm which structures and areas within the Zone(s) may already be listed. The Trust will also identify for you the level and kind of documentation necessary to establish and record National Register eligibility for non-listed historic structures within the Zone(s).

The Management Plan must also identify the types of rehabilitation projects involving **non-historic structures** which you would like the Authority to consider eligible for the Heritage Preservation Tax Credit. It will not be possible to identify specific, eligible, nonhistoric structures with any certainty because eligibility for the Tax Credit for non-historic structures depends not on the structure itself but on the nature of the use and improvements associated with the rehabilitation of the structure. For example, the Zone(s) may contain a number of non-historic warehouses, but only those projects which involve the rehabilitation of a non-historic warehouse which significantly enhances the overall architectural, historical, or cultural quality of the heritage area and the visitor experience will be eligible for the Tax Credit. The Management Plan must identify the Zone-specific uses (e.g. types of heritage tourism-related uses such as entertainment, interpretation, lodging, retail, etc.), characteristics of the physical improvements (e.g. exterior design requirements, incorporation of interpretive devices, etc.), and other standards (e.g. minimum economic benefits generated, percentage of activity or sales resulting from tourism, etc.) which you can demonstrate would qualify a non-historic structure and the rehabilitation project for the Tax Credit.

Approval of a CHA Management Plan by the Authority constitutes approval of the standards for certifying the significance of **non-listed, non-designated historic structures and non-historic structures** within the Zone(s). To qualify for the Tax Credit, building owners must submit the three-part Heritage Preservation Certification Application to the Maryland Historical Trust at the appropriate points in the rehabilitation process (Part 1- Certification of Significance; Part 2-

Description of Rehabilitation; Part 3 Request for Certification of Completed Rehabilitation). The Authority has designated the Director of the Maryland Historical Trust to make all required certifications.

Source: Maryland Heritage Areas Authority

APPENDIX 6-3

THE PROCESS FOR DESIGNATING TARGET INVESTMENT ZONES

Chapter 6 lists Proposed Target Investment Zones that are expected to be so designated over the next ten years. These “PTIZs” may or may not have accepted their status on the draft list provided here. It is expected that where governing jurisdictions amend their plan, this will constitute acknowledgment of PTIZ status, the potential benefits of TIZ designation, and the manager’s responsibilities, as shared with others such as ESHI based on the jurisdiction’s needs and specifications in the TIZ plan. “Single site” PTIZs that are outside municipalities are assumed to consent and will be further consulted at the time that TIZ designation is further considered.

PTIZs convert to fully designated TIZ status only after the completion of at least three steps: (1) by application of the manager, (2) after acknowledgment by Eastern Shore Heritage, Inc. (ESHI), and (3) after acceptance by the Maryland Heritage Areas Authority (MHAA). ESHI is responsible for forwarding the TIZ designation application to the MHAA, and will further provide technical assistance to PTIZs in making their applications, within the limits of ESHI’s staff time and other resources. It is expected that no more than four PTIZs will be converted to TIZ status in a given 12-month period with the assistance of ESHI staff; more than this number would be possible depending on the willingness of PTIZ managers to undertake the background work and packaging of the TIZ application. The rate of designation may vary depending on whether the mix of already-designated TIZs at any given time has a preponderance of sites or areas, and whether TIZs are equitably distributed across the region.

Jurisdictions that accept this plan in its final form by amending their comprehensive plans do so in the expectation that ESHI will acknowledge only those TIZs that substantially meet the descriptions proposed here. This is a limited delegation of power of amendment to this plan to ESHI for administrative purposes, reflecting Maryland Heritage Areas Authority amendment procedures where only the management entity and the jurisdictions directly involved need participate in a boundary-related amendment (although not technically a boundary amendment, the change in status to TIZ confers additional boundary-related benefits and so the MHAA amendment process is construed to cover TIZ designation). This agreement enables the entire heritage area to avoid the lengthy process that would otherwise be required for 25 different jurisdictions to undergo plan amendments. ESHI may enable TIZs that differ substantially from descriptions here (including entirely new locations) to be so designated only after an added step, that of actually asking the 20 partner jurisdictions to accept a significant amendment to this plan. Depending on MHAA procedures, this step would take place as a contingency on a MHAA conditional approval, or as an intervening step prior to MHAA’s approval.

The following guidelines are addressed to PTIZ managers working to complete proposals for designation. These provide information requested by the Maryland Heritage Areas Authority. Each of the criteria in the section above should be addressed in a written proposal for TIZ designation if they are not otherwise suggested below.

Potential to leverage private investment and expenditures for measurable tourism, preservation, and regional benefit: The Maryland Heritage Areas Authority has stated that it seeks “extremely high potential” for such leverage and asks for a certain amount of analysis to support a statement of this potential. The written proposal should state the development goals for the TIZ and how TIZ status will enable the achievement of these goals. The proposal should provide a summary of the development activity completed within the TIZ in the past five years, what activity is currently in progress, and what activity is projected or desired in the TIZ in the next five to ten years. For each existing or proposed project listed, please briefly list or describe:

- The actual or anticipated project sponsor,

- The project’s type or uses,
- Total development cost,
- The source(s) of funds for the project,
- The project’s general characteristics (are the proposed projects “anchor” facilities or “infill”?),
And
- Any studies or assessments done to support the feasibility of success.

Relationship to Other Designations—Please describe in writing and on the required boundary map the areas of current or projected overlap with other designations that will assist in the revitalization and enhancement of the TIZ. What strategies are being pursued to take advantage of such targeting? What percentage of the buildings within the TIZ are listed or designated historic structures? What percentage of buildings are non-listed, non-designated historic structures? What historic or wooden vessels or boats are berthed in the TIZ, designated or not?

Public and private resources committed to economic development within the TIZ: Describe these resources; they could include real or personal property, financial or technical assistance, or the overlay of additional local requirements or goals. These resources must include monitoring of economic performance, oversight and management by the TIZ manager, with regular reporting to ESHI.

Boundary delineation and map: The proposed boundaries should be configured to facilitate the collection of performance measurement data as outlined in Chapter 000 (Return on Investment). Supporting maps for the TIZ must be supplied in hard copy on maps at 200' scale and include building footprints. Maps should be in digitized format georeferenced to Maryland state data. ESHI will work with the TIZ manager, the county in which the TIZ exists, and the Washington College GIS Laboratory to assure the availability of appropriate maps at cost.

Structures eligible for the Maryland Heritage Preservation Tax Credit by virtue of TIZ status: Please list all such structures and provide one or more photos, preferably in digital form. Identify the TIZ-specific uses (e.g. types of heritage tourism-related uses such as entertainment, interpretation, lodging, retail, etc.), characteristics of the physical improvements (e.g. exterior design requirements, incorporation of interpretive devices, etc.), and other standards (e.g. minimum economic benefits generated, percentage of activity or sales resulting from tourism, etc.) which qualify a non-historic structure and the rehabilitation project for the Tax Credit.

Appendix 6-4

CERTIFYING NON-HISTORIC BUILDINGS FOR THE MARYLAND HERITAGE PRESERVATION TAX CREDIT

This section is designed to inform investors of opportunities for use of Maryland's heritage preservation tax credit with rehabilitation projects involving non-historic structures. Use of the credit for non-historic structures applies only to tourism-related projects. ESHI is to be involved in reviewing these projects and advising the Maryland Heritage Areas Authority that they have met standards established here; otherwise, the state's procedures for approving and carrying out the heritage tax credit apply. All projects must meet local development codes; projects involving non-listed historic buildings must observe the Secretary of the Interior's Standards for Rehabilitation (see <http://www.cr.nps.gov/hps/tps/tax/rehabstandards.htm>).

Despite the somewhat lengthy explanation provided below, the concept here for assuring that certain buildings will benefit from the state heritage tax credit under the heritage area is simple. Not all historic buildings are listed in the National Register, but they may be eligible for listing and certainly deserve the best rehabilitation work possible (in which case, Appendix 6-5 pertains). Or, they may be old, but not particularly outstanding—yet their rehabilitation would contribute to the heritage area in some way. Extending the state heritage tax credit to these non-listed, non-designated historic buildings—generally more than 50 years old—provides owners with a measure of compensation for undertaking the work according to standards that will help to assure the enhancement of the building and therefore the TIZ or heritage area. That compensation comes in the form of the state heritage tax credit, which currently reduces the cost of the rehabilitation by 20 percent. (This is over and above the 20 percent also available for some rehabilitation projects under federal rules. See Table 6-1 in Volume 1.)

Criteria and Procedures for Use of the Heritage tax credit for Non-Historic Structures

It is the intent of this management plan that these tax credits will be used in the Stories of the Chesapeake Heritage Area as incentives to private and nonprofit developers to produce development that is beneficial to heritage tourism.

This management plan must include specific criteria for the Maryland Heritage Areas Authority to use in certifying that a given rehabilitation project involving a non-historic property in a Certified Heritage Area is eligible for the tax credit. ESHI will review requests for certification of a non-historic structure on a case-by-case basis, working with local governments to assure that projects meet local development standards. In order for ESHI to recommend such projects to the MHAA for approval, they must meet one or more of the following criteria regarding use, quality of development, and economic impact:

USE

- Does the existing or proposed use:
- Support the goals and objectives of the Stories of the Chesapeake Heritage Area Management Plan?
- Provide for visitor services? (Proposed projects could address lodging, food, parking, shuttle service, information, and entertainment.)
- Provide for museum and interpretive objectives?
- Create or improve a heritage destination or attraction?

DEVELOPMENT CHARACTERISTICS

- Do the existing building and the rehabilitation project:
- Provide continuity in the physical link between heritage sites or Target Investment Zones?
- In small towns, help to retain the physical characteristics of the streetscape or Target Investment Zone?
- In countryside, contribute to or enhance the quality of the landscape, including water views?
- Improve an abandoned or deteriorated structure?
- Enhance the appearance of the structure, streetscape, or landscape?
- Provide for design features compatible with existing historic structures?
- Meet the requirements of local preservation commissions where applicable?
- Provide for streetscape improvements that meet or exceed local standards?

ECONOMIC BENEFITS

- Does the project:
- Generate additional economic activity in the surrounding area?
- Generate new construction jobs and/or new permanent jobs?
- Generate additional tax benefits to the affected jurisdiction or jurisdictions?
- Contribute to an increase in visitation?

Procedure for Applying for Tax Credits for the Rehabilitation of Non-Historic Structures

Plans for fully designated TIZs must identify the types of rehabilitation projects involving non-historic structures that owners would like the Authority to consider eligible for the heritage preservation tax credit. It will not be possible to identify specific, eligible, nonhistoric structures with any certainty because eligibility for the tax credit for non-historic structures, as set forth in the criteria above, depends not on the structure itself but on the nature of the use and improvements associated with the rehabilitation of the structure. For example, the TIZ may contain a number of non-historic warehouses, but only those projects which involve the rehabilitation of a non-historic warehouse that significantly enhances the overall architectural, historical, or cultural quality of the heritage area and the visitor experience will be eligible for the tax credit.

Applicants for a tax credit for a rehab project affecting a non-historic structure should review and closely follow the guidelines for obtaining tax credits for historic structures found at www.marylandhistoricaltrust.net. One important requirement to note is that the applicant must obtain review of the project *before* beginning, so that the applicant can be assured of qualifying for the financial benefits before proceeding to construction. This allows any necessary adaptation of the project and its financial “bottom line” to be done early in the planning phase.

In addition, ESHI encourages potential applicants to contact ESHI staff as soon as they decide to seek the tax credit. ESHI will ask the applicant a series of questions based on the criteria set forth above, including the status of local reviews and permits, and a committee of the Board of Directors will provide final review under the criteria. ESHI will not support tax credits for projects that cannot meet local development standards (zoning, etc.), and will work with the affected jurisdiction as well as the applicant to determine the ultimate feasibility of the project’s qualification for the tax credit. Over time and in consultation with local jurisdictions, as a part of the development of policies and procedures (see Chapter 8, Management), ESHI will establish staff review procedures based on actual experience within the Stories of the Chesapeake Heritage Area and in other Maryland Certified Heritage Areas.

The Secretary of the Interior's Standards for Rehabilitation²⁵

The Secretary of the Interior's Standards for Rehabilitation are ten basic principles created to help preserve the distinctive character of a historic building and its site, while allowing for reasonable change to meet new needs.

The Standards (36 CFR Part 67) apply to historic buildings of all periods, styles, types, materials, and sizes. They apply to both the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment as well as attached, adjacent, or related new construction.

Rehabilitation projects must meet the following Standards, as interpreted by the National Park Service, to qualify as “certified rehabilitations” eligible for the 20% rehabilitation tax credit. The Standards are applied to projects in a reasonable manner, taking into consideration economic and technical feasibility.

²⁵ Rehabilitation (see <http://www.cr.nps.gov/hps/tps/tax/rehabstandards.htm>), accessed November 2004.

Appendix 6-5

CERTIFYING NON-LISTED, NON-DESIGNATED HISTORIC STRUCTURES FOR THE MARYLAND HERITAGE PRESERVATION TAX CREDIT

Before owners of non-listed, non-designated historic structures may take advantage of the tax credit, they must first fill out the Maryland Inventory of Historic Properties form and then follow all other rules for obtaining the credit, including advance state review. Non-listed, non-designated historic structures within a Target Investment Zone (TIZ) deemed eligible for the Maryland heritage preservation tax credit are considered Certified Heritage Structures. [Non-historic structures (the rehabilitation of which significantly enhances the overall quality of the heritage area) are eligible for the state rehab tax credit if the structure has been certified by the Maryland Heritage Areas Authority as contributing to the significance of the CHA, either inside or outside the TIZ. See Appendix 6-4.]

ESHI will be responsible for forwarding written requests for the certification of non-historic structures, such requests to be provided by the owners; owners thereafter will be responsible for seeking the relevant approvals for the rehab itself. Non-listed, non-designated historic structures must follow Maryland rules calling for use of the Secretary of the Interior's Standards for Rehabilitation.

Note that listed or designated historic structures throughout Maryland, including those outside TIZs and/or heritage areas, are eligible for the state heritage preservation tax credit. Those structures include structures a) listed in the National Register of Historic Places; b) designated as a historic property under local law; or c) located in a historic district listed in the National Register of Historic Places or in a local historic district and certified by the Director of the Maryland Historical Trust as contributing to the significance of the district.

A non-listed, non-designated structure can contribute to the significance of a CHA if it is:

- Eligible for listing in the National Register of Historic Places; or
- Not architecturally, historically, or culturally significant in and of itself, but its rehabilitation significantly enhances the overall architectural, historical, or cultural quality of the heritage area and the visitor experience.

Thus, plans for fully designated TIZs must identify which non-listed, non-designated historic structures are eligible for listing in the National Register. Owners are strongly encouraged to consult with the staff of the Maryland Historical Trust (www.marylandhistoricaltrust.net), to confirm which structures and areas within the TIZ may already be listed. The Trust will also identify the level and kind of documentation necessary to establish and record National Register eligibility for non-listed historic structures within the TIZ.

Approval of a CHA Management Plan by the Authority constitutes approval of the standards for certifying the significance of non-listed, non-designated historic structures and non-historic structures within the TIZ. To qualify for the tax credit, building owners must submit the three-part Heritage Preservation Certification Application to the Maryland Historical Trust at the appropriate points in the rehabilitation process (Part 1- Certification of Significance; Part 2- Description of Rehabilitation; Part 3 Request for Certification of Completed Rehabilitation). The Authority has designated the Director of the Maryland Historical Trust to make all required certifications.

Appendix 8-1**EASTERN SHORE HERITAGE, INC.****BOARD OF DIRECTORS 2003-2004****Caroline County**

Mary Robbins	County Tourism	Standing
Robert Clendaniel	Chamber of Commerce	Standing
Shane Johnston	Government	Standing
Tyrone D. Harris	At Large	September 2004
Paulette Greene	At Large	September 2005
Renew: Ellie Altman	At Large	September 2006

Kent County

Bernadette Van Pelt	County Tourism	Standing
Bernie Kohl, Jr.	Chamber of Commerce	Standing
Gail Owings	Government	Standing
John Seidel	Washington College	Standing
George M. Starken	At Large	September 2004
Jim Murphy	At Large	September 2005
Cynthia B. Saunders	At Large	September 2006

Talbot County

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Al Silverstein	Chamber of Commerce	Standing
Vacant	Government	Standing
Shelly Drummond	Chesapeake Bay Maritime Museum	Standing
Laura Ambler	At Large	September 2004
Harriette Lowery	At Large	September 2005
Judith Warfield Price	At Large	September 2006

Queen Anne's

Barbara Siegert	County Tourism	Standing
Linda Friday	Chamber of Commerce	Standing
Faith Elliott-Rossing	Government	Standing
I. Katherine Magruder	At Large	September 2004
Loretta Walls	At Large	September 2005
Col. Henry M. Dermody, Jr.	At Large	September 2005
Bill Peterson	At large	September 2006

Appendix 8-1, continued

EASTERN SHORE HERITAGE, INC.

BOARD OF ADVISORS 2003-2004

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Robert D Campbell
Dr. Clara Small
Lee Whaley
J.O.K. Walsh

Maryland Historical Trust
National Park Service
Salisbury University
Office of Senator Paul S. Sarbanes
Caroline Economic Development Corporation

Appendix 8-2

BOUNDARY AMENDMENT POLICY

The petitioner for a change to the Certified Heritage Area boundary will present a written request to Eastern Shore Heritage, Inc., no less than four weeks prior to the next meeting of the Board of Directors (see calendar published in the web site). The petition must include a written justification for the boundary amendment and a map drawn at 1:2400 scale (USGS quadrangle maps—"quad sheets") showing all known buildings, archeological sites, and sensitive species areas. For each building in the area proposed for inclusion, the date of construction and historical status (listed in the National Register or the Maryland Inventory of historic properties, and if designated by local government) must be provided in writing along with the map.

Non-signatory municipalities with comprehensive planning and zoning responsibilities that are affected by this petition must provide a letter stating that appropriate action by elected officials has been taken in support of the petition (a resolution or other vote) and that the municipality in question furthermore is willing to amend its comprehensive plan to incorporate the Heritage Management Plan by reference. The boundary adjustment requiring such action is not final until the jurisdiction's amendment has taken place, even if it takes place after MHAA approval of the amended boundary.

ESHI's executive director will certify the petition as complete or not. If the staff determines the petition to be incomplete and there is time to correct the petition before the regular mailing to the Board of Directors, staff may work with the petitioner to assure a complete petition, depending on workload and at the discretion of the ESHI Executive Committee.

ESHI's Board of Directors will discuss the petition and forward it to the affected jurisdiction or jurisdictions that are signatory to the Certified Heritage Area (the county and municipality, if any) for comment. The Board of Directors will forward the petition with or without comment or recommendation for action. The following criteria provide guidance for the Board's action:

- The boundary amendment will benefit the heritage area as a whole in at least one of the following areas: heritage tourism, heritage interpretation, heritage preservation, and outdoor recreation that will provide linkages among sites presently in the Certified Heritage Area; and
- There is a clear and present value to this action, anticipating the use of state government benefits conferred by the Certified Heritage Area.
- The affected jurisdictions (county and municipality, if any) must unanimously agree to allow the boundary amendment to go forward. Although no timeframe is prescribed for the jurisdictions to act, the goal is that they act, out of courtesy to the petitioner, within 90 days of receipt of the petition.
- Major amendments proposing to add significant territory to the certified heritage area should be carefully reviewed in concert with all jurisdictions, even though technically the Maryland Heritage Areas Authority requires the consent only of the immediately affected jurisdictions.

ESHI staff will forward a successful petition to the Maryland Heritage Areas Authority for final action under its rules. The boundary amendment is not final until the MHAA has acted, and ESHI may take no action in reference to the affected areas before such official action.

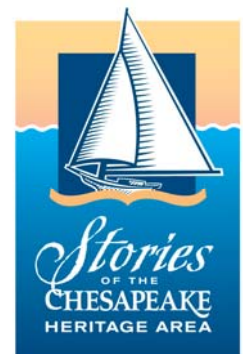
This policy will provide guidance for the development of further procedures in consultation with CHA jurisdictions and based on evolving experience.

THE BOARD OF DIRECTORS OF EASTERN SHORE
HERITAGE, INC.:

Eleanor Altman, Laura Ambler, Robert Clendaniel,
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Loretta Walls

ADVISORS: Robert D. Campbell, Michael K. Day,
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