Implementing Heritage
Tourism in Small Communities

Nancy Hill

Undergraduate Thesis
Department of Urban Planning
College of Architecture and Planning
Ball State University

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Dr. Francis Parker
Thesis Committee Chair
Acknowledgements

Dedicated to those with a desire to work with local communities to help them simultaneously preserve and promote their heritage and cultural resources.

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# Implementing Heritage Tourism

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Implementing Heritage Tourism in Small Communities
Executive Summary

Heritage and culture have long contributed to the appeal of tourist destinations. However, in recent years, "heritage" has been discovered as an important marketing tool to attract those travelers with special interest in history and culture. As a tourism resource, heritage attractions may provide an economic alternative for many of Indiana's small communities having rich heritage and unique characteristics. There is, however, increasing recognition that tourism has negative effects and may be considered unmanageable. This study of heritage tourism demonstrates how small communities can implement heritage tourism in a manageable fashion. The research into the topic of heritage tourism will define heritage tourism, explore its effects in small communities, determine how it can be more manageable, and explain how it can be initiated in a small community.

From reviewing relevant literature, preliminary findings suggest that heritage tourism is a form of special interest tourism, focusing on historical and cultural resources. Heritage tourism is based on history and tends to be education oriented and may include guided tours of buildings, monuments and ruins, re-enactments of historically significant occasions, and cultural celebrations. Heritage tourism is a growing phenomenon in America. Two trends suggest that heritage tourism may increase more: 1) Seniors comprise a strong and growing market that has a higher than average interest in cultural activities; and 2) shorter, more frequent vacations are becoming more common.
Implementing Heritage Tourism

Many communities have taken advantage of the many benefits of heritage tourism. It brings in new money, supports small businesses, creates new jobs, enhances community’s image, and fosters the preservation of important natural, cultural, and historical resources. While heritage tourism delivers many benefits, it also imposes costs and liabilities. Heritage tourism places demands on local infrastructure and services, brings outsiders into the community, and may degrade the quality and the community’s overall environment. Through planning and increased citizen participation, many of these negative impacts can be minimized or alleviated completely.

Successful heritage tourism development depends upon these four factors:
- ensuring good planning practices are in place;
- following a community tourism planning process;
- forming partnerships; and
- raising funds.

Attracting, satisfying and keeping tourists and residents does not just happen. Small towns with limited staff and resources must have good planning practices before heritage tourism is developed to prevent sprawl and maintain the character of the heritage area. Only then can leaders begin the community tourism planning process. The research into the community tourism planning process shows that it is a multi-stepped process that involves forming a task force, assessing the community’s assets and attractions, completing a market analysis, organizing human and financial resources, setting attainable goals and objective, and much more. The formation of partnerships between governments, local businesses, preservation organizations, and the tourist industry develops local support for the process as well as enables everyone to coordinate visitors’ attractions more efficiently. Fund raising is especially difficult for a small community. It is important for the leaders of the community to know their funding sources and potential funding sources.

Communities interested in tourism should develop a strategy with clear and attainable goals and objectives. With a series of planned steps, a community has a better chance of success. A comprehensive strategy should involve analysis of the community’s resources, identification of existing and potential markets and have quality community input. The plan should generate an appropriate image and character and encourage efficient links between tourism, preservation, and governments. These steps outlined in this study encourages commitment by all members of the community, as well as partnerships between local governments, non-profit organizations, and local businesses. The approach presented here should facilitate and generate conditions that will enhance heritage tourism’s success rate in small,
rural communities. Future research into the topic of heritage tourism should examine how the principles presented here can be applied to disadvantaged neighborhoods in our decaying urban cities. History and heritage resources can be a linking element, bringing improved quality of life and economic revitalization.
Chapter 1

Introduction

Heritage and culture have long contributed to the appeal of tourist destinations. However, in recent years, "heritage" has been discovered by many communities as an important marketing tool to attract those travelers with special interest in history and culture. As a tourism resource, heritage attractions can generate large amounts of visitors and economic benefits. Thus, heritage tourism may provide an economic alternative for many of Indiana's small communities having rich heritage and unique characteristics.

However, there is increasing recognition by residents and community leaders that tourism has its costs. The growth of tourism and heritage tourism has prompted many communities to raise many questions concerning the social and environmental desirability of encouraging tourism development. Can heritage tourism destroy what it meant to save? Do the expenditures of tourists benefit the residents of destination areas?
Implementing Heritage Tourism

Some examples of the negative impacts of heritage tourism include the wear and tear on historic sites and buildings generated by tourists. The image of age is essential to a visitor's understanding of the site and yet the construction of durable walkways and information areas for tourists sometimes destroys the image. Heritage tourism can also:

- disrupt existing cultures;
- produce traffic congestion;
- increase the cost of living in a community;
- displace local populations in the area;
- place increased stress on local infrastructure;
- indirectly increase urban sprawl and development; and
- increase crime, resentment among local residents, and hostility towards visitors.

Purpose of study

The purpose of this study is to examine heritage tourism, some of its costs and benefits, how communities have overcome its challenges, and how to develop it in small communities. Research of the relative literature and review of two case studies - Galena, Illinois and Nappanee, Indiana - establishes basic principles for a small town and its leaders to develop a heritage tourism initiative and avoid many of the difficulties that could otherwise arise through tourism development.

The research into the topic of heritage tourism further defines heritage tourism, explores how heritage tourism affects small communities, describes methods to minimize the perceived negative effects of heritage tourism, and explains how small communities can implement heritage tourism with minimal disruption and maximum return. Moreover, my research shows that heritage tourism can be a manageable source of community development when implemented through a comprehensive planning effort, utilizing local citizen participation, input from the tourist industry, and input from preservation organizations. Heritage tourism will work best when it is a shared effort. A community planning effort reduces and in some cases eliminates many of the problems, if not all, associated with heritage tourism.
Assumptions

This study of heritage tourism assumes that a tourist is anyone traveling away from home or the usual place for any purpose. Tourism is concerned with all tourists visiting communities for business, pleasure, or both. Both definitions are standard to the travel and tourism industry. Heritage tourism is a type of special interest tourism, based on nostalgia for the past and the desire to experience history. Historic buildings, archaeological sites, monuments, artifacts, and landscapes are remains from the past. Heritage tourism also includes local cultural traditions, folklore, social customs, and cultural celebrations.

This study will assume "manageable" means "controllable", in general. Specifically for this study, heritage tourism is manageable if it maintains the high quality of the community’s natural resources, protects the community’s built environment and cultural resources, and maintains and enhances the community’s sense of identity. In other words, heritage tourism is manageable if it has minimal disruption while gaining maximum return. This study especially focuses on heritage tourism in small communities, especially those towns of less than 10,000 people located in predominately rural areas.

Methodology

The literature was reviewed to develop a general framework and a historical perspective. To better understand how many small communities have implemented heritage tourism and if it has been a manageable tool for community development in these communities, the research examines case studies of two small communities, Galena, Illinois and Nappanee, Indiana. These case studies examine how two small communities have implemented heritage tourism through a planned effort. Galena, having saved many of its century-old historic buildings, has developed strict zoning ordinances and design review codes to help maintain the historic character of the community. Nappanee has had outside help from the National Trust for Historic Preservation and the Indiana Department of Commerce. Much is happening in each community to preserve the quality of life for the residents.

For the case studies, data was gathered directly from individuals in the heritage tourism environment. In each community, personal and telephone interviews were held with town officials, chamber of commerce officials, preservation organization representatives, and visitor bureau officials. These officials were matched because they represent similar authority and positions in each community. The interviews were informal. The purpose of the interviews was to be informative, and if attitudes...
Implementing Heritage Tourism

on certain issues occur, these opinions are mentioned but are not the focus. For the purpose of this research, I especially wanted to know if heritage tourism has worked in the community, how it was developed and implemented in the community, what challenges the community faced when developing it, what the challenges are now, and how they solved these challenges.

The data gathered from the individuals includes:

- Amount of visitors per year;
- Average length of stay;
- Types of visitor attractions;
- Methods used for implementing heritage tourism;
- Government regulations pertaining to preservation and/or tourism;
- Impacts of heritage tourism on community;
- Perceived attitudes of residents and local business owners;
- Solutions used to minimize negative impacts on community; and
- Future plans of the community.

According to a 1991 study by the Travel Industry of America and the US Travel Data Center, tourism is the number one industry in the world today. In the United States, tourism contributes $330 billion annually to our nation's economy. Tourism is responsible for six million jobs and supplies $43.6 billion in total tax revenues. Because historic sites are becoming more attractive tourism destinations, this study is significant. The tourism industry needs to be more aware of the burdens tourism puts on local communities. This study of heritage tourism is important to preservationists because historic resources are being saved through heritage tourism development. Preservationists should also get involved to ensure that tourism growth and development is carefully planned and managed so that the attractions which gave rise to the tourism are enhanced, not destroyed.

Heritage tourism is also important to planners and community developers because it may be an economic alternative in many small communities that face despair, high unemployment, and lack of community identity. Heritage tourism can save historical resources and culture while creating community pride and maintaining a sense of identity. Planners have a responsibility to meet the challenges offered by the growth in heritage tourism and to understand how their activities affect the tourism industry.
Chapter 2

Heritage Tourism

Heritage tourism is a form of special interest tourism, focusing especially on historical and cultural resources. In order to understand heritage tourism, one must first understand tourism. Tourism is the temporary movement of people to a destination outside their normal places of residence and work, the activities undertaken during their stay in those destinations, and the facilities created to cater to their needs. Because tourism is considered to be a luxury, participation, until recently, was restricted to the select few who could afford both the time and money to travel. Increased leisure, higher incomes, and greatly enhanced mobility have combined to enable more people to partake of tourism. Improvements in transportation, the proliferation of accommodation, and the growth of inclusive tours and other forms of relatively cheap vacation travel, have further extended the opportunity to travel for pleasure. Today, the majority of people in the United States are tourists at some time in their lives. Tourism is no longer the prerogative of a few, but is an accepted and accustomed part of the lifestyles of a large and growing number of people. As tourism has become a growing trend, it has become more specialized, catering to different populations, likes, needs, and special interests. Forms of special interest tourism include the following specializations: education travel, eco-tourism, adventure tourism, sport tourism and health tourism, festival tourism, and cultural tourism.
Implementing Heritage Tourism

Culture has been discovered as an important marketing tool to attract those travelers with special interests in heritage and the arts. Throughout the world, museums, art galleries, heritage sites, and cultural festivals have become major tourist attractions. Rather than just being peripheral or added attractions, cultural tourist attractions are increasingly becoming major catalysts for the whole travel experience. Cultural tourism includes the movements of persons for cultural motivations such as study tours, performing arts and cultural tours, travel to festivals and other cultural events, visits to sites and monuments, travel to study nature, folklore, or art, and religious pilgrimages.

According to *Special Interest Tourism* edited by Betty Weiler, heritage tourism is a subset of cultural tourism. Heritage tourism is based on nostalgia for the past and the desire to experience diverse cultural landscapes and buildings. In a broad sense, the term heritage defines things that are inherited from the past. Tangible remains from the past including historic buildings, archeological sites, monuments, and cultural artifacts on display in museums constitute the principal resources for heritage tourism. In addition to the cultural and built environments of an area, natural heritage can also include gardens, wilderness areas of scenic beauty, and valued cultural landscapes. Based on history, heritage tourism tends to be education oriented, and may include guided tours of buildings, monuments and ruins, and re-enactments of historically significant occasions. Heritage tourism also includes cultural traditions, such as folkloric traditions, arts, and crafts, ethnohistory, social customs, and cultural celebrations.

Heritage tourism is thus a broad field of specialty travel including many special interest aspects of tourism ranging from examination of the physical remains of the past and natural landscapes to the experience of local cultural traditions. These resources derive their importance from their relationship to the nation’s past and potential contribution to the future.
Recent Development of Tourism

Since World War II, tourism has grown to become a major socioeconomic activity of the world due to several influencing factors:

- greater disposable income available for travel
- fewer working hours and a large number of employees who receive paid holidays and annual vacations, thus providing the leisure time for travel;
- higher education levels and greater awareness of other areas of the world
- rapid and dispersed economic development leading to greatly increased business travel; and
- major improvements in transportation including air travel services and highway networks.

By the year 2000, tourism may be the largest single component of international trade (Inskoep “Tourism Planning: An Emerging Specialization” 360). Tourism is expanding in all the world’s regions including Asia and the Pacific.

One major trend in the tourism industry is the increasing fragmentation of tourist markets, especially as tourists want to participate in a variety of sports, recreational, and cultural pursuits and as they seek new destinations, stay in residential, self-catering accommodations, and engage in special interest tourism (361). Tourists are demanding more specialized attractions that cater to differing populations, likes, and needs. Tourists are also demanding high quality and well-planned destinations, bypassing those places known to have environmental problems such as air, water, and noise pollution, and unattractive views.
Implementing Heritage Tourism

Heritage Tourism as a Travel Trend

Heritage tourism is a growing phenomenon in America. "As the United States population ages, there will be increased interest in understanding one's roots leading to increased interest in historic sites and visitor attractions" (Weiler 54). According to the 1991 Outlook for Tourism Travel and Tourism by the Travel and Research Association, the prospect for heritage tourism is outstanding. Three trends identified by the US Travel Data Center suggest that tourist interest in heritage resources and activities should expand rapidly:

- Baby boomers now approaching middle age, are a particularly fertile field for heritage tourism marketers: while one in five of the general US population has a college degree, one in four baby boomers has such a degree. Studies funded by the National Endowment for the Arts and others have established that the strongest indicator of interest in cultural activities is education level;

- Seniors comprise a strong and growing market that always had a higher than average interest in cultural activities; and

- Shorter, more frequent vacations are becoming more common. Cultural resources, especially theater and museum, are logical partners for hotels setting up interesting weekend packages.

Visiting historic buildings and heritage sites has become a popular tourist activity in America. Betty Weiler, in Special Interest Tourism, cites some of the most popular historic sites which include Mount Vernon in Virginia, pictured here, The Alamo, Colonial Williamsburg, Revolutionary and Civil War Battlefields, and Indian Cultural Sites.
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A number of studies conducted by various public and private organizations have documented the importance of historic sites as a tourism and recreation source. In Arizona, for example, 59% of all visitors indicated they go to historic sites, second only to sightseeing as a recreation activity. In Iowa, historical attractions were the most frequently mentioned reason for making an unscheduled side trip. In Oklahoma, 42% of visitors surveyed mentioned historic sites and museums as being most important or very important in their decisions about vacation destinations. In Oregon, 50% of all visitors indicated that they go to historic sites and museums, ranking third after sightseeing and shopping-dining (Taylor, Fletcher, and Clabaugh 30).

In response to the traveling public’s interest in historical attractions, visitor’s facilities have been developed at a number of historic sites throughout the United States and Canada. Typically, these sites have been developed to preserve historical resources, provide quality educational experiences to visitors, and improve the economies of surrounding communities.

As visiting historic buildings and heritage sites becomes a popular tourist activity many cities, towns, and corporations are “cashing in” on the trend. Small towns across America have discovered what cities such as “Boston, Williamsburg, Virginia, and San Antonio, Texas, already knew: History sells” (Walters 33). Recently, Walt Disney announced plans to build its third US theme park, Disney’s America, which will recreate history scenes from US History. An imitation Ellis Island will replace Cinderella’s Castle. Mickey and Minnie will be upstaged by animated US Statesmen at President’s Square. Instead of Space Mountain, visitors can take a high-speed ride through a replica of a turn-of-the-century steel mill. Although the history that Disney’s America will create is not authentic, it does reflect the growing trend in travel and tourism.
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Obviously, the costs and benefits of historical attractions need to be considered before developing heritage tourism in a community. The next chapter examines the impacts of heritage tourism on a small town. Despite this concern, historic sites are an important part of today’s tourism and market and should not be overlooked as a community development resource.
Chapter 3

Impacts of Heritage Tourism

In order to better understand the impacts of heritage tourism, this study examines the perceived positive impacts and perceived negative impacts of tourism, historic preservation, and heritage tourism. In many cases, what may be considered negative by one person in a community, may be considered positive by another. For example, large amounts of traffic on the main street are burdensome to local residents. At the same time, business owners consider the heavy traffic beneficial to their business. Table 3.1 lists some general costs and benefits of developing tourism in a community.

Positive Impacts

Many communities have taken advantage of the many benefits of tourism and historic preservation. Both tourism and historic preservation bring in new money, support small businesses and create new jobs, diversify the local economic base, generate tax revenues, enhance the community’s image, and help provide attractions and services that may not otherwise be viable without visitors. Local residents and government officials have been very quick to recognize the advantages of tourism development and understand that historic preservation and heritage tourism can attract visitors. The next three sections examine many of the positive impacts of tourism, historic preservation, and heritage tourism.
## Implementing Heritage Tourism

### Table 3.1 Tourism Trade-offs: Benefits and Costs of Developing Tourism

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<th>Benefits</th>
<th>Costs</th>
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<td><strong>Economic</strong></td>
<td>\begin{itemize} \item Tourism brings in new money which spreads through the community (multiplier effect). \item Tourism contributes to state and local tax bases. \item Tourism is labor intensive and creates jobs for managers and lesser skilled residents such as high school youth or supplemental income for the unemployed. \item Tourism supports small business development \item Tourism attracts other industry and encourages economic diversification and stability. \end{itemize}</td>
</tr>
<tr>
<td><strong>Social</strong></td>
<td>\begin{itemize} \item Tourism helps support amenities the community could not otherwise support. \item Tourism provides valuable cultural exchange between hosts and guests. \item Tourism enhances civic pride. \end{itemize}</td>
</tr>
<tr>
<td><strong>Environmental</strong></td>
<td>\begin{itemize} \item Tourism can foster conservation and preservation of important natural, cultural, and historical resources. \end{itemize}</td>
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Tourism

The significance of tourism is acknowledged in the United States. Through the establishment of government departments of tourism, widespread encouragement and sponsorship of tourist developments, and the proliferation of small business and multinational corporations contributing to and deriving benefits from the tourist industry. There is widespread optimism that tourism is a powerful and beneficial agent of both economic and social changes. Indeed, tourism has stimulated employment and investment, modified land use and local economies, and made a positive contribution to the balance of payments in the United States.

According to the National Trust for Historic Preservation, in 1986:

- Tourism contributed $344 billion to the US economy;
- International travel services were the largest US export;
- Travel generated 6 million jobs directly and another 6.4 million jobs indirectly in the US; and
- The tourism industry contributed $43.6 billion to federal, state, and local and taxes.

On the local level, tourism also produces economic benefits such as new businesses, jobs, and higher property values. Tourism may be seen as a clean form of economic development. The positive impact of tourism shows that tourism does strengthen the economy of many areas. In Tourism Planning, Clare A. Gunn states that economic benefits can be shown by both primary and secondary affects. Primary or direct benefits may include: business receipts; income from the laborer and proprietor’s income and corporate profits, dividends, interest, and rent, employment; and federal, state, and local government receipts. Secondary benefits are those generated by primary business outlays including investment and induced benefits generated by spending of primary income.
Implementing Heritage Tourism

According to Developing Tourism in Your Community, published by the Tourism Division of the US Department of Commerce, tourism may have the following economic benefits:

- **Tourism brings in new money.** Tourism is an export business that exports customer or visitor satisfaction in exchange for new "outside dollars." The final effect of these new dollars entering the community from the outside is not limited to the initial economic activity and exchange. The degree of additional impact is a function of how long the dollars remain in the community, in terms of the number of exchanges and transactions they enter into.

- **Tourism supports small business.** Small businesses dominate the tourist/travel industry. In small and medium-sized communities, these businesses employ local people, encourage economic diversity and stability and help to increase the economic spin-off of tourism by keeping tourism dollars within the community. Frequently, "cottage industries" are nurtured by tourism dollars such as artists or bed and breakfast businesses and other local entrepreneurial efforts. Tourism's support of small business means that it can truly be a community affair, with local residents able to engage in small business development.

- **Tourism attracts other industry.** Irrespective of a community's size, economic diversity is a key ingredient of stability because it serves to level out peaks and valleys of the earnings of local industries. Beyond the diversity of businesses and industries inherent to tourism, the amenities often associated with tourism activity in a community can be an important attraction to businesses seeking to relocate. A community that maintains a high quality resource base and offers outstanding services in order to generate tourism may also find that it is attractive as a location for industries.

Many communities have chosen to develop tourism alongside other economic endeavors to create a more diversified economic base. Many communities have the potential to develop tourism as a primary or secondary economic activity. New industrial, commercial, and tourism development organizations should work together to achieve widespread community enhancement.

Both research and professional opinion support the many social and personal values derived from tourism. Cross-cultural exchange is probably the greatest social value of tourism. Seeing and experiencing another region or country can expose the traveler to different political, religious, and economic systems. How these different patterns influence the lives of residents can make lasting impressions on astute and observing travelers. Observing land use and development can
provide excellent lessons in geography, economy, and lifestyles. Some tourists become so attached to a travel locale that they finally settle there.

According to a study completed by the Tourism Division of the Texas Department of Commerce, tourism has two other social benefits.

- **Tourism enhances community image and pride.** Many communities experience an image problem. Tourism development requires that a community examine its resources from a visitor’s perspective and discover its special qualities and problems. By playing host to tourists, residents often gain a heightened sense of pride and interest in their community. This in turn makes the community even more attractive as a place to live, work, and visit.

- **Tourism helps support community cultural and civic amenities.** Tourist expenditures are valuable resources for community facilities such as theaters, parks, and entertainment. In small communities, revenue generated by local use alone is often not sufficient to keep these kinds of facilities operational. Tourists’ support often provides the critical difference needed to maintain amenities to the benefit of both tourists and residents alike.

Tourism in a small community can have great social benefits. Not only does it expose visitors to often misunderstood cultures and sites, tourism also creates opportunities for local residents by stimulating interest in traditional art forms, literature, and architecture. It increases the quality of life in a community.

Often, tourism promotes conservation and preservation of natural resources and environments. Because of expanding tourist demands, some species of plant and animal life have increased in volume rather than dwindled. Hunting and fishing organizations have lobbied for and obtained governmental investments and operating budgets that have increased the opportunities for hunting and fishing through the improvement of wildlife habitat. Many streams and lakes have been modified to increase the yields and diversity of species. Hundreds more parks, preserves, recreation areas, playgrounds, refuges, forests, historic sites, and other areas have been designated by governmental agencies for tourist use. Tourists from all over the world have become friends of conservation and increasingly provide financial support for parks. The non-profit sector has greatly increased the bank of special environmental settings for tourists. Specific examples include Mt. Vernon in Virginia, the absence of billboards in Hawaii, and the Arizona-Sonora Desert Museum in Tucson.
Implementing Heritage Tourism

Historic Preservation

Historic Preservation can provide many benefits to the private property owner and to the public sector. Besides aesthetics and education as rationales for preserving heritage resources, there are strong economic benefits of historic preservation, as well as social and environmental benefits. Arthur Frommer, well-known travel guide author, speaks of the strong link between historic preservation and tourism in the following.

Every study of travel motivations has shown that an interest in the achievements of the past is among the three major reasons why people travel. The other two are rest and recreation and the desire to view great natural sites. Tourism does not go to a city or town that has lost its soul. Among cities with no particular recreation appeal, those that have substantially preserved their past continue to enjoy tourism (Frommer 25).

The taxing powers of state and local governments have proven to be effective mechanisms for stimulating private investment in historic properties. Tax incentive programs not only encourage private property owners to maintain, renovate, and improve their properties, but they also provide state and local governments with an increased source of revenue. Increased construction activity that occurs during a building's renovation as well as the increased economic activity that follows rehabilitation generates potential tax receipts. These revenues can come from sales and property taxes, building permit charges, new business license fees, and lodging taxes.

The relationship between historic preservation and job creation is significant. Jobs created as a result of historic preservation fall into broad categories. First, new construction jobs are created as a result of increased rehabilitation activity. Second, as downtown and neighborhood business districts are revitalized, the new businesses housed in these older buildings produce new jobs. According to a study by Susan Robinson and John E. Peterson, Fiscal Incentive for Historic Preservation, small businesses require less space than larger firms, small businesses provide viable uses for older, often smaller buildings in business districts and neighborhood commercial strips. The retention and rehabilitation of older buildings can serve as incubators for small businesses; because rents are lower, they contribute to the attraction and retention of small business by lowering their startup and operating expenses.

A study on small business retention, expansion, and recruitment, prepared for the National Trust for Historic Preservation in 1987, documents the links between urban economic health, older commercial buildings, and small businesses.
According to the study, small businesses generate between 51 and 66 percent of all net new private-sector jobs. As discussed above, these small businesses are more likely to occupy older buildings and can serve as incubators, allowing tenants to share equipment and services.

Historic preservation activities can maximize the use of existing public infrastructure. Sewer, water, and power systems, curbs, sidewalks, and roads are often in place and require no or modest expansion to accommodate preservation activities; whereas, new construction often demands new roads and expanded or new delivery systems.

Building rehabilitation contributes significantly to the stabilization and rejuvenation of America’s urban areas. Historic preservation enhances quality of life and sense of neighborhood that sets historic preservation apart from most economic incentives. While any development project could attract new businesses, stimulate private investment, raise property taxes, and generate increased sales, only historic preservation of old buildings can enhance neighborhood pride and give a community its special identity. With historic preservation, new businesses would be formed, private investment stimulated, property values, sales, and taxes increased and so forth.

Other benefits of historic preservation cited in the National Trust’s Landmark Yellow Pages, include the following:

- Saves demolition costs;
- Older buildings can often be acquired for low prices;
- Less energy is required to rehabilitate existing buildings than to demolish and replace them with comparable new construction;
- Rehab is labor intensive and thus is not as influenced by the rising cost of materials as new construction;
- Historic district designation may stimulate private investment in an area;
- Property values may increase in revitalized areas;
- Rehabbed buildings returned to the tax rolls raise property tax revenues;
- Rehab creates new jobs during construction and later in new offices; and
- Rehabbed buildings may command higher rental and sales prices because of their prestige value.
Implementing Heritage Tourism

Historic preservation is and can be a powerful engine for many communities. Historic preservation and economic growth not only can coexist but preservation also can mean sound fiscal policies for communities across the country.

Heritage Tourism

Heritage tourism, as a form of special interest tourism, provides many of the same benefits of tourism and historic preservation and more. Heritage tourism creates opportunities for tourists to gain an understanding of an unfamiliar place, people, or time. Heritage tourism creates opportunities for the preservation of cultural, heritage, and natural resources. The biggest benefit of heritage tourism, according to the National Trust for Historic Preservation, is that opportunities for diversified economies increase while maintaining the characteristics that make a community special. Heritage sites are uniquely placed in a position to respond to the growing tourist demand for personally enriching travel experiences. Heritage tourism also boosts a community’s cultural image and raises the tourist profile of cities and regions. Heritage tourism’s allure stems in large part from the fact that it doesn’t take huge capital investment to tap into it. What a community is selling, is already there. “There has to be a ‘there’ there. Any town that has torn down much of its historical character or paved over it, is probably better off chasing a Toyota plant” (Walters 34).

Negative Impacts

The growth of tourism has prompted observers to raise many questions concerning the social and environmental desirability of encouraging further tourism development. While tourism delivers many benefits, it also imposes costs and liabilities. Recognizing only the benefits of tourism may lead to shallow development and false hopes. Described in the following paragraphs are those negative impacts of tourism, preservation, and heritage tourism most often observed.

Tourism

There is increasing recognition that the positive impacts of tourism have costs. Tourism puts demands on local infrastructure, on roads, airports, water supplies, and public and social services. Usually, the prime reason for its development is the economic benefits, but tourism has financial and economic drawbacks. At the same time that some tourism environments have been enhanced, it must be admitted that tourism frequently has negative environmental impacts. It may work against other human activities and long-range protection
Chapter Three  Impacts of Heritage Tourism

of natural resource assets. It also has an impact on natural resources and environments.

Tourism, according to Gunn, has larger negative social impacts on a community than any other form of economic or community development because it depends on outsiders, both as visitors and developers. When the number of visitors exceeds the number of residents, there is bound to be some social response. Visitors may disrupt usual community life. Communities with tourist attractions require extra local effort to cope during peak seasons.

In some destination areas, a significant percentage of tourists actually become vagrants, demanding welfare support in host communities. Often cited by areas resisting tourism expansion are the negative aspects of high-risk and seasonality of much of the tourism enterprise. Even though one or two seasons might be beneficial, the residual effects of underemployment or unemployed people for the remaining seasons create an economic drain on the community.

The invasion of masses of tourists can disrupt existing cultures and subcultures. Tourism impact occurs both through direct interface between hosts and tourists and indirect influence of outside investors, developers, managers, and labor. New ideas and physical changes can be disrupting as well as helpful. Furthermore, masses of tourists can produce congestion and competition for local services, both detrimental to the host society. The competition for parking space and for the purchase of goods and services often meets with local resistance. Also, local populations - often the poor - have been displaced by new development of hotels, convention centers, and food services, exacerbating their already difficult plight. Social patterns of leadership and political power can be shifted away from traditional local to newcomers. Other negative social effects of tourism include: growth in crime and prostitution, conflicts in values, loss of local culture, and growth of frustration, resentment, and hostility.

When evaluating tourism development, it is important to consider community values. Activities of tourists may conflict with lifestyles and mores local residents'. Such conflicts can erode a critical foundation of successful tourism - widespread community support and hospitality. In some communities the “Tourist Industry versus ‘Rest of Community’” feeling develops antagonism.

Economic benefits have been the prime reasons for its development, but tourism has economic drawbacks too. Tourism is a fickle bread winner. Bad public relations, and energy shortage or bad weather can change a tourist destination to a ghost town. Too often, the seasonal nature of tourism causes many problems with high unemployment rates in off-seasons and in supporting capital investments in tourism development.

In Small Communities
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Many public amenities, such as parks, convention centers, arenas, museums, game areas, recreation areas, libraries, theaters, and historic restorations require additional capital and maintenance costs to meet the needs of visitors as well as residents. The added restroom facilities, control features, and manpower required are often not calculated in the initial stages of these local developments. There are also several indirect fiscal costs associated with visitors who, in turn, create great resident populations: education, hospitals, housing, public welfare, and overall economic development.

Tourism expansion, especially of certain types such as vacation homes, demands greater qualities of land, which may compete with existing land uses and other economic development. The manufacturing and agricultural industries may describe tourism land use as pre-empting prime industrial sites and farmland and yet providing relatively less impact.

Increased use of local infrastructure, resources, and services, as discussed above, may also cause environmental deterioration and pollution. In some instances, tourism development is actually increasing water and air pollution. Some remote resort communities pour all raw sewage directly into nearby waters. The volume of tourists who travel by automobile certainly must contribute to air pollution even though exhaust emissions have been reduced in recent years.

Insecticides, herbicides, and fertilizer additives used around resort and vacation home complexes sometimes create pollutants in runoff and percolation waters. It has been found that the practice of salting highways for ice prevention can produce ground water contamination nearby (Tourism Division, Texas Department of Commerce 35).

Other tourists’ activities result in natural resource deterioration. For example, foot trampling in picnic and camping areas can erode natural ground cover, exposing the surface to erosion from rains. The most sensitive to all development including tourism are coastal systems, mountain habitats, and landscapes with shallow topsoils. Because these are often the very environmental settings that become attractive to tourists, they are especially vulnerable.

One of the most serious aspects of mass tourist use is the wear and tear on historic sites and buildings. The image of age is essential to visitor understanding and yet the construction of durable walkways, stairs, lighting, lookout points, and information areas for masses of tourists sometimes destroys the image. Removal of plants, animals, artifacts, semi-precious or precious stones, and other collector’s items produces severe wear and tear upon many rare environments. Technological changes, such as the manufacture of snowmobiles, trail bikes, and hover craft, have increased the adverse affects of wear and tear on fragile resources.
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Not all these negative impacts occur immediately upon tourism development. There are several characteristics that influence the rate of change. They can be divided into two groups, visitor factors and destination area factors. Visitor factors include: number of visitors, length of stay, racial characteristics, economic characteristics, and tourist activities. Among destination area factors are spatial characteristics and land absorption capacity, degree of local involvement, strength of local culture, and general history of stability.

Historic Preservation

The physical costs of preservation and protecting a building can be major. These costs can include:

- costs of restoration and maintenance;
- time for appropriate restoration;
- need for skilled laborers; and
- enforcement of design standards.

But physical protection is only the beginning. Operating historic sites is costly and requires money, knowledgeable staff, volunteers, leadership, and a long-term commitment.

Heritage Tourism

The relationship between historic preservation and tourism has traditionally been a positive one. Tourism has been seen as a means of promoting and paying for preservation. But with the rapid increase in tourism and widespread interest in historic preservation, tourism's impact on historic sites and their environs has sometimes been as detrimental as that of "a misplaced highway or wrecking ball, and certainly as insidious" (Wood 41). Heritage tourism shares many of the same impacts of tourism and preservation.

Preservationists, community members, and the tourist industry may have different points of view on heritage tourism. The preservationist's primary concern is to save the historic environments of the past. The importance of those environments may not be apparent to members of a community. Tourists and the industry may not be aware of the importance of a community's heritage.
Implementing Heritage Tourism

In some communities, the identity that made the community unique may be lost when heritage tourism is too successful.

"A town may decide to fix itself up and open a small local museum in order to attract tourist dollars. However, in order to succeed, the town is eroded and destroys the historic fabric of the town itself. In catering to the tourists, the townspeople may no longer own their own Main Street. And worse, in time the facilities needed to serve the tourist can erode and nearly totally replace the original quality of the town’s attractions" (Huntley and Sugaya 33).

Too many heritage tourism attractions or commercialization of tourism attractions may diminish the original historic character of a community. Problems like this are all too common, as in the case of Galena, Illinois which will be described in chapter six.

For small communities, interest in historic America can create serious traffic and transportation problems. Anyone who has visited a popular historic district or site during the tourist season knows the tremendous impact traffic has on the environment. Streets become congested with cars, buses, and recreational vehicles. Residents and tourists compete for limited parking spaces. Parking lots may eventually replace houses and trees on the edges of protected districts as owners cash in on demand for parking.

A study done by Tufts University Program in Urban Social and Environmental Policy for the United States Department of Transportation in 1976 entitled Tourist Traffic in Small Historic Cities presents strategies aimed at helping small communities solve some of these traffic problems. The study indicates there are a set of problems common to small historic towns which experience substantial amounts of tourist traffic.

For example, tourists searching for scarce parking spaces conflict with local residents searching for these same spaces. Tourist vehicles add traffic to local streets, already heavily used by residents and often inadequate due to the historic nature of the community. Tourists, unfamiliar with the town, continually circle, seeking parking places near the historic site, often near residents’ homes. Means for the provision of parking, keeping tourists from conflicting with residents, is one of the keys to good management of traffic in small cities with historic sites. Both availability and location of spaces are involved. It is not enough to have parking spaces available, they must be in the right location and be properly signed.
The institutional system impacting and controlling tourist travel consists of federal, state and local governments, not-for-profit groups, and the private sector. This system is often fragmented, works with contradictory purposes, and exhibits great difficulty in developing and implementing coherent policies. The importance of this condition becomes particularly evident when considering the nature of the environment where historic sites are located, and can either be managed or unmanaged. In the managed environment the rules for transportation solutions are developed and enforced by one institutional group. An unmanaged system is one in which a number of institutions interact, typically the situation for small historic cities. In one small town, the town government may own one historic site and the Federal government another. Certain ones may be owned by a not-for-profit and another by the private sector. The town government may operate the off-street parking lot but the state government maintains the highways to the town. In essence, no one is responsible for everything while simultaneously, everyone is responsible for everything, a situation in which policy is difficult to either develop or implement.

Commercialization is another problem in heritage tourism. It takes various forms: characterization, modernization, and displacement of unique shops and activities with commercial homogeneity. For example, towns may replace unappreciated Victorian architecture with modern imitations of their more popular styles or promote their pioneer roots while ignoring subsequent historical periods as if the clock had stopped with settlement. As communities become tourist havens, rents rise. Tourist shops with low overheads and high profits drive out the distinctive but often economically marginal commercial and cultural activities that initially attracted tourists. “Cluttered antique shops and hole-in-the-wall restaurants are replaced by tourist gift shops and ye-old anything-and-everything shops” (Wood 42). The result is commercial homogeneity as tourist paraphernalia shops open in historic areas.
Implementing Heritage Tourism

As stated earlier, tourism is a fickle industry. Adding to the uncertainty, even "sure thing" projects can bomb. For example in 1980, Cincinnati leased Cincinnati Union Terminal, a 1933 railroad station, to a private developer for use as a shopping arcade. Five years later, the arcade went out of business. Yet similar projects in Washington DC and St. Louis have succeeded. Further, what interests tourist today, may not tomorrow. In Independence Missouri, the site of the Harry S. Truman home and library, visitation slipped from 536,116 in 1985 to 468,366 in 1986 because of a lack of interest (Walters 38).

Tourism problems are not insolvable; they are just too often left unsolved. Communities must plan for tourism's double-edged impact. Chapters 4 and 5 examine how to formulate in advance strategies and policies to alleviate many of the negative impacts of heritage tourism. The challenge for tourist, cultural, and preservation organizations is the development of effective marketing strategies to direct and control the growing popularity of cultural and heritage tourism in a manner which preserves the resource and maximizes the economic, social, and cultural return to host and guest alike.
Tourism and heritage tourism can have many positive and negative impacts on a community. To maximize heritage tourism's benefits, it is best to minimize or alleviate the negative impacts. When anticipated, negative impacts can be ameliorated or avoided entirely. Planning for tourism can help anticipate the negative impacts and make the most of the positive impacts.

Tourism planning is generally an afterthought by local officials (Blakely 144). Frequently, local residents complain about tourists parking on residential streets or coming to their homes or businesses merely to ask directions. These simple matters can and should be overcome by careful planning. For example, congestion is one of the most frequently cited environmental issues in heritage tourism. However, more frequently than not, this is a physical traffic and circulation problem that has not received adequate attention by traffic engineers and planners. When attractions are planned for pedestrians' use and vehicular traffic is routed over systems with adequate design capacity, the issue disappears. Other problems can be solved with greater design and management controls.
Implementing Heritage Tourism

Planning before installing massive tourism expansion can alleviate many of the negative impacts. Gunn in *Tourism Planning* suggests guidelines for communities that can preserve their identity and protect their lifestyles in the face of tourism development.

- At the local level, tourism planning should be based on overall development goals and priorities identified by residents.  
- The promotion of local attractions should be subject to resident endorsement.  
- Opportunities should be provided to obtain broad-based community participation in tourist events and activities.  
- Attempts to mitigate general growth problems identified in a given community should precede the introduction of tourism or any increase in existing levels of tourist activity.

Tourism is a multisectoral activity and planning for it may be complicated because it includes both physical and institutional elements. The basic components of tourism development to consider in the planning process are the following:

- tourist attractions and activities;  
- accommodation facilities and services;  
- other tourist facilities and services such as tour and travel operations, tourist information, restaurants, retail shopping, etc.;  
- transportation facilities and services;  
- other infrastructure including water supply, electric power, sewer and waste disposal, and telecommunications; and  
- institutional elements of marketing programs, education, and training, regulations, public and private investment policies, and socioeconomic programs.

Described on the next pages are simple planning solutions to solving common tourism problems such as residents' hostility towards developers and visitors, heavy traffic, environmental deterioration, and seasonality of tourism.

Hostility towards developers happens because of lack of understanding of tourism goals and objective. Perceptions of small town rural land residents often vary greatly from those of developers. From the developer's perspective, in a free market economy, the resources of rural lands are seen as potential wealth and open to development whenever economically feasible. Because of their need for greater know-how and financial backing, developers frequently come from outside rural areas. Small, closely knit communities feel that they lose control of their communities if they do not have some input to the development process (Holland and Crofts 15). Awareness programs, regulated tourism growth, and community task forces can minimize these problems.
Residents see travelers and visitors as invaders of private environments. Many residents do not want to share community resources with outsiders. One technique is to mark off sacred community structures and make them inaccessible to the tourists. For example, the local swimming pool or a particular stretch of land or beach may be perceived by the community as a local venue and inappropriate for use by tourist. Access to these areas might be limited by simply not putting up signs to direct outsiders to them. Alternatively, clearly marking tourist sites and developing well-marked roadways to direct tourists to find designated sites are extremely helpful. Residents must also realize that visitors require extra local effort to cope during peak seasons. For example, church schedules may be changed and residents may avoid popular visitor places because the pace of activity and congestion may increase. From a planning perspective, attitudes and opinions about tourism development should be brought to full awareness before it takes place.

To solve traffic problems, according to the USDOT in Tourist Traffic in Small Communities, implementation of several different strategies. The possible suggestions are divided below into those requiring moderate efforts and those which involved major efforts.

**Moderate Effort**

Moderate effort strategies do not necessarily require a large outlay of money. When the action is taken a benefit can be seen almost immediately.

- **Development of a Tourist Council.** The tourist council will be a mechanism for bringing together all local-level actors involved in tourism to formulate community policies. Local conditions will determine what is possible in regard to the specific responsibilities and powers of the council, but at minimum it must be able to develop policies, generate funds for tourist-related activities, and provide a forum for discussions involving tourism issues.

- **Improve Communication System.** Better signing is needed in order to best direct tourists' automobiles to parking upon entering the town and to direct then to the best egress routes when leaving. Signing is an important device for controlling motorists' behavior, and is fundamental to any attempt to rationalize the use of the automobile within the community. Better signing is also necessary to both stimulate pedestrian trips and to guide them past the various attractions in the city. Information related to tourism in the town should include the following: Maps of the town, with particular emphasis on the location of parking and sites; location and description of pedestrian paths, bicycle paths, or other interesting pedestrian experiences and a description of alternative methods of making trips within the historic community. Developing a tourist center is one of the keys to the successful control of tourism within the community. The center...
must be located in a relatively central area near to adequate parking and within walking distance of most major sites. The signing system should initially direct visitors to the center and the information the center provides. Accordingly, the center must be located on a pedestrian path, and should also be served by any alternative transportation modes. Toilets and other facilities are most useful.

**Improve Circulation System.** Linking the several historic sites and other attractions by means of a clearly signed pedestrian pathway, is an integral part of the reduction of the automobile use within the community. Installation of traffic control devices at intersections heavily used by tourists can help alleviate congestion. Where numerous turning movements interfere with traffic operations, parallel one-way streets may represent an important improvement. In some instances, closing heavily used intersections of a street and re-routing the vehicles can eliminate particularly obnoxious traffic congestion and create the environment for a very pleasant pedestrian experience. Efforts to reduce automobile speeds in areas of high pedestrian volumes is also useful.

**Improve Parking.** Cities should designate certain areas, particularly off-street locations, for tourist parking. Where possible this parking should be centralized and related to the tourist center, and in all cases the signing system must direct the tourist to a parking location. An integrated parking-signing-tourist center-information system makes the greatest control over tourist transportation within the community possible. To provide an incentive for tourists to use designated parking locations, which may charge fees, a validation system enabling tourists to park for free or at reduced rates is necessary. Either the tourist center or individual sites could validate parking stubs, and financial support could come from both the private and public sectors. Certain techniques can be used for either to encourage or discourage on-street parking. A free parking pass could encourage such parking, whereas restrictive policies (ticketing and even towing) could be used to encourage tourist automobiles into off-street parking. Other sites could be available only to those with local resident stickers. Such policies can also be employed with respect to residents and/or employees.
Chapter Four  
Managing Heritage Tourism

Major Effort Strategies

Major effort strategies require much time, effort, and money. They are long term solutions for traffic problems. The benefits of these strategies will not be seen for a period of years.

❖ Improve Transportation. Developing “park and ride” system may improve traffic conditions. During times of especially heavy traffic, such as the summer in some communities, parking inadequacies and traffic congestion attributable to tourism may become severe. Under such circumstances, it may be necessary to direct tourists’ automobiles to peripheral parking location and then to bus the tourists to the areas of interest within the community. In certain cases it may prove necessary to develop a shuttle bus system which provides service to the tourist center, the sites, and the designated parking locations. This is particularly important when a walking tour of all the attractions is lengthy. The shuttle bus provides a convenient alternative to returning to the automobile and driving between locations.

❖ Minimize Land Uses. In order to increase its economic return from tourism, and also possibly to reorganize certain conflicting land uses which create traffic problems, a community may want to consider making land use changes in particular areas of the community. This may better weave the tourist trip into the community experience and also provide more tourism-oriented economic infrastructure. Appropriate mixed-use development could also be encouraged.

Active involvement of local government in tourism planning can help anticipate and alleviate overcrowding and environmental deterioration, but this requires a long range outlook and broad perspective on tourism. Because heritage tourism may be developed around natural attractions, this long-range outlook is essential for ongoing tourism success. When planning for tourism, it is important to identify and develop ways of maintaining and preserving natural resources and other unique community assets that are important to residents and visitors.

Using special marketing strategies to encourage travel during the off season addresses the seasonality of tourism, in part. For example, conducting special events during slower periods has been used by many communities to extend their tourism season. Many communities hold winter festivals and holiday decorating contests.

If existing rural assets can be marketed with the addition of new infrastructure development, a unifying theme or topical event, and this information targeted to an identified tourist segment which has been chosen for its positive and minimal negative attributes, that is a formula for success. According to the National Trust for Historic Preservation, the key to implementing heritage tourism in a manageable
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fashion is to build a bridge between preservationists, tourists, the tourism industry, and local residents and businesses. The National Trust for Historic Preservation in its workbook, *Getting Started, How to Succeed in Heritage Tourism*, states five basic principles to follow in order to make the most of heritage tourism opportunities in a community. These principles are as follows:

❖ **Focus on authenticity and quality.** Authenticity adds value and appeal. Every community is unique and has its own special charm that will draw visitors. The true story of a community is worth telling. Adding history to a community gives the visitor a sense of false identity. Focusing on authenticity and quality gives a community an edge.

❖ **Preserve and protect resources.** When heritage tourism is used as a tool for community development, historic and cultural assets are at the heart of the plans to develop tourism. Therefore, it is essential to protect them for the long term. Quick and inexpensive solutions to protecting buildings are not the best answer. By protecting the buildings or special places and qualities that attract visitors, a community can safeguard the future.

❖ **Make sites come alive.** When people visit sites, they do not just want names and dates. Making the human drama of history visible and interpreting the site is important. According to the National Trust, sites that come alive are more creative and exciting. Publications, brochures, exhibits, or a well-informed tour guide make history and touring more fun. Keyed maps, background information, and even itineraries help visitors appreciate the significance of a site by showing them why it is interesting.

❖ **Find the fit between the community and tourism.** Local communities have their own unique characteristics and priorities. The capability of their volunteers also varies. Therefore local communities must determine what the area needs to do and what it can do with heritage tourism. Programs that succeed meet local acceptance and recognize local needs. They are also realistic and are based on the talents of specific people. The National Trust states, “One of the reasons heritage tourism is on the rise in the United States is that travelers are seeking out experiences that are distinctive, not homogenized. They want to get the feel of a very particular place or time. A community can supply that experience, and benefit in the process, but only if the heritage tourism program is firmly grounded in local circumstances” (National Trust for Historic Preservation 14). Heritage tourism depends heavily on local citizen participation and local acceptance. In order to base a heritage tourism program on what is appropriate for a particular community, one should ask several questions.

❖ Do the residents of the area want tourism? If they don’t want tourism, a heritage tourism program will not succeed.

❖ Why do they want heritage tourism?

❖ Are there certain places in a community that the residents do not want to share?

❖ How will tourism revenues improve life in your area and affect services and infrastructure?

❖ Can the community accommodate group tours?
Collaborate. Building partnerships is very important because partnerships develop local support of political and business leaders, operators of tourist sites, hotel/motel operators, local residents, and many other people and groups. Tourism demands resources that no single organization can supply. The advantages of cooperation, therefore, are great. According to Paula Huntley and Hisashi B. Sugaya in their report to the California Heritage Task Force, *Measuring Historic Preservation’s Impact on Tourism: A Study Of California and Other States*, the travel industry and the preservation community must be partners in the effort. They depend upon each other for support. The travel industry increasingly recognizes the extent to which it depends upon continued existence of a community’s heritage resources. Preservationists, on the other hand, are increasingly aware that, given proper planning and sensitivity, tourism can be a positive force in historical preservation. The travel industry, state and local government, and conservation groups must work together to see that the identification and preservation of a community’s heritage resources becomes an integrated element in local planning. To see that an area’s heritage attractions are promoted, advertised, and interpreted so they may more effectively play their part in growth of local and state economies; and to ensure that tourism growth and development is carefully planned and managed so that the resources which gave rise to it are enhanced, not destroyed. The lack of planning and management considerations given to the social, cultural, economic and environmental impacts of tourism can have severe consequences on the host communities. There is a need to refine methods through which a potential rural tourism destination area can enhance its opportunities for attracting tourist patronage that is socially and environmentally acceptable to local residents.

The success or failure of heritage tourism development in any area will reflect the quality of a tourism plan, the strength of the tourism organizations and the ability of the communities and private sector interests to work together. The next chapter examines two methods of implementing heritage tourism in communities.
One major problem facing decision makers, planners, and investors in tourism destination areas is the lack of models and theories about the ways in which such areas develop and change. Clearly, tourism is extremely dynamic. An absence of approaches and frameworks for destination area planners and decision makers to refer to makes it extremely difficult for them to understand the role of new development in the overall scheme of things and their likely effects on the area and its appeal.

This chapter examines some recently developed theories on how to plan for heritage tourism development and involve local citizens and interest groups. Described below are two concepts to plan for tourism and heritage tourism. The first description is a summary of a community report by the Texas Department of Commerce on how to develop community tourism. Second is a summary of the National Trust for Historic Preservation’s Tourism Initiative’s Pilot Program findings on how to plan for heritage tourism.
Implementing Heritage Tourism

Community Tourism Development

In a guide developed by the Texas Agricultural Extension Service, the Department of Recreation, Parks, and Tourism Sciences, Texas A&M University, and the Texas Department of Commerce, Developing Tourism in Your Community, communities deciding in favor of tourism in the community, given the costs and benefits of tourism, are ready to begin planning for its development.

Successful tourism, according to the guide, is dependent on the three following factors:

- attracting visitors to the destination area;
- providing tourists with a satisfying experience that meets their expectations; and
- keeping tourists in the destination for as long as possible.

Attracting, satisfying, and keeping tourists does not just happen. It is the result of careful tourism planning and leadership. Leadership helps to ensure that the conditions for effective tourism development are continually in place. The tourism planning process begins with finding leadership. Below, beginning with the development of community leadership, are summaries of a six step process for effective tourism planning developed by the Tourism Division of the Texas Department of Commerce in its Developing Tourism in Your Community guidebook:

Develop Community Leadership

No vision of community tourism development has ever been realized without leadership. Typically, interest in tourism is first organized by special interest groups. These groups include business associations, chambers of commerce, historical societies, economic development commissions, tourism groups, and local government officials. Groups that provide leadership in initial tourism efforts are critical to getting the ball rolling. One vehicle that can be used to ensure a broad leadership base is a tourism task force.

The tourism task force is responsible for initiating, planning, and evaluating tourism within the community. Task force members may be volunteers or representatives from the special interest groups. As tourism expands within the community, the function of the task force may become the responsibility of a professional staff. The advantages of a task force are that they help to evaluate the costs and benefits of tourism and to ensure a wide range of ideas and interests of different community groups, as well as the general public. The task force can also help keep the community informed about tourism initiatives.
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Typically, a task force consists of 9 to 12 community members who are:
1. recognized and respected leaders in the community;
2. work well with others and have a high level of commitment to the community; and
3. have sufficient time and resources to commit to the project.

The initial job of the task force is to identify and prioritize the underlying goals of the use of tourism development in their community.

Assess the Community

Once the leadership is in place and goals are prioritized, the community is ready to begin assessing, developing, and promoting its special tourism opportunities. The first step is to analyze the community. To successfully develop tourism, the leadership must thoroughly assess the strengths and weaknesses of the community’s tourism foundation.

This is a process that involves the following:

- identifying all attractions, commercial services, public facilities and services, communication factors, transportation factors, regulations/policies, and community attitudes that are important to tourism;
- listing these tourism elements strengths and weaknesses; and
- ranking the lists of the most important strengths and urgent concerns associated with each element.

Market Analysis

The strengths and concerns suggest the kinds of tourism experiences that are available within the community. The next step in the planning process is to identify these markets to which tourism experiences should be directed.

The community must ask itself the following questions:

- Why do people come here?
- Where do people come from?
- What are their socio-economical characteristics?
- What attractions/services do they require?
- What do they like?
- When do they come here? How often? For how long?
- How do we market them?
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These questions will help to better understand and identify different market segments. The community may identify market segments its tourism products potentially appeal to.

Set Tourism Objectives

Once the community and market analyses are complete and the strengths, concerns, and market segments prioritized, the task force is ready to set tourism objectives.

Objectives should be set for each of the market segments and should reflect the opportunities identified in the community analysis. These objective statements should be specific, stated in terms of desired results, expressed in quantitative terms so that results can be measured, and achievable within specific time periods. Both short-term objectives and long-term objectives should be developed.

Establish Action Steps

Tourism action steps provide step by step outlines of the various actions needed to achieve each development objective. Action steps identify what should be done, how, by whom, and when.

The tourism task force should review all the recommended action steps and give them priority, perhaps in three time periods, one year, three years, and five years. This will help the community address short-term steps necessary to initiate tourism action while keeping longer term concerns in mind.

Evaluate Progress

Monitoring tourism growth is essential to successful tourism planning and maintaining participation. Residents need to feel that they are receiving a return on their investment. Evaluating tourism progress requires gathering baseline information at the outset. Facts about the present economic impact, number of facilities, number of jobs, and numbers of visitors should be obtained. Then, as new attractions are developed, as new civic improvements are made, as businesses improve their orientation toward visitors, and more effective promotion is undertaken, results should be monitored. These data will assist with understanding successes and obstacles in the tourism development process.

These steps, as outlined in the Tourism Division of the Texas Department of Commerce in its Developing Tourism in Your Community guidebook, has many strengths. It stresses evaluating progress. Tourism planning is not a one time effort.
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Instead, it is a continual process of identifying strategies to meet a community’s needs and goals. Another strong point of the plan is the formation of a task force. Unlike larger cities having large staffs which focus on community development and planning, small towns have very limited personnel and resources to dedicate to community development. A task force would improve local communication, clarify issues and inform the public about tourism, improve local citizen participation, implement community improvement projects, and develop task forces and special committees, and coordinate efforts between the tourism industry, preservation organizations, and other interested groups.

National Trust’s Heritage Tourism Initiative

According to the findings of the National Trust’s summary of findings of the Heritage Tourism Initiative, groups succeeding in heritage tourism pay close attention to all the parts of an integrated process. This process includes the following four steps:

Assess the Area’s Potential for Heritage Tourism

Starting by simply listing resources, the goal of the assessment is to evaluate potential, quality, and level of service. The assessment should give information to measure progress and help make decisions as the heritage tourism program develops. The following areas should be assessed: attractions; visitor services; organizational capabilities; protection of areas assets; and current marketing related activities. By compiling this data, one should gain an understanding of what will have to be developed and how to market a community’s heritage for tourists.

Plan and Organize Human and Financial Resources

“A community united can accomplish a lot; a community divided is not ready for heritage tourism” (National Trust for Historic Preservation 28). The community should begin to organize and build local consensus that supports heritage tourism. At this point, it is also necessary to create a financial plan. A good financial plan considers how much money will be needed for certain projects and where to look for the funding.
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Prepare. Protect, and Manage

Preparing for visitors can protect resources by preserving their historic integrity and stabilizing their physical condition.

Market for Success

To draw new people and money into the community, a marketing plan must be developed. The goal is to reach the target market and seize opportunities to partner with local, regional, state, or national tourism interest groups. The marketing plan should include: public relations; advertising; graphic material; and promotions.

The National Trust's guidelines cater especially to heritage tourism. Still, there are strong similarities between it and the Texas Department of Commerce plan. In each, assessing the community's potential for tourism is a key element. Compiling evaluations of attractions, visitor services, and marketing materials will give a community a good idea of where it is, where it will want to go, and what it has to do to develop and market sites for visitors.

Both sets of guidelines encourage local citizen participation in the tourism planning process. The two guidelines also show the importance of local consensus in order for the tourism initiative to work and the importance of assessing an area's tourism resources. The guidelines also keep in mind the needs for service and quality. The steps outlined in each plan make it clear that tourism development demands serious, community-wide commitment and competent, committed leadership. Very little will be accomplished casually.

For all its strong points, the National Trust's suggested guidelines have one fault; it lacks an evaluation stage. Evaluating and monitoring tourism growth is essential. Only by evaluating the success of those strategies can successes and failures be identified and new directions started.
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Current Research

As stated earlier, there is the lack of models for developing heritage tourism. An absence of approaches and frameworks for grassroot organizations and even professional planners make it extremely difficult to implement heritage tourism. Prior to the Heritage Tourism Initiative by the National Trust, little data existed regarding the impact of historic and cultural sites to a community. Many other lessons were learned through the National Trust's Heritage Tourism Initiative. According to the National Trust, these lessons include the following:

- Three years is not long enough to get organized, set priorities, obtain funding, have training, move projects forward and measure results.
- Ideally, a region or community should determine the "big picture" - how tourism and preservation fit into the area's vision and then plan short and long term projects and goals which provide measurable benchmarks.
- Assessment should include a careful analysis of organization and protection.
- Research is critical to establishing baseline date for future comparison and evaluation.
- Clear goals, objectives, and desired measurable results should be established at the beginning so all players understand the priorities, what is achievable, and who is responsible to turn information into action.
- Funding and leadership are critical to the success of any program. Get a realistic budget before launching into a project.
- Quality cannot be compromised in any development project since the visitor demands quality products and services in their travel experience.

The National Trust is continuing its heritage tourism development and marketing efforts through a fee-for-service program where assistance focuses on four key areas:

- Assessment of heritage tourism potential;
- Strategic planning;
- Product development; and
- Marketing

In addition the National Trust staff will continue to seek opportunities to partner with national, regional, and state organizations, and agencies to increase the awareness of heritage tourism and act as a clearinghouse for information on heritage tourism related activities and statistics (Andrews).

Unfortunately, National Trust services tend to be expensive. On the good side, however, a community purchasing services from the National Trust must be very committed to the services and money, and willing to place high demands upon
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itself and its residents. Conversely, a small community with little or no financial resources cannot commit large amounts of money to the National Trust for the assessment of heritage tourism potential, one of the first steps in the suggested heritage tourism development process. According to Scott Berger, the Historic Preservation Officer for the City of Muncie, Indiana, community residents would much rather pay for new streets and sidewalks, street signs, and demolition of dilapidated buildings. This has been a complaint of not only the Heritage Tourism Initiative, but also other National Trust Programs such as the Main Street program.

Besides the high cost of the heritage tourism program, once the three year pilot study was over, the National Trust left the pilot communities to flounder for themselves. As stated by the National Trust, three years was a long enough period of time to develop heritage tourism in a community. However, after the three year period was up, the National Trust pulled out and the communities were left to fend for themselves. This issue will be raised again in Chapter 6 when heritage tourism in Nappance, Indiana is described in further detail.

Conclusions

Since World War II, tourism has become a major economic force allowing people to participate in a variety of recreational, social, and educational activities. The related literature indicates that heritage tourism is a growing trend in the United States, and one that the tourism industry, preservationists, and planners address. Responding to the growing demand for enriching travel experiences, heritage tourism has become just one of the many fragments of the tourism market.

As tourism and historic preservation have become recognized forms of economic and community development, they have brought many positive impacts to small communities. Heritage tourism develops opportunities to bring in new money, support small businesses, enhance the community's image, and diversify the economic base. Many communities have been quick to recognize these advantages.

However, tourism and heritage tourism impose many negative impacts. Tourists place demands on local services and infrastructure. Attractions may diminish the original qualities that attracted visitors. The industries, governments, and organizations involved in the heritage tourism initiative may have contradictory purposes which may cause resentment among community residents and business owners, as well as visitors. Furthermore, what attracts visitors this year, may not attract them the next. Heritage tourism may attract visitors in seasonal cycles, as well as yearly cycles, causing many economic, social, and environmental problems.
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In order for a community to alleviate these negative impacts, it must plan for heritage tourism's potentially double-edged impact. Solutions may not be easy to find, but with a little forethought, negative impacts are minimized. Most solutions do not involve major efforts with an initial outlay of large amounts of money. Instead, extra local effort from residents, assessing the community's potential, and building partnerships between organizations and businesses can ease many burdens.

Unfortunately for many small towns with limited staff persons and financial capability, few examples of how to implement heritage tourism exist. Two examples have been developed recently by the Texas Department of Commerce and the National Trust for Historic Preservation, but these models do not especially cater to small towns with limited resources. The next chapter will further examine how heritage tourism has been implemented in two small communities, Galena, Illinois and Nappanee, Indiana. Both communities have been very resourceful in their implementation of heritage tourism, and should be guides for other towns of like suit to follow. Many of the exemplary qualities of the two models and two case studies can be modified to better suit a small community.
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Chapter 6

Case Studies

Implementing heritage tourism can be a sizable task, taking many years to develop. Because research in the development of heritage tourism have been somewhat limited, there is no particular model for a community to follow in order to successfully implement heritage tourism. Until recently, research has been limited to the development of general types of tourism in small communities. Still, many small communities were becoming heritage destinations, some through planned efforts and most through good fortune. In the late 1980s, the National Trust for Historic Preservation, through its Heritage Tourism Initiative Pilot Program, began the first serious research and structured development of heritage tourism in 16 pilot communities. To better understand how small communities have implemented heritage tourism, this chapter examines two small communities, Galena, Illinois and Nappanee, Indiana. For the case studies, as stated earlier in Chapter 1, data was gathered directly from individuals in the heritage tourism environment through personal and telephone interviews.

These communities have been selected because they both have some similar characteristics. For centuries both Galena and Nappanee have been little more than crossroads for settlers. However, these two cities have fast become tourism destinations. Both are small Midwestern towns with populations of less than 7,000 people and both attract a large number of visitors in comparison to their population. Nappanee, a town of 5,550 people in 1990, has 300,000 visitors a year (National Trust for Historic Preservation 7). Galena, a town of approximately 4,000 people, attracts more than one million visitors a year (Zahn 14). What is unique about both communities, for the purpose of this study, is the path taken in the development of heritage tourism in Galena and Nappanee.

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Galena has been very successful in attracting visitors to the community through heritage tourism. Between 1985 and 1990, the number of visitors to Galena has more than doubled to over one million visitors. The City of Galena has been a tourist destination for many Chicago and Dubuque, Iowa residents since the 1920s. People are attracted to the community because of its century-old historic buildings. Galena has developed strict zoning ordinances and design review codes to help maintain the historic character of the community.

In comparison, Nappanee has only begun its tourism initiative, and could learn much from Galena. Visitors come to Elkhart County and Nappanee to experience the Amish culture. One of its main attractions, Amish Acres, was opened twenty years ago. Then, in 1989, Nappanee was selected to be one of sixteen pilot communities in four states—Indiana, Tennessee, Texas, and Wisconsin—to participate in the three-year demonstration program conducted by the National Trust for Historic Preservation. The goal of Heritage Tourism Initiative, as the pilot program was called, was to provide methods of how to develop and manage heritage tourism. Important to this study, the Heritage Tourism Initiative developed a heritage tourism program for the City of Nappanee.

The following paragraphs summarizes results of the interviews conducted in Galena and Nappanee, respectively. Conclusions drawn from these communities will help formulate a guide for other communities to use as they develop heritage tourism.

Galena, Illinois

In historic times, Sac and Fox Indians mined lead ore in Jo Daviess County. Galena, first settled in the late 1810s and early 1820s as an outreach settlement along the Mississippi River, prospered rapidly as a lead mining community. The town grew quickly along the banks of the Galena River and was incorporated as a city in 1826. The town continued to prosper through the 1830s, 40s, and 50s as a riverboat community carrying supplies and passengers between St. Paul and St. Louis.

As the City of Galena experienced its middle 1800s boom town era, the community developed in relation to its wealth and prosperity. Brick commercial buildings, rising up to 5 stories in height, lined Main Street and the downtown area. Along the hillsides, wealthy residents constructed large mansions overlooking the city and the river. Galena’s growth was highly concentrated around the downtown area due to the rugged terrain, flooding, and access to supplies. Wealthy families resided in the large home built on scenic lots surrounding the downtown, while miners’ cottages and bungalows developed on the periphery and along the river. The
topography ultimately dictated the pattern of growth, greatly controlling the development of land and the location of public roads.

The 1860s began the slow period of decline for Galena. During the Civil War, Galena hoped for better times, due to renewed demands for lead and the prominence of residents General Grant and eight other Union generals. Grant brought fame to Galena when he became eighteenth President of the United States. Unfortunately, Galena could not retain its ante-bellum commercial success. The population dwindled, steamboats stopped running, and Chicago had evolved into the major railroad hub in the Midwest, all affecting Galena's population. For nearly a century following the boom times, Galena entered a period of economic and physical dormancy. Both residential and commercial growth declined and the lead mining and riverboat industries could no longer compete with the iron ore mines of northern Minnesota or the oncoming railroad industry.

Though some development continued, the economic activity in the City was greatly reduced, thereby limiting significant physical or architectural changes to the downtown. Flooding of the Galena River also prohibited substantial commercial investment or redevelopment. It was this period of dormancy that preserved in time Galena’s architectural character while other older communities received urban “facelifts” with each new economic upswing.

In 1951, Galena’s revival came with the Army Corps of Engineers’ construction of a flood-control dike. The 100-year-plus flood elevation of the dike protected the entire downtown and enabled new commercial development investment and redevelopment to occur. Equally important during this period was a growing public