

National Aviation Heritage Area

Evaluation Findings



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Cover Photo: Recreation of the Wright Brothers' achievement of practical flight at Huffman Prairie. Photo by Neil "Skip" Raymond

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Executive Summary

Purpose of the Report

The purpose of this report is to evaluate the accomplishments, investments, and sustainability of the National Aviation Heritage Area (NAHA) from its inception to the present (review period 2005-2016).

In late 2004, the United States Congress through Public Law 108-447 officially designated the NAHA. The coordinating entity for the NAHA is the National Aviation Heritage Alliance (NAH Alliance) headquartered in Dayton, OH.

A National Heritage Area (NHA) can be any size and is intended to encourage historic preservation and an appreciation of the unique natural, cultural, historic, and scenic resources that represent a nationally important American story. The NAHA is one of now 49 designated areas and has been receiving National Park Service (NPS) Heritage Partnership Program (HPP) funds since 2005.

When an NHA is authorized by Congress, the designation lasts in perpetuity, but the funding has a finite ceiling and time period. The funding authority must be extended through an act of Congress. The NAHA's legislation authorizes funding through 2019. It marks the industrial, cultural, and natural heritage legacies of the aviation and aerospace industry in the State of Ohio as nationally significant, and identifies Dayton and surrounding areas to have fostered the development of the airplane and aerospace technology that provided for US leadership in civil and military aeronautics and astronautics advances.

The NPS has instituted a policy to conduct an evaluation for each NHA that does not already have a congressional mandate to be evaluated. Based on the findings from the evaluation, the Secretary of the Interior will prepare a report to Congress with recommendations. The purpose of this report is to develop evaluation findings that document accomplishments of the NAHA since its designation, establish whether it has met the purposes of the authorizing legislation and the goals of its general management plan, and assess its sustainability.

Key Evaluation Questions

The key findings from the evaluation are organized by the three questions introduced in Section 1 and follow the National Heritage Area Evaluation Guide (2015) developed by Westat for previous evaluations. Those evaluations derived their questions from Public Law 110-229 which authorized the first evaluations of NHAs.

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

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

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

Key Findings

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

The evaluation determined that over the last 11 years, the NAHA coordinating entity, the NAH Alliance, has addressed each of the goals outlined in the management plan with the support of the Federal resources provided. As outlined in Figure 1.1, the legislated purposes for the NAHA were considered, and the management plan laid out strategic goals. These goals were articulated into five areas of activities:

- Promotion & Tourism
- Preservation & Development of Historic & Cultural Resources
- Education
- Economic Development & Community Revitalization
- Sustainable Stewardship

In response to NAHA receiving less appropriated funds than originally authorized, the NAH Alliance has strategically limited the activities in which it directly engages, choosing not to implement grant-making programs (one of the allowable fund uses under its legislation) and focusing greatest attention on the promotion and tourism activity area. The NAH Alliance addresses activities in all areas of the management plan; however, activities in areas other than promotion and tourism are largely accomplished via direct efforts of NAH Alliance member organizations with the NAH Alliance providing assistance (primarily through promotion).

Activity Area #1: Promotion & Tourism. The NAH Alliance has addressed the goals and objectives of the management plan related to promotion and tourism. The management plan developed for the NAHA places the greatest emphasis on this activity area relative to the other four areas. The NAH Alliance’s approach has included:

- *Media, marketing, & advertising efforts:* these include maintaining a website since 2005, engaging in social media, providing technical assistance related

Figure 1.1 NAHA Purposes, Goals, and Activities

Purposes as Specified in Legislation	Management Plan Goals	Activities
Encourage and facilitate collaboration to promote heritage tourism and to develop educational and cultural programs for the public	Positioning the aviation assets of the NAHA region as a global tourism destination	Promotion & Tourism
Preserve and interpret for the educational and inspirational benefit of present and future generations historic and cultural lands, structures, facilities, and sites	Inspire the next generation of industrial and cultural leaders in innovation, invention, and creativity	Preservation & Development of Historic & Cultural Resources
Encourage a broad range of economic opportunities enhancing the quality of life for present and future generations	Create a culture of cooperation and connectivity	Education
Provide a management framework to assist in conservation of aviation heritage and development of policies and programs that will preserve, enhance, and interpret the resources of the Heritage Area		Economic Development & Community Revitalization
		Sustainable Stewardship

to marketing, issuing press releases, facilitating an internationally-covered press conference, working with local marketing experts and students, and distributing a newsletter to over 1,440 subscribers. In addition, NAH Alliance member sites have pooled resources for cooperative advertising and engaging media and aviation writers several times.

- *Wayfinding and cross-site promotional opportunities:* these include additional efforts to collectively brand NAH Alliance member sites beyond those mentioned above, such as branding members' individual brochures with the NAHA and/or the NAH Alliance, installing maps in over a dozen member sites that inform and lead the visitor between sites, and installing signage on two major interstate highways marking entrance into the NAHA. The NAH Alliance also facilitates councils that foster collaboration and cross-promotional opportunities among member sites; the two most active councils each have between 27 and 30 participants.
- *Shows, meetings, and events:* The NAH Alliance has attended or exhibited at air shows, technology expositions, meetings, and events every year since 2005, with the number and nature of participation varying year to year. In total, it has participated in at least 27 unique shows/events across four countries and eight states, many for more than 1 year.
- *High profile visits to NAHA:* The NAH Alliance has been involved in organizing and/or promoting high profile visits to the NAHA region, including celebrities, authors, elected leaders, and military leaders. The most recent, a visit to Wright State University and aviation-related sites by actor Tom Hanks, resulted in an estimated earned media value of more than \$2 million for the University.¹

Data are not available to measure the specific outputs of every effort. However, visitation to NAH Alliance member sites has increased overall (from 1.1 million in 2006 to 2.2 million in 2013)² and interview data from stakeholders suggest that NAH Alliance's efforts have enhanced partner collaboration and partner

capacity for promotion and tourism. Several sources of information indicated that public awareness of individual member sites is greater than awareness of the NAHA, and the NAH Alliance continues to engage in efforts to augment awareness of the region's heritage, resources, and activities, as well as draw additional aviation tourism. **Through the above approaches, the NAH Alliance serves to coordinate the efforts of its individual member sites in collective and cross-promotional activities to enhance marketing value and to provide area visitors with a more cohesive and robust experience across the sites.**

Activity Area #2: Preservation & Development of Historic & Cultural Resources. **The NAH Alliance has met its management plan goals related to the preservation and development of historic and cultural resources.**

The development of the Wright Company Factory Site (WCFS) represents a core strategic focus in this area. The NAH Alliance has shepherded an environmental cleanup of the site (funded through a \$3 million grant from the Clean Ohio Fund for brownfield revitalization), demolition of structures unrelated to the original Wright Factory, improvements to the site's appearance, and the generation of interest among organizations for potential investment. The NAH Alliance advocated for including the WCFS as well as Hawthorn Hill (Orville Wright's former home) to be in the boundary of the Dayton Aviation Heritage National Historical Park that was realized in 2009. The NAH Alliance recently received financial commitments from several sources (e.g., the City of Dayton, the State of Ohio, and the Dayton Metro Library) to support the acquisition of the site. The NAH Alliance's plans to purchase the entire 54 acre site in order to sell, hold, or redevelop its various units in accordance with the NAH Alliance mission and objectives.

In addition, NAH Alliance member sites own, operate, and/or exhibit historic resources and artifacts spanning air force and military aviation, heroes and heroines of aviation and space travel, the Wright Brothers' story and accomplishments, and other topics related aviation and aerospace history, many of which are noted specifically in NAHA's general management plan.

¹ Positive advertisement value / earned media estimates were provided by Wright State University's Director of Communications.

² Visitation data were drawn from NPS Annual Performance Measures Surveys submitted by the NAH Alliance

The NAH Alliance's efforts support member sites in these activities by facilitating opportunities to exhibit artifacts and historic aircraft and by promoting and marketing the sites and their resources. **Through these efforts, the NAH Alliance has contributed to the development and accessibility of both new and existing historic and cultural assets.**

Activity Area #3: Education. **The NAH Alliance has addressed the educational goals of its management plan.** One of the goals of NAHA's founding legislation involves the preservation and interpretation of the heritage for educational benefit, and a core strategy of the management plan is to support aviation history and heritage education. Activities in this category include developing and promoting exhibits, displays, and simulators; and developing and promoting educational programs, events, and collaboration. NAH Alliance member sites develop and display exhibits related to the heritage, current activity, and potential future advancements of aviation and aeronautics. Some activities include interactive exhibits to entice the interest of a young audience in aviation and aerospace. The NAH Alliance has been active in air shows, commemorative events, and trade shows, all of which serve to educate the public about the past, present, and future of aviation. The NAH Alliance has also been involved in putting on educational programming and events, fostering member collaboration, funding scholarships for youth, and promoting partners' educational events via the NAHA website, <https://www.aviationheritagearea.org>, and newsletter. In 2014, over 20 distinct educational programs were offered in the NAHA with an estimated participation in excess of 175,000. **Through its efforts, NAH Alliance has contributed to opportunities and inspiration for youth participation in aviation, aeronautics, and Science, Technology, Engineering, and Mathematics (STEM) activities.**

Activity Area #4: Economic Development & Community Revitalization. **The NAHA has met the goals and objectives of its management plan related to economic development and community revitalization.** Activities in this area include those that advance or redevelop local or regional sites,

those that serve to promote the heritage assets, and those that align aviation heritage with recreational and community assets. As noted above, the NAH Alliance has been involved in the development of the WCFS since NAHA's designation, and its emphasis on this site has grown stronger over time. In addition to its contribution to historic preservation noted above, the NAH Alliance intends for portions of the property to host aviation and aerospace research and manufacturing that would attract jobs and businesses, and would serve to anchor economic development in the immediate area, currently in disrepair.

The NAH Alliance also fosters economic development via attendance and exhibition at air and trade shows, which serve to network and expose the aviation heritage to local, national, and international audiences and potentially bring financial investment to the region. In partnership with Wright-Dunbar, Inc. the NAH Alliance commissioned an economic impact model for the Dayton region that allowed its member sites to quantify their impact, individually and collectively. Lastly, the NAH Alliance supports NAHA sites that host events or serve as recreational resources for the community by coordinating or facilitating these events, especially those that draw in media presence and/or result in a large turnout of attendees). **Through these and other activities, the NAH Alliance has contributed to economic success, housing, and business in west Dayton, and member sites have received activity and support from aviation and aerospace businesses toward preservation of aviation heritage.**

Activity Area #5: Sustainable Stewardship. **The NAH Alliance has met its goals and objectives related to sustainable stewardship.** Sustainable stewardship activities take the form of partnership development, collaboration, and volunteering; revenue generation; and technical assistance. The NAH Alliance board of trustees includes 16 seats for its member aviation heritage sites; seats have been added over time to include new partners. It also has more than 30 additional partner organizations that span many sectors, including Federal and state agencies, local agencies and public resources, universities and schools, local businesses and foundations, community and

service organizations, the local and national media, and local residents and neighborhood associations. The NAH Alliance has initiated and/or facilitated several groups; each of these has a specified purpose that is related to one of the other activity areas, but all contribute to the development of partner relationships, collaboration, and knowledge exchange. The NAH Alliance's role as coordinator and convener was noted by stakeholder interviewees. In addition, the NAH Alliance distributes awards at its annual meeting to honor those who have made significant contributions, and makes use of highly skilled volunteers. Since 2007, reported volunteer hours nearly tripled, with 240,000 hours in 2015. Lastly, the NAH Alliance provides technical assistance via the expertise of its staff, primarily in the areas of promotion and marketing. **Through these and other activities, the NAH Alliance has contributed to partner engagement and collaboration, funding for aviation heritage development, capacity and facilitation, and volunteerism.**

Regarding financial diversification, the NAH Alliance's primary source of operational funding is the National Park Service's Heritage Partnership Program (HPP), which is scheduled to sunset for the NAH Alliance in 2019. However, the NAH Alliance receives funds from multiple donors, foundations, businesses, and government entities that are designated for specific projects and/or use by member sites; these funds are often used to match NAHA's HPP funding. The NAH Alliance underwent a strategic planning process in 2014, identifying development of the WCFS as a potential revenue stream, and has intensified its efforts toward this objective, starting raising funds to acquire the site. The NAH Alliance Executive Director indicated that the necessary funds have recently been secured for the purchase of the site with the appropriation of \$1 million from the state. The organization intends to pursue this purchase and then focus on the development of the site.

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

This review shows that the NAH Alliance expended NPS HPP funds for programmatic and operational expenses that address the goals and objectives set by NAHA's general management plan. Since its authorization, the NAH Alliance was allocated \$2,845,134 in NPS HPP funding and had \$3,779,705 in matching funds, consisting of private contributions, interest income, other income, and in-kind donations (as collected through the audits). On average, 71 percent of the matching funds came in as "pass-through" dollars with a specified NAH Alliance member organization or project as its intended target. For example "pass-through" dollars occurred when Armstrong Air & Space Museum (AASM) held a capital campaign to build a monument sign on a nearby interstate highway for ease of accessibility and directional wayfinding to the Museum. Private donations for the campaign were made payable to NAH Alliance on behalf of the AASM which then NAH Alliance dispersed to the AASM Association. In-kind funding represented 21 percent of the matching funds, including services such as aviation services (e.g., fueling, hangaring) donated by a local construction company to support the first air cargo flight re-enactment event (from Huffman Prairies Flying Field to Rickenbacker Airport near Columbus) which was the highlight of the 100th anniversary of the World's First Cargo Flight celebration. The remainder of the matching funds are based on the cash donations that were made to the NAH Alliance without a specific project/site designation.

In total, the NAH Alliance has leveraged \$9,328,466, which includes all designated match funds, non-HPP Federal funding, and additional in-kind value for specific projects.

For expenditures, 24 percent of funds that have come through NAH Alliance’s official books are estimated to have been expended on operations and 76 percent on programs. The largest programmatic expenditures have occurred in the areas of *preservation & development of historical & cultural resources* (58 percent) and *promotion and tourism* (26 percent), with *economic development & community revitalization* receiving 15 percent and the final two categories of education and sustainable stewardship receiving 1 percent of the total share of expenses each.³ These percentages are not representative of the effort and investment provided by the NAH Alliance for each activity area. Many programs and activities overlap in activity areas and have a promotion and/or tourism component to it but the activities were designated to other activity areas and not promotion and tourism. The percentages also include the activities that are supported by the “pass-through” funds (i.e., individual NAH alliance member’s specific projects/activities in which the NAH Alliance as a whole may not have had direct involvement), in addition to the NAH Alliance activities/projects.

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

To guide the assessment of sustainability, we have adopted the definition developed by NPS with the assistance of stakeholders from a number of NHAs. Sustainability for an NHA is as follows:

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

³ In lieu of audited breakdowns, the evaluation used estimates of category expenditures developed by the NAH Alliance staff.

The evaluation found that the NAH Alliance has several components of sustainability in place. It has the necessary governance and staff to operate a sustainable NHA. As discussed in Sections 2 and 5, the NAHA is governed by the NAH Alliance, a 501(c)(3) non-profit organization headquartered in Dayton, OH, and governed by a Board of Trustees. This Board currently has 16 designated trustee seats who represent NAH Alliance member sites (one of these seats is vacant), 16 trustees at-large who represent other relevant partners, and four individuals serving in an advisor capacity. This unique board structure in which member and partner organizations are represented as trustees in NAH Alliance governance contributes to concept of the NAH Alliance as a united whole that consists of and serves the aviation heritage organizations. The restriction that designated trustees cannot be paid staff of the partner organizations that they represent was viewed by some stakeholders as facilitating collaboration and ensuring that the trustees are focused on the contribution to NAHA and not solely on their own organization’s stake. For other stakeholders, this restriction was viewed as limiting the nature of some sites’ representation in the operational work of the Alliance. The board has an Executive Committee and Nominating Committee. Standing and ad hoc councils (e.g., Partners Forum, Communicators Council, Grand Opening Regional Working Group) consisting of both board members and other representatives from members sites and partners serve to advise the board and/or carry out collaborative activities. Most respondents felt that the board functions well, has an appropriate mix of expertise, and is structured effectively.

There has also been stability and growth in the capacity of the staff; the Executive Director has been consistent since the NHA’s inception and there is other staff with skills and background to provide support as well as resources for succession. The NAH Alliance has completed three strategic plans and a General Management Plan. It has shifted its sights to be even more focused on marketing and promotion, and has altered board structures appropriately to adapt to contextual conditions. **The NAH Alliance has demonstrated a capacity for strategic planning and, through these planning processes, an ability to**

adapt and shift its focus. Both the NPS funding and the NHA designation are considered essential to the sustainability of the NAHA as it now operates.

The NPS funding has provided flexibility, a consistent source of operational funds, and ability to leverage other resources. The Alliance purposely elected to keep its staff small and to focus on collective efforts of member sites, engaging in promotion and marketing as the primary activity area rather than raising additional funds for its own operations. As described above, the NAH Alliance has made much progress with the WCFS, including securing state, local, and

private funding to purchase it. **If the NAH Alliance can ultimately develop the WCFS commercially and it produces a continuous stream of revenue, those funds also could help with sustainability. However, it is still too early in the process to determine if the commercial development or other revenue-generating plans will come to fruition.**

Therefore, at this time, without HPP funding support, NAH Alliance staff and stakeholders predicted that it would be very difficult for the NAH Alliance to sustain its operations.

Structure of the Report

The report is divided into 5 sections

Section 1 defines and describes the NHA and NHA coordinating entities in general and describes the evaluation methodology. It also introduces the NAHA which is the focus of this evaluation report.

Section 2 provides an overview of the NAHA, the coordinating entity structure and organization; the NAHA authorizing legislation, mission and goals; and relationships between community and NPS partners.

Section 3 explores the first evaluation question, “Based on its authorizing legislation and general management plan, has the heritage area achieved its proposed accomplishments?” It describes the NAHA coordinating entity’s goals and objectives as required by the authorizing legislation and management plan; the relationship of these goals to program areas and activities; and the NAHA coordinating entity’s relationship with various NPS organizations.

Section 4 explores the second evaluation question, “What have been the impacts of investments made by Federal, State, Tribal and local government and private entities?” It provides an overview of the investments made in the NAHA coordinating entity and an analysis of how the NAHA coordinating entity has used the investments, and their impact.

Section 5 explores the third evaluation question, derived from legislation (P.L. 110-229), “How do the coordinating entity’s management structure, partnership relationships, and current funding contribute to the NAHA’s sustainability?” This section presents an analysis of the interrelationship of the coordinating entity’s staffing and ability to obtain resources and the sustainability of the NAHA.

Section 1 – Introduction

1.1 National Heritage Areas

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

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

1.2 Report Purpose

“...National Heritage Areas are places where natural, cultural, historic, and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography.”⁴ Since President Reagan signed the

law establishing the first NHA on August 24, 1984, Congress has officially authorized 49 NHAs, each with Federal funds provided over a subsequent number of years as specified in the authorizing legislation. Oversight of this program was assigned to the National Park Service (NPS). The purpose of this report is to present the evaluation findings that document accomplishments of the National Aviation Heritage Area (NAHA) since its designation, and to establish whether it has succeeded in meeting the goals established by the authorizing legislation.

This evaluation follows three previous rounds of NHA evaluation projects:

2008 - Development of a National Heritage Area Evaluation Strategy: Report on Phase 1 (NPS Conservation Study Institute)

Based on The Conservation Study Institute’s (CSI’s) experience conducting evaluations of three Heritage Areas

- John H. Chaffee Blackstone River Valley National Heritage Corridor, 2005
- Delaware and Lehigh National Heritage Corridor, 2006
- Cane River National Heritage Area, 2008

Incorporated substantial input from the Alliance of National Heritage Areas (ANHA) Peer-to-Peer Committee

Provides a comprehensive overview of the core ingredients, guiding strategies, implementation activities, and accomplishments of a generic heritage area

⁴ National Park System Advisory Board. “Charting a Future for National Heritage Areas.” Available online at <https://www.nps.gov/resources/upload/NHAreport.pdf>

2009 – First Congressionally-Mandated Evaluations (CPM/Westat)

The Center for Park Management conducted an evaluation of the Essex National Heritage Commission which:

- Built on the structure and content of the program models developed by CSI
- Differed from the CSI evaluations in its objectives and focus; focused on the processes that heritage areas make use of in order to accomplish their goals and the role and benefits of partnership and collaboration
- Focused on outcomes as they related to the authorizing legislation and general management plan, the impact of financial investments, and the role of partnerships in the sustainability of Essex National Heritage Area

CPM/Westat evaluations of Augusta Canal NHA and Silos and Smokestacks NHA build on CPM's evaluation of the Essex National Heritage Commission.

- Differs from the first CPM evaluation in that it focuses on developing a replicable model of evaluation that can be conducted by a consultant working for NPS.
- Model is based on triangulated qualitative data collection through topic-centered interviews and document review. It does not include large-scale surveys due to cost and OMB Paperwork Reduction Requirement issues.

2012 – Six Congressionally-Mandated Evaluations (Westat)

- Tennessee Civil War National Heritage Area; South Carolina National Heritage Corridor; Hudson River Valley National Heritage Area; National Coal Heritage Area; Ohio and Erie Canal National Heritage Corridor; Rivers of Steel National Heritage Area
- Followed model used for Augusta Canal National Heritage Area and Silos and Smokestacks National Heritage Area
- Based on the findings from each evaluation, the Secretary of the Interior prepared a report to Congress with recommendations regarding the future role of NPS with respect to each NHA.

2015 – Additional Congressionally-Mandated Evaluations (Westat)

Four evaluations were completed in 2015: Lackawanna Valley National Heritage Area, Last Green Valley National Heritage Corridor, Yuma Crossing National Heritage Area, and MotorCities National Heritage Area. These were based on the model used for the 2012 evaluations, following Public Law 113-291 which states:

- (B) Evaluation. An evaluation conducted under subparagraph (A)(i) shall (i) assess the progress of the local management entity with respect to—
- (I) accomplishing the purposes of the authorizing legislation for the national heritage area; and
 - (II) achieving the goals and objectives of the approved management plan for the national heritage area;
- (ii) analyze the investments of Federal, State, tribal, and local government and private entities in each national heritage area to determine the impact of the investments; and
- (iii) review the management structure, partnership relationships, and funding of the national heritage area for purposes of identifying the critical components for sustainability of the national heritage area.⁵

2016 – Three Additional Evaluations (Westat)

Since the initial congressionally-mandated evaluations were conducted, NPS has adopted a policy to evaluate all NHAs, preferably three years prior to their sunset date and using the model outlined in the National Heritage Area Evaluation Guide. There are currently three 2016 evaluations underway on the following heritage areas/ corridors: National Aviation Heritage Area, Oil Region National Heritage Area, and Schuylkill River National Heritage Area.

⁵ <http://www.gpo.gov/fdsys/pkg/PLAW-113publ291/html/PLAW-113publ291.htm>

1.3 National Aviation Heritage Area

The National Aviation Heritage Area (NAHA) includes eight counties in southwestern OH: Montgomery, Greene, Warren, Miami, Clark, Champaign, Shelby, and Auglaize. See Figure 1.2 for a map of the NAHA (see Appendix 7 for a map of NAHA sites). Within the NAHA region, there are a total of 365 sites on the National Register of Historic Places (13 of which are aviation-related sites) and two cultural landscape sites, Huffman Prairie Flying Field (where the first practical flight occurred) and Grimes Flying Field (where the restoration of the Beech 18 used in the Army Air Force in 1953 occurred and the legacy of Warren G. Grimes is preserved). Key aspects of the heritage include the historic resources related to aviation and aerospace, the social and cultural legacies of these industries and the contributions of Paul Laurence Dunbar and the Wright Brothers. Although the historical significance of Dunbar is not directly related to aviation, the NAH

Alliance elected to include him in its mission due to Dunbar’s significant contributions. In addition to being a neighbor, friend, and associate to the Wright Brothers, Dunbar was nationally recognized as being one of the first African-American poets. Furthermore, there is the Wright-Patterson Air Force Base which is located in the NAHA region and is home to advances and development for the future aerospace technology. See Table 1.1 for an overview of the NAHA.

The authorizing legislation (P.L. 108-447) outlined four broad-based purposes for the NAHA:

- Encourage and facilitate collaboration among facilities, sites, organizations, governmental entities, and educational institutions within the Heritage Area to promote heritage tourism and to develop educational and cultural programs for the public.

Table 1.1 Overview of the National Aviation Heritage Area

Overview Area	NAHA Description
Designation	1992: Congress establishes the Dayton Aviation Heritage National Historical Park 2004: Congress designates the National Aviation Heritage Area via P.L. 108-447 as an NHA
Location	Southwestern OH
Area of Encompassment	Montgomery, Greene, Warren, Miami, Clark, Champaign, Shelby, and Auglaize Counties
National Historic Themes	Aviation and aeronautics industry, history and legacy of the Wright Brothers, and the role of Dayton, Ohio in aviation development in the early 20th century
Organizational Structure	Coordinating entity is a 501(c)(3) not for profit organization overseen by a Board of Trustees (mix of designated trustees who represent aviation heritage organizations and trustees-at-large); National Aviation Heritage Alliance staff consist of an Executive Director (1.0 FTE), a Director of Communications (0.5 FTE), and a Deputy Director (0.5 FTE).
National Park Partner	Dayton Aviation Heritage National Historical Park
Other Partners	Over 30 partners: Federal, state, and local governments, schools and universities, museums and historical sites, businesses, historical groups, travel and convention bureaus, other non-profit organizations, and more

Figure 1.2 NAHA Map



- Preserve and interpret for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of certain historic and cultural lands, structures, facilities, and sites within the NAHA.
- Encourage a broad range of economic opportunities enhancing the quality of life for present and future generations.
- Provide a management framework to assist the State of Ohio, its political subdivisions, other areas, and private organizations or combinations thereof, in preparing and implementing an integrated Management Plan to conserve their aviation heritage and in developing policies and programs that will preserve, enhance, and interpret the cultural, historical, natural, recreation, and scenic resources of the Heritage Area.

1.4 Evaluation Methodology

1.4.1 Methodology

The methodology, presented in the National Heritage Area Evaluation Guide, May 2015 is designed to maximize both the use of existing data and the ability to measure specific outcomes of the NAHA's activities. The period covered by the evaluation starts with the NAHA's 2004 designation as an NHA through 2016 (with the exception of the financial analysis that only goes through 2015) for a total of 11 years during which the NAHA has received Federal funding.

The following questions—derived from the congressional mandate—guided the evaluation:

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

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

1.4.2 Site Introduction and Background Research

During the initial phases of the evaluation process, Westat contacted the National Aviation Heritage Alliance (NAH Alliance) staff to discuss preliminary planning details and initial background research requests. Over the course of a 2-day onsite face-to-face meeting (Meet & Greet Visit), multiple email exchanges, and several telephone conversations in November 2015 and December 2015, Westat introduced the evaluation team and evaluation methodology to the NAH Alliance staff.

During the Meet & Greet Visit in December 2015, Westat project staff worked with the NAH Alliance staff to develop a logic model for their review. Figure 3.2 is the final logic model that guided the development of the data collection protocols. Also at this time, roles and responsibilities for all parties involved in this evaluation were discussed. The evaluation team provided to the NAH Alliance an evaluation methodology (Appendix C).

1.4.3 Data Collection

Figure 1.3 Data Collection Process



Data collection methods included reviews of documents and financial audits, in-person and telephone interviews with key informants from the NAHA partner and stakeholder organizations, and community intercept interviews with individuals visiting the NAHA. A protocol guided the data collection, outlining the domains and measures of interest to collect from each identified source (i.e., prospective interviewees, program documents, financial documents, legislation). During data collection, evaluation staff used topic-centered guides for conducting interviews and abstracting documents. Data collection began in December of 2015 and was completed in May of 2016.

Numerous documents were reviewed to understand the background of the NAHA (e.g., legislative documents, plans); the NAH Alliance’s staffing and structure (e.g., by-laws, strategic plans); funding

received and expenditures (e.g., yearly audit reports); and strategies and activities conducted (e.g., annual reports, management plans). These documents also provided information on the outcomes that have occurred from the NAHA activities.

Individual interviews were conducted with the NAH Alliance Executive Director, several board members (both designated trustees and trustees-at-large), partner organizations, and individuals within the community, as well as a group interview with the NAH Alliance staff. These interviews helped the evaluators gain an understanding of the background and history of the NAHA, the NAH Alliance’s activities and investments and their associated outcomes, and the NAH Alliance’s contribution to the NAHA’s sustainability.

Interviews were conducted with 31 representatives from 15 stakeholder and partner organizations. These interviews discussed the genesis of each organization’s relationship with the NAH Alliance; the influence and impact that the stakeholder perceives that the NAHA or the NAH Alliance have made in the community; and additional ways the interviewee believes the NAHA could serve the needs of the region. Stakeholder interviewees were selected by Westat from a list of organizations with which the NAH Alliance has relationships and who have a vested interest in the work of the NAHA region. We also utilized snowball sampling to select additional interviewees based on suggestions and comments from the partners we interviewed. Stakeholders were selected to be representative of the five strategy and activity areas the NAH Alliance specified in the Logic Model: promotion and tourism; preservation and development of historic and cultural resources; education; economic development and community revitalization; and sustainable stewardship.

Forty-one community intercept conversations were conducted with members of the public to learn how familiar they were with the history and culture of the NAHA and the ways in which they gained this knowledge and familiarity, whether they had visited the NAHA and used its resources, and their

views on the impact the activities sponsored by the NAHA has had on the community (i.e., economic, cultural, historic, restorative). Twenty-eight of these conversations occurred at NAHA sites such as Carillon Historical Park, Wright-Dunbar Interpretative Center, and Woodland Cemetery. Thirteen were conducted with community members at non-NAHA sites, such as local restaurants and businesses. These conversations allowed us to obtain additional commentary on topics included in the interview protocol.

Please see Appendix D for the management interview protocol, partner interview protocol, stakeholder interview protocol, and community intercept interview protocol.

1.4.4 Data Analysis

The focus of the data analysis was to document the extent to which the NAHA had achieved its organizational and programmatic goals as articulated in the mandating legislation and the NAHA foundational documents. Findings have been triangulated; that is, information has been documented and analyzed on key areas from multiple sources. In addition, efforts have been made to ensure that the information gathered from key informants also has been substantiated with data from documents and other written sources, when possible.

1.4.5 Evaluation Limitations

To the greatest extent possible, Westat has tried to ensure this evaluation methodology thoroughly addresses the three research questions stated above. However, we recognize that there are parameters to this methodology that result in a few limitations on evaluation findings. In some instances, there is a trade-off between maximizing time and efficiency and comprehensiveness and level of precision in findings. For instance, to obtain input from community stakeholders, a survey is not possible within the current evaluation due to OMB Paperwork Reduction Requirements. Therefore, the data received from intercept conversations provide a more qualitative assessment of the community's perceptions of the NAHA. As noted, limitations to the community input include convenient, rather than representative,

samples of tourists, local residents, and volunteers, and impressionistic evidence on the impact of the NAHA on stakeholder's knowledge, attitudes, and involvement.

Additional limitations relate to our ability to provide definitive evidence of the NAHA's achievement of outcomes based on the evaluation design, especially attributions to the NPS funding and NHA designation. In some cases, data were not available for certain years or for certain activities and/or outcomes. NPS does not have consistent data requirements nor resources specifically targeted to tracking outcomes. It does, however, require an Annual Performance Measures Survey which the NAH Alliance has submitted each year since NAHA's authorization. The survey includes data on various indicators, such as number of partners, amount of matching funds, and number of volunteer hours. Starting in 2013, the survey collected more detail, with an increase in the number of metrics requested and additional space for descriptions of activities and outcomes. As the evaluations continue, NPS is providing greater attention to the data needed and guidance that may need to be provided to access these data. However, even when outcome data do exist over time, it is sometimes difficult to attribute changes over time in measures, such as regional visitation, specifically or only to the activities of the NAHA. Outcome changes may also be due to other community development activities undertaken by the local counties and municipalities, general economic trends, or the efforts of other organizations. Because of this, we must often rely on the reports of experienced and knowledgeable staff, key stakeholders, and community members for their perceptions of the role that the NAHA has played.

1.5 Roles

1.5.1 Westat (External Evaluator)

Westat served as the external evaluator, tailoring the methodology we used in earlier evaluations. As in those prior evaluations, we developed a logic model in collaboration with the NAHA's staff to guide the evaluation, prepared data collection protocols, collected and analyzed data, and prepared this document.

Westat (External Evaluator)

- Prepared and finalized logic model
- Prepared data collection protocols
- Collected and analyzed the data
- Prepared these findings' documents

National Park Service (NPS)

- Revised methodology
- Evaluation sponsor
- Provided advice, resource, oversight for the evaluation

National Aviation Heritage Alliance (NAH Alliance)

- Provided feedback on the evaluation process
- Provided data documents
- Participated in interviews

1.5.3 National Aviation Heritage Alliance (NAH Alliance)

The staff of the NAH Alliance (Executive Director, Director of Communications, Deputy Director, and volunteer) played key roles in facilitating this evaluation. They provided data and documents, helped as needed with scheduling and planning site visits, identified a pool of contacts for interviews, provided feedback on the evaluation process, and participated in interviews. The NAH Alliance collaborated with the evaluation team to develop the logic model. The NAH Alliance was not involved in the development of the methodology or data collection protocols though they were provided an opportunity to comment. The NAH Alliance staff and Board had the opportunity to review this document for factual accuracy after the draft was completed by Westat in May 2016.

1.5.2 National Park Service (NPS)

NPS refined the methodology used in prior evaluations conducted for NHAs, provided advice and resources for the evaluation team, and provided oversight of the entire evaluation process. The NPS Representatives included the NPS National Coordinator for Heritage Areas and NPS Assistant National Coordinators for Heritage Areas. In addition, we spoke with an NPS Regional NHA Coordinator as well as a local NPS Liaison at Dayton Aviation Heritage National Historical Park.

Section 2 – Overview of the National Aviation Heritage Area

This section of the evaluation report begins with an overview of the physical and operational aspects of the National Aviation Heritage Area (NAHA), and the roles and responsibilities of the coordinating entity, the National Aviation Heritage Alliance (NAH Alliance). This is followed by descriptions of the types and significance of relationships that exist between and among the NAH Alliance staff, stakeholder/partners organizations, and the National Park Service (NPS) in Sections 2.2 and 2.3. Finally, Section 2.4 presents a timeline of key events in the NAHA's history.

2.1 Introduction to the National Aviation Heritage Area and the National Aviation Heritage Alliance

The NAHA encompasses eight counties in Southwest OH. NAHA sites are related to the legacy of the Wright Brothers and the history of aviation and aerospace technology. The late 19th and early-mid 20th centuries were a time of great innovation in flight in the US. The area encompassed by NAHA was crucial to that development because revolutionary aviators and key events in aviation history occurred there.

The Wright Family moved from Indiana to Dayton, OH in the late 1800s. Orville and Wilbur Wright are best known for their work in developing aircraft, but they were innovators and small businessmen in other fields as well. For example, they built a printing press and even published a newspaper for a short time. Not long after, the brothers opened a bicycle repair and retail store that helped finance the design and manufacture of several iterations of flying machines. The Wright Brothers began experimenting with aircraft in 1899, testing a glider in Kitty Hawk, NC the following year. The location was selected for its open space and favorable wind conditions. Over the next 2 years, Wilbur and Orville refined their design, completing the

first flight in a powered, heavier-than-air controllable plane on December 17, 1903.

In 1906 the United States War Department established an Aeronautical Division. By the following year the Wright Brothers secured a patent for their flyer and competed in the Army flight trials, resulting in a contract purchase of planes. The Wright Company was incorporated in 1909 and the brothers' airplane factory, completed in 1910 (first building) and 1911 (second building) produced over a dozen different models of airplanes. In addition, the Wright School of Aviation began operating in 1910, training individuals to fly their planes at Huffman Prairie Flying Field. Sadly, Wilbur Wright died from typhoid in 1912 and Orville subsequently sold their company in 1915. Orville went on to serve on the board of the National Advisory Committee for Aeronautics (NACA) and other aviation and aeronautics organizations before his passing in 1948.

The Dayton, OH region saw continued prosperity as it became the center of progress in aviation. In 1917 the US Army awarded funds to the Dayton area to begin aviation research and development, attracting engineers, innovators, and researchers to the region. In 1923, the Weaver Aircraft Company (WACO) was revived in Troy, OH and became an innovator in the development of two and three seated passenger planes. During this time, Dayton was known as "Air City."

- **1867:** Wilbur Wright is born
- **1869:** Wright Family moves to Dayton, OH
- **1871:** Orville Wright is born
- **1881:** Wright Family moves to Richmond, IN
- **1884:** Wright Family returns to Dayton, OH

- **1903:** In NC, Wilbur and Orville first fly in a machine they designed and manufactured
- **1904:** Wilbur Wright succeeds in flying his plane in a circle for over a minute and a half at Huffman Prairie Flying Field
- **1906:** The Wright Brothers patent is approved; Aeronautical Division is established
- **1907:** Aviation becomes a priority for US War Department
- **1909:** US Army selects the Wright Brothers' airplane; the Wright Company is incorporated in Dayton
- **1910:** The Wright Company begins manufacturing operations. The Wright Brothers open the Wright School of Aviation
- **1912:** Wilbur Wright dies
- **1915:** The National Advisory Committee for Aeronautics is established by Congress
- **1917:** American enters World War I; Woodrow Wilson signs three bills to appropriate nearly \$700,000,000 for military aeronautics; Dayton industrialist Edward A. Deeds is placed in charge of aircraft production; Fairfield Air Depot, McCook Field, and Wilbur Wright Field are established
- **1923:** The Weaver Aircraft Company (WACO) is revived in Troy, OH
- **1927:** Wright Field is established
- **1931:** Patterson Field is established
- **1948:** The Wright and Patterson fields are merged to create the Wright-Patterson Air Force Base; Orville Wright dies
- **1981:** Aviation Trail, Inc. (non-profit) is formed to preserve Dayton, Ohio's aviation legacy and save various historic sites
- **1992:** Congress establishes the Dayton Aviation Heritage National Historical Park
- **2002:** The NAHA Concept study is launched, leading to the drafting of additional legislation to create the NAHA; Aviation Heritage Foundation, Inc. (AHF) is incorporated
- **2003:** AHF receives preliminary 501(c)(3) status
- **2004:** (first of year) Dayton Aviation Heritage Commission (DAHC) sunsets as mandated by law; P.L. 108-447 establishes the National Aviation Heritage Area

In 2004 under P.L. 108-447, the NAHA was designated a national heritage area by Congress, making it eligible for Heritage Partnership Programs funding and assigning the National Aviation Heritage Alliance (known at that time as Aviation Heritage Foundation, Inc.) as the coordinating entity. Under P.L. 108-447, the NAHA is authorized to receive Federal funding through 2019.

2.2 Introduction to the National Aviation Heritage Alliance

The DAHC was created in 1992 as part of Federal legislation establishing the Dayton Aviation Heritage National Historical Park (Dayton Aviation Heritage Preservation Act of 1992, P.L. 102-419). The National Historical Park represents an arrangement in which its resources are non-contiguous and have multiple owners. Four sites were originally included in the Park (the Wright Cycle Company Building and Hoover block; Huffman Prairie Flying Field; Wright 1905 Flyer and Wright Hall; Paul Laurence Dunbar home). The DAHC (13 members) was responsible for preserving and managing historic aviation resources as well as resources associated specifically with the Wright Brothers and Paul Laurence Dunbar, and for issuing a Dayton Historic Resources Preservation and Development Plan. The DAHC had a mandated sunset date of January 1, 2004. In anticipation of this sunset, the AHF was incorporated in August 2002 as its successor. The AHF received preliminary 501(c)(3) status in 2003 and final status in 2006. When the DAHC dissolved at the end of 2003, AHF inherited its property (two historic sites and a collection of Paul Laurence Dunbar's poetry) and cash. In February 2008, the AHF officially began doing business as the NAH Alliance, although it continues to exist legally as the AHF.

The National Aviation Heritage Area Concept Study, prepared by the DAHC, laid the foundation for legislation to establish the NAHA. As noted above, its authorizing legislation was passed in December 2004 (P.L. 108-447), naming the AHF the coordinating entity for the Heritage Area. NAHA operations began in 2005.

2.2.1 Authorizing Legislation and NAHA Vision and Mission

NAHA's General Management Plan (GMP) was intended to provide recommendations for the conservation, funding, management, and development of the NAHA. It described the historical background and significance, which focused primarily on role that aviation and aeronautics played in the history and economic development of the region and the nation. It was initially submitted to the NPS for review and approval in December 2006. The plan was returned with feedback in February 2008 and resubmitted by the NAH Alliance in May 2008 with the directions to develop an interpretive plan and environmental assessment per its authorizing legislation and NPS requirements. The Office of the Secretary of the US Department of the Interior then granted conditional approval of the plan in May of 2009 with the stipulation that the outstanding items (interpretive plan, environmental baseline review) be submitted for approval within 6 months. The NPS Midwest Regional Director recommended approval of the NAH Alliance's additional items to the Director of NPS Washington Office in February 2010. While the NPS did not issue a further written approval, it has provided funding allocations for the NAHA at the post-management approval level (Tier 2) beginning in FY2010 following the 2009 conditional GMP approval.

The NAHA's authorizing legislation presents the area's purposes as *facilitating partner collaboration to promote heritage tourism and develop educational and cultural programs; preserving and interpreting historic and cultural assets; encouraging economic opportunities; and providing a management framework for partners to conserve aviation heritage*. Table 2.1 lists NAHA strategic and management plans over its history, as well as the associated purposes and goals. The AHF's 2004 Strategic Plan (passed shortly before achieving the NAHA's designation), the AHF's 2007 Strategic Plan, and the NAHA's GMP all had strategic goals that corresponded to its authorizing legislation. However, they emphasized marketing, branding, and promotion of tourism much more strongly than the other goals, evidenced by the role indicated for the NAH Alliance described in the plans.

The goals of the GMP were to create a culture of cooperation among aviation heritage sites, brand and market the Dayton Region, leverage funding, and support aviation history and heritage education and resources. The activities proposed in the GMP represent the various initiatives that were being designed or executed by each of the core partners at the time. In essence, the idea was to promote and market the programs and assets that NAHA member sites already had in place or in development such that it would create a more significant visitor experience than could be provided without coordination or partnering among the individual sites. The plan notes that, in addition to promoting member sites' activities, community leaders and funders encouraged the generation of a "Grand Design" that would serve as a vision of possible larger-scale collaborative projects beyond those in place with individual partners. Still, the intent was not for the NAH Alliance to own or operate the projects, but to serve in an advocacy role via promotion or coordination among the member sites. The 2014 Strategic Plan reframes the goals somewhat, with the most significant change being the addition of a goal specific to the Wright Company Factory Site. More detail about each plan and the NAH Alliance's strategy over time is presented in Section 5.

2.2.2 The NAHA's Organizational Structure

As the coordinating entity of the Heritage Area, the NAH Alliance manages NPS funds allocated to the NAHA. The NAH Alliance's organizational structure is depicted in Figure 2.1. The organization maintains a staff of three that carry out its various activities – a full-time Executive Director, a part-time Deputy Director, and a part-time Director of Communications. The NAH Alliance's Board of Trustees currently has 32 members with four advisors.

- *Designated trustees* represent NAHA partner organizations, but cannot be paid staff of those organizations. The NAH Alliance bylaws require that each designated trustee occupy a particularly specified position in one of the 16 organizations (e.g., there is a designated NAH Alliance Board of Trustees slot for the President of Air Camp).

Designated trustees serve for the duration of their tenure in the position at the partner organization.

- *Trustees at-large* are meant to represent the geographical area covered by the NAHA (the eight-county region) and relevant sectors (including aviation business, non-profits, and public aviators). Positions for new at-large trustees and vacancies are filled by vote of the Board of Trustees at the suggestion of the Nominating Committee, which prepares a slate of potential candidates. At-large trustees serve renewable 3-year terms.

- *Advisory* (or *Ex Officio*) positions are available for representatives from the NPS, the US Air Force, and Wright State University.

The current chair of the NAH Alliance Board assumed this position in 2012, but has served as a Board member since 2008. He and other Board members are responsible for overseeing contracts, hiring, finances, major grant-making, and monitoring the adherence to bylaws and strategic plan. Other officers include the Vice Chair, Secretary, Treasurer, and Past Chair. These officers, along with the NAH Alliance Executive

Table 2.1 List of NAHA Strategic Plans, Purposes, and Goals

Year	Name	Purpose	Goals/Strategies
2004	Strategic Plan 2010 <i>Aviation Heritage Foundation</i>	Described the mission and vision and proposed the first five year projection of its accomplishments	<ul style="list-style-type: none"> • Create a Culture of Cooperation • Brand and Market the Dayton Region • Leverage Funding • Support Aviation History and Heritage Education and Resources
2005–2008	General Management Plan <i>National Aviation Heritage Area</i>	Identified core strategies to act upon the purposes specified in the legislation	<ul style="list-style-type: none"> • Create a Culture of Cooperation • Brand and Market the Dayton Region • Leverage Funding • Support Aviation History and Heritage Education and Resources
2007	Strategic Plan 2012 <i>Aviation Heritage Foundation</i>	Reevaluated and modified strategies to facilitate projected accomplishments for the next 5 years taking into account the increased ongoing activities associated with its heritage partners	<ul style="list-style-type: none"> • Convene Aviation Heritage Tourism Partners • Brand the Dayton Region and NAHA • Advocate and Leverage Funding for NAHA and Partners • Solicit Collaborators and Identify Assets which Facilitate the “Grand Design” Vision
2014	Strategic Plan 2019 <i>National Aviation Heritage Alliance</i>	Reevaluated and modified strategies to facilitate projected accomplishments for the next 6 years with a focus on the Wright Company Factory site project and establishment of revenue stream if the Heritage Partnership Program funding should end	<ul style="list-style-type: none"> • Promote Aviation Heritage Assets • Develop a Sustainable Organization • Preserve and Develop NAHA Heritage Assets • Preserve and Re-Develop the Wright Company Factory Site

Director, a representative from the Wright Family, and a US district court judge (invited to participate by each chair since 2004 due to his historic involvement in Dayton’s aviation heritage) make up the *Executive Committee* that planning and communication among trustees and stakeholders, and provides financial and operational oversight. The *Nominating Committee* is responsible for presenting a slate of candidates for Officers or new trustees at-large to the Board for consideration, when appropriate.

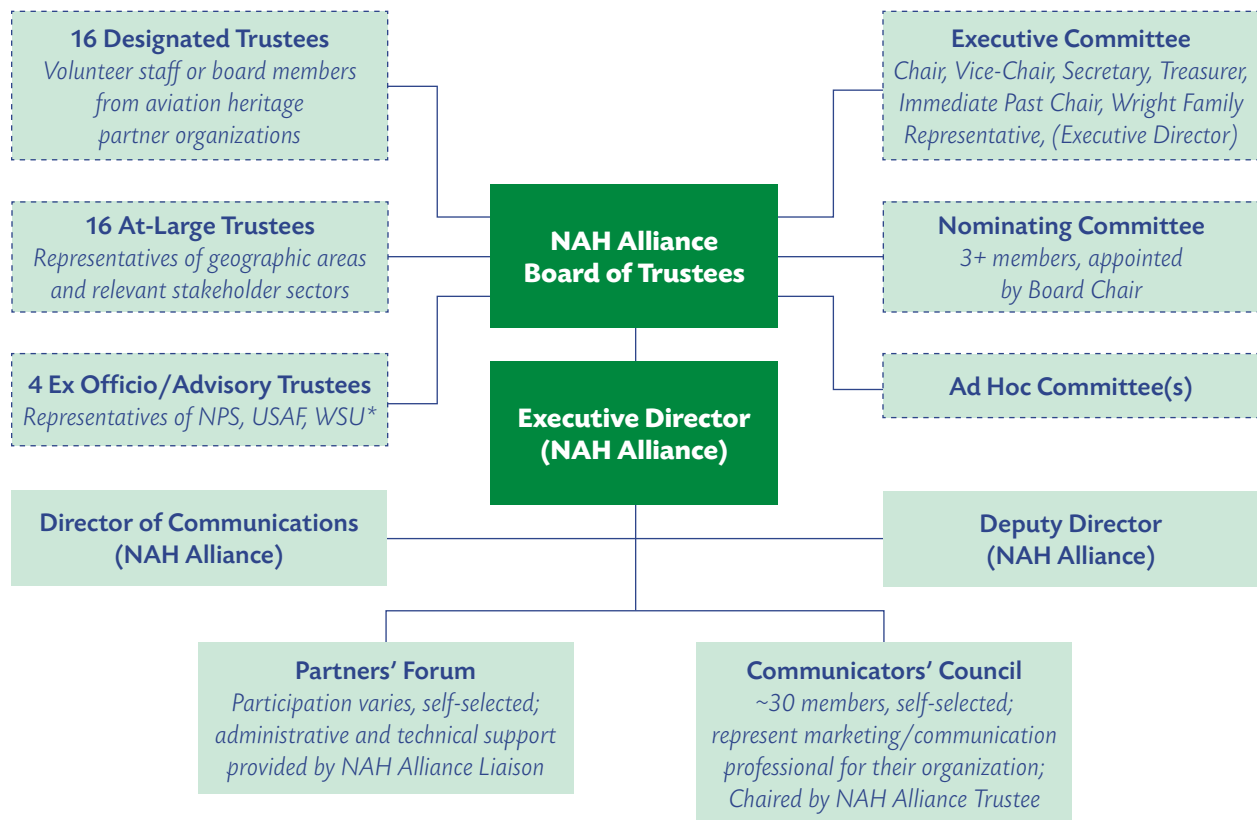
In addition to Board committees, advisory groups noted in the NAH Alliance bylaws contribute to the NAHA’s goals. Memberships in these groups are not exclusive to Board members.

- The Partners’ Forum (est. 2014) was intended to allow members of partner organizations to host a meeting for aviation heritage stakeholders about a particular topic, replacing the Directors’ Council, which consisted of the leaders of each of the

aviation heritage partners. The Directors’ Council had been intended to provide an opportunity for collaboration among the leaders of the partner organizations since paid staff are not allowed to have Trustee seats. However, according to the NAH Alliance Executive Director, the Directors’ Council lost momentum after operating for several years.

- The Communicators’ Council (est. 2014), composed of marketing and communication representatives from aviation heritage partner organizations, provides opportunities for collaboration around cross-site marketing and promotions.
- The Grand Opening Regional Working Group (est. 2015) was formed specifically to prepare and coordinate with other organizations for the grand opening of the fourth building of the National Museum of the US Air Force scheduled for June, 2016; it will dissolve after the opening (not shown in diagram below).

Figure 2.1 Organizational Chart of NAH Alliance



* National Park Service (NPS), United States Air Force (USAF), Wright State University (WSU)

2.3 NAHA's Relationships with Partners/Stakeholders and NPS

The NAH Alliance consists of both formal and informal partnerships in which there is mutual benefit. Currently there are 16 formal partners (who have designated seats on the Board of Trustees and who represent the NAH Alliance as a collective) and about 35 informal partners who work with the NAHA but are not represented on their Board. These partnerships extend the NAHA's capacity and reach, assist in carrying out activities, and provide information and resources.

2.3.1 Partners and Stakeholder Organizations Relationships

The list of NAHA partners has increased slightly over the years, including Federal, state, and local agencies; recreation organizations; museums and historical sites; cultural and heritage associations; schools and universities; libraries, private businesses; and others. Partners include those from whom the NAH Alliance receives funds, to whom they grant funds, and with whom they collaborate to design and carry out activities. The contributions of the partners and stakeholders to the NAHA and its accomplishments are described more fully in Section 3; the importance of their contribution to sustainability is addressed in Section 5.

2.3.2 NAHA Partnership with NPS

The NPS provides funding as well as technical and administrative assistance to NAH Alliance. Funding is established through a cooperative agreement between NAH Alliance (on behalf of NAHA) and NPS. In the past, the Superintendent of NPS's Dayton Aviation Heritage National Historical Park (DAHNP) had some administrative oversight of NAHA funding, but these responsibilities have been shifted fully to the NPS Midwest Regional Office in Omaha, NB.

DAHNP owns the historic home in which the NAH Alliance staff have their offices and is a key activity partner for the NAHA. The NAH Alliance provides DAHNP with opportunities for promotion and advertising, advocacy, partnership, and networking. In turn, the DAHNP provides the NAH Alliance with technical assistance and access to heritage and human resources. The superintendent of the DAHNP regularly attends NAH Alliance board meetings in an advisory role.

2.3.3 NAHA Relationship with Other Organizations

The NAHA has received funding from NPS (HPP and other funding) and has catalyzed funding for some of its partner organizations from governmental and private sources. The NAH Alliance also solicits private contributions. According to audited financial statements and income statements provided by the NAH Alliance, cash from contributions, interest, and other income ranged from \$78,706 in 2009 to \$661,884 in 2012. The NAH Alliance also has relationships with several community leaders and politicians (mayor, city council members, state representative, etc.).

2.4 NAHA Timeline

Since its inception, the NAHA has introduced and promoted many programs and initiatives. As categorized by the Logic Model developed jointly between the evaluation team and the NAH Alliance staff, these activities focus on 1) Promotion & Tourism; 2) Preservation and Development of Historic and Cultural Resources; 3) Education; 4) Economic Development & Community Revitalization; and 5) Sustainable Stewardship. An extensive review of activities is provided in Section 3 of this report. Table 2.2 provides a timeline of legislative, legal, and planning events throughout lifetime of the Heritage Area. A broader and more extensive timeline is included as Appendix F to this report.

Table 2.2 NAHA Timeline

Year	Activity
1992	<ul style="list-style-type: none"> Dayton Aviation Heritage Preservation Act is passed (PL 102-419), establishing the Dayton Aviation Heritage National Historical Park (DAHNNHP) and Dayton Aviation Heritage Commission (DAHC).
2000	<ul style="list-style-type: none"> PL 106-356 is passed, adding several sites to the park boundary for DAHNNHP.
2002	<ul style="list-style-type: none"> Incorporation documents filed to create the Aviation Heritage Foundation, Inc. (AHF).
2003	<ul style="list-style-type: none"> AHF receives preliminary determination as a non-profit entity by the IRS. DAHC transfers its assets to AHF and then sunsets as required by law.
2004	<ul style="list-style-type: none"> AHF adopts its first Strategic Plan. The National Aviation Heritage Area Act is passed (PL 108-447) designating AHF the coordinating entity for the Area.
2005	<ul style="list-style-type: none"> AHF signs a Cooperative Agreement with the National Park Service (NPS).
2006	<ul style="list-style-type: none"> AHF submits the NAHA General Management Plan to NPS for review and approval. AHF receives final designation as a non-profit entity by IRS. AHF takes occupancy of 26 South Williams Street offices.
2007	<ul style="list-style-type: none"> AHF approves its second Strategic Plan.
2008	<ul style="list-style-type: none"> AHF registers National Aviation Heritage Alliance (NAH Alliance) as its new trade name.
2009	<ul style="list-style-type: none"> The Omnibus Public Land Management Act is passed (PL111-11), resulting in the addition of Hawthorn Hill and Wright Company Factory sites to the boundary of DAHNNHP. The NAHA's General Management Plan is provisionally approved.
2010	<ul style="list-style-type: none"> Outstanding components to the NAHA's General Management Plan are submitted; the NPS Midwest Region recommends approval. NAHA funding increases to Tier 2.
2013	<ul style="list-style-type: none"> NAH Alliance acquires the Wright Brothers fifth cycle shop from Wright Dunbar Inc. with private donations.
2014	<ul style="list-style-type: none"> NAH Alliance approves the 2019 Strategic Plan. Feasibility Study commissioned for the Wright Company Factory site project.

Section 3 – NAHA Fulfillment of the Authorizing Legislation and Management Plan

3.1 Goals and Objectives of the NAHA

The authorizing 2004 legislation (P.L. 108-447) for the National Aviation Heritage Area (NAHA) recognized the unique contribution of powered flight to our nation’s history and the role of Dayton, OH and surrounding areas in the aviation and aerospace industries, as well as civil and military aeronautics and astronautics. The legislation notes that these industries generate in excess of 11 million American jobs and have a significant impact on the current American economy. This legislation mandated the NAHA to “...develop programs and projects... to adequately

conserve, protect, and interpret this heritage for the educational and recreational benefit of this and future generations of Americans, while providing opportunities for education and revitalization.”

Figure 3.1 displays the purposes of the NAHA as outlined in its authorizing legislation, the goals established in its General Management Plan, and the activity areas developed by the NAH Alliance staff and evaluation team during the Meet and Greet visit in December 2015.

Figure 3.1 NAHA Purposes, Goals, and Activities

Purposes as Specified in Legislation	Management Plan Strategic Goals	Activities
Encourage and facilitate collaboration to promote heritage tourism and to develop educational and cultural programs for the public	Positioning the aviation assets of the NAHA region as a global tourism destination	Promotion & Tourism
Preserve and interpret for the educational and inspirational benefit of present and future generations historic and cultural lands, structures, facilities, and sites	Inspire the next generation of industrial and cultural leaders in innovation, invention, and creativity	Preservation & Development of Historic & Cultural Resources
Encourage a broad range of economic opportunities enhancing the quality of life for present and future generations	Create a culture of cooperation and connectivity	Education
Provide a management framework to assist in conservation of aviation heritage and development of policies and programs that will preserve, enhance, and interpret the resources of the Heritage Area		Economic Development & Community Revitalization
		Sustainable Stewardship

The coordinating entity for the NAHA—the Aviation Heritage Foundation, Inc. (AHF)—registered the trade name National Aviation Heritage Alliance (NAH Alliance) in 2008. In compliance with the NAHA’s General Management Plan (GMP), it has created a number of planning documents to enhance and operationalize the goals specified in the GMP while taking into account the contextual factors that were prominent at the time. The development of the plans was a concerted effort accomplished by NAH Alliance staff, trustees, and NAHA partners with the incorporation of public feedback obtained at public meetings.

The NAH Alliance has continually provided opportunities for the public to be involved in the implementation of the GMP at least on a quarterly basis if not more (as required by the designation legislation). Over the years, there have been a number of council meetings (e.g., the Heritage and Education Council meetings, the NAH Alliance Education Council meetings, the Branding and Marketing Council meetings) with at least one meeting occurring quarterly and all were open to the public. Council membership consisted of some of the NAH Alliance members and members from community organizations. In fact, NAH Alliance council members are encouraged to invite others to attend and participate at these council meetings. The NAH Alliance also holds annual meetings that are open to all Alliance members and the public during which a review of the financials and activities conducted and its relation to the GMP is discussed as was reported by stakeholders who have attended the meetings. In addition, the NAH Alliance has conducted publicized tours of the Wright Company Factory Site (WCFS) during which the NAH Alliance plan for the site (an activity outlined in the current strategic plan and GMP) and its relation to the overall plan for the NAHA is reviewed. These tours are free and have occurred on a monthly basis since 2014. Meeting announcements and tour schedules are posted on the NAH Alliance website.

NAHA’s management plan notes each of the legislative goals, but is primarily focused on marketing and promotional activities. Because NAHA’s Heritage Partnership Program (HPP) allocations were only 39 percent or \$300,000 of \$1 million of the maximum amount allowable under its authorizing legislation, the money received limited the scope of its activities. The NAH Alliance therefore made a strategic decision to focus on marketing and promotion, the primary legislative area that its members believed could be addressed better as a group than by individual partners and that could contribute to a more cohesive experience for visitors to the NAHA. In implementing this strategy, the NAH Alliance clearly established its role as one that serves to promote and market the heritage area, as opposed to one that directly funds, manages, or carries out the preservation and interpretation of heritage assets (this may shift if and when the NAH Alliance acquires the WCFS; see below). Through promotional activities, it aims to create cooperation and connectivity (e.g., connecting sites, pooling resources, collaborating on marketing materials or events). Through marketing and promotional efforts, it also aims to support its members’ individual efforts to educate the public, preserve and interpret heritage assets, and enhance economic opportunities. As described below, the NAH Alliance has engaged in activities across the five activity areas noted in Figure 3.1, but its role and the magnitude of its investment has varied.

3.2 NAHA Activities and Impacts

The Logic Model depicting the relationships between NAHA goals, resources, partners, strategies/activities, and outcomes is presented in Figure 3.2. The NAH Alliance consists of aviation heritage organizations that have designated seats on its Board of Trustees. Paid NAH Alliance staff provide leadership and support to organizations throughout the NAHA to engage in numerous activities that serve to fulfill its legislative mandate and contribute to its overarching goals. The intensity and nature of the NAH Alliance involvement in a given activity varies according to the role, usually taking the form of one or more of the following:

- **Direct Execution of Activities by the NAH Alliance Staff:** the NAH Alliance staff directly perform activities that are consistent with the goals and mission of the NAHA.
- **Support to Aviation Heritage Partners in Executing their Primary Activities:** the NAH Alliance staff serve as a resource to NAHA's member organizations via technical expertise (e.g., developing promotional materials), handling or soliciting donations, and other contributions (e.g., volunteer/student support) to execute the activities of those organizations.
- **Coordination and Facilitation of Common Projects:** the NAH Alliance member organizations, businesses, and government, supported by the staff, come together to collaborate, share, connect, and/or work together toward a common theme, goal, or purpose (e.g., the Aviation Writers Summit entailed the coordination of NAH Alliance member organizations and community organizations involvement in providing a positive experience of the NAHA region to 12 aviation journalists. The successful implementation of the event resulted in the publicity and awareness of the region. Another example of collaboration among the NAH Alliance members and community organizations that is supported by the NAH Alliance staff via the solicitation of other organizations' participation is the Grand Opening Regional Working Group. The Grand Opening Regional Working Group was developed with the purpose of promoting and planning the festivities for the grand opening of the National Museum of the US Air Force (NMUSAF) fourth building to a larger audience (extending out to nearby areas).

The NAHA's activities are organized into "Activity Areas," each of which contributes to one or more of the NAHA's overarching goals. For example, the goal of Promotion, Tourism, and Economic Development is realized through activities in multiple categories, such as Promotion and Tourism and Preservation and Development of Historic and Cultural Resources. Activities, in turn, result in the long-term outcome of increased tourism and public interest in aviation heritage. Further, individual activities may fall

under more than one "Activity Area." For example, participation in air shows spans all of the Activity Areas—replica historic air craft are preserved and developed for display (preservation), the public learns about these historic assets (education), the show draws visitors and provides advertising opportunities for partners (promotion), the NAH Alliance networks with private businesses and donors (economic development), and partners collaborate (sustainable stewardship). Below is a detailed examination of the five Activity Areas that represent the activities being conducted in the NAHA region.

3.2.1 Promotion & Tourism

Activities in the Promotion & Tourism area include media, marketing, and advertising; wayfinding and cross-promotional opportunities; air shows, meetings, and other events; and high profile visits. These are most directly related to the goal of Promotion, Tourism, & Economic Development. However, it is important to note that, via promotion and marketing efforts, the NAH Alliance contributes to all three of the major goals. Activities in this category contribute to the goal of Preservation & Resource Development to the extent that the preservation and education efforts of the individual NAH Alliance member sites are more accessible and successful because of this marketing. Likewise, contributions to Sustainable Stewardship are possible to the extent that the NAH Alliance becomes more resilient through joint marketing efforts and becomes better-known among the public and potential funders. The activities described in this activity area represent a designated use of NAH Alliance staff time. In fact, one-fourth of the two FTE staff is dedicated specifically to Communications, enhanced by pro-bono efforts and other staff contributions.

Media, Marketing, and Advertising Efforts

The NAH Alliance established an internet presence for the NAHA in 2005 and continues to develop those resources. The NAHA website went live in 2005 and has been upgraded and enhanced periodically since, including the addition of links to partner websites, promotional information, a mobile-friendly version, and an event calendar. The NAH Alliance

Figure 3.2 NAHA Logic Model



also maintains a NAHA handle or page via key social media outlets including Facebook, Twitter, YouTube, Instagram and LinkedIn. These outlets promote and share individual social media pages and posts for the Alliance’s partner organizations. The Communications Director also provides technical assistance to these members regarding their use of social media, providing photography, press releases, website development, graphics and event publicity. Table 3.1 displays information about the social media following for the NAH Alliance handle, but it should be noted that some of its members sites have strong social media followings as well; for example, as of May 2016, NMUSAF had 218,300 Facebook followers, Dayton History had 12,500 followers and the Armstrong Air and Space Museum had 6,000 followers.

Table 3.1 NAH Alliance Social Media Report

	Current Followers <i>(May 2016)</i>	Followers One Year Ago
Facebook	617	515
Twitter	570	No info
Linked in	283	No info
Instagram	325	No info

Upgrades to the NAHA website in 2010 included: streaming videos, an interactive trip-planner, and an event calendar to facilitate visitor planning. In 2013, the NAH Alliance began distributing a bi-weekly e-newsletter and intensified its efforts to write and distribute press releases and media advisories (this was made possible by hiring a part-time Director of Communications). The newsletter distribution list includes 1,448 subscribers.

Partners and other local entities have also engaged in media efforts that promote aviation heritage. For example, in 2006 the Dayton-Montgomery County Visitors Bureau placed 7,000 door knob hangers in local hotel rooms to highlight DAHNHP and other NAH Alliance sites; commercials for the Dayton International Airport take a Wright Brothers theme and a large entrance mural developed in 2010 showcases aviation-related images.

The NAH Alliance facilitates cooperative advertising in which member sites contribute funds to secure more prominent advertising than they would be able to individually. For example, in 2010, ads were placed in 16 regional newspapers on behalf of the member sites; funding was supplied by the Air Force Museum Foundation, the Dayton Montgomery County Convention and Visitors Bureau, and the NAHA’s HPP funding. The following year, billboards and magazine advertisements were placed. In addition, a newspaper supplement with 1.6 million recipients included reference to NAHA. The collective contributions of Alliance members to these efforts were in excess of \$25,000.

NAHA organizations have twice collaborated to host writers and/or journalists in an effort to make them more familiar with the region and its assets. In 2006 the NAH Alliance hosted 13 local newspaper editors on a FAM tour of the NAHA, resulting in print media coverage that included a two-page spread in each paper and a combined readership of 214,000 (according to the NAH Alliance reports). In 2015, the NAH Alliance coordinated the Aviation Writers’ Summit in which 11 aviation writers and journalists from across the US were hosted for 3 days. Aviation heritage partners worked together to facilitate tours of their sites, meals, and discussions. Thus far, it has yielded more than a dozen magazine and web articles with an estimated advertising value in excess of \$60,000 while costing only slightly more than \$8,000, according to the NAH Alliance staff. Most stakeholder interviewees were pleased with the media coverage that resulted and several indicated that it represented, to them, the first time that all of the partners came together for a common goal in a meaningful way.

Several other collaborations or events are notable. For example, in 2012, the NAH Alliance partnered with Wright State University’s Marketing and Information Technology departments to have undergraduate students assess public awareness of the NAHA at partner sites; findings were presented at a NAH Alliance Board of Trustees meeting. Presentation findings indicated that there was little public awareness of NAHA, prompting a new strategic planning process. The NAH Alliance strategic planning process

that followed identified a focus on the WCFS as a more tangible and easy to understand way to convey NAHA's mission and represent its work. In 2013, the NAH Alliance partnered with the State of North Carolina to contest the State of Connecticut's claim that Gustave Whitehead flew before the Wright Brothers. Ohio State Rep. Rick Perales and North Carolina State Senator Bill Cook produced a joint press conference via Skype that generated national and international media coverage (including Associated Press and Time Magazine). NAH Alliance staff believes that this helped to raise public awareness of OH's role in aviation history. As a final example, the NAH Alliance's Director of Communications authored a 176-page book (released June 2014) that documents the WCFS, entitled *Dayton Flight Factory*. Over 1,200 books have been sold.

Table 3.2 displays key events in the NAH Alliance's efforts involving media and marketing. It is notable that the organization hired a Director of Communications in 2012 with expertise in journalism, history, and marketing. Numerous interviewees indicated that this individual has brought important expertise, technical assistance, and/or leadership to the organization's efforts in this activity area.

Wayfinding and Cross-Site Promotional Opportunities

The NAH Alliance leverages additional marketing and advertising opportunities by developing NAHA promotional materials that include all member organizations and brands them collectively as the NAHA. These members display brochures and maps

Table 3.2 NAH Alliance Media, Marketing, and Advertising Activities

Year	Activity
2006	<ul style="list-style-type: none"> FAM(iliarization) Tour
2007	<ul style="list-style-type: none"> Doorknob hangers placed in Montgomery Co. hotel rooms
2010	<ul style="list-style-type: none"> NAHA joins Facebook and Twitter
2010	<ul style="list-style-type: none"> Upgrades to NAHA website Cooperative marketing via billboards, as advertisements in "GO" magazine (Air Tran Airways inflight magazine), newspaper supplement in 16 regional newspapers
2011	<ul style="list-style-type: none"> New NAHA brochure Wright State University's Marketing and Information Technology students assess NAHA awareness
2012	<ul style="list-style-type: none"> NAHA hosts marketing student intern Promotional video highlighting NAHA partners and NAHA as a whole Marketing Director hired Weekly e-newsletters launched
2013	<ul style="list-style-type: none"> Joint advertising including Madden Media, History Channel Magazine, the Smithsonian Magazine and the Aviation History Magazine Video production of a NAHA highlight video featuring partner organizations WCFS featured in online and print versions of AOPA magazine Dayton Daily News featured stories on Wright Image Group and WCFS Dayton, OH/Kitty Hawk, NC joint press conference (Gustave Whitehead) Collaboration with State of Ohio to promote legislation acknowledging the Wright Brothers were first in flight
2014	<ul style="list-style-type: none"> Revised website launched <i>The Flight Factory</i> released
2015	<ul style="list-style-type: none"> Aviation Writers Summit Aviation Commentaries

that promote some or all of the other NAHA sites. In 2010, the NAH Alliance noted in its Annual Review that member sites were beginning to use the NAHA logo on their print materials, and that a QR code was added to its brochures and to point-of-sale posters displayed at the partner sites. Also in 2010, a microsite was developed to track visitors who reviewed the NAHA website and in 2015, visitors who learned about the NAHA from the NMUSAF were tracked.

NAH Alliance member site, Aviation Trail, Inc., operates the Wilbear Program—another example of NAHA sites working together for cross-promotion. When visitors to the region collect stamps from a minimum of seven of 14 partner sites, they can send in their “passport” to receive a “Wilbear Wright” aviator teddy bear. The NAH Alliance supports the program by funding the printing of the passport brochures and obtaining sponsorship for the purchase of the teddy bears, which are branded with the NAHA logo. Thousands of bears are distributed each year.

In 2015, the NAH Alliance succeeded in placing NAHA maps in the lobbies of every aviation heritage member site. The NAH Alliance paid for and printed the maps, facilitating the creation, design, and installation. Most interviewees referenced these maps as a significant contribution, creating the potential for visitors to one site to easily note many other proximal sites and increase awareness and visitation. Given that the NMUSAF draws over one million visitors per year (far more than the other sites), it was particularly notable that the Museum elected to participate. Further, the NMUSAF has recently installed plaques next to some of their exhibits, directing visitors to related NAHA sites.

In 2010, the NAH Alliance succeeded in its efforts with the Ohio Department of Transportation to place NAHA signs (with NAHA and NPS logos) on two interstate highways at the entrances to NAHA in all directions. The following year, NAH Alliance member Armstrong Air & Space Museum installed a large sign that is visible from Interstate 75 (adjacent to the Museum). The Museum’s visitation did increase 24 percent over the previous year for which we have

data, although we do not have enough information to attribute this to the sign alone.

In addition to specific events, the NAH Alliance facilitates two collaborative groups that have relevance to this activity area. The Communicator’s Council (a continuation of the Marketing & Branding Council established in 2007) consists of representatives from partner organizations who are responsible for the marketing or communications tasks in their organizations. It provides an opportunity for colleagues to exchange ideas and partner with each other around promoting NAHA and its sites. Feedback from stakeholders about this group was highly positive, and an oft-used example of its collaborative capability is the Aviation Writers Summit, planned by the Council and executed in 2015 (see description above). Additionally, an ad hoc Grand Opening Regional Working Group consisting of partner representatives and other stakeholders is leveraging promotional opportunities around the grand opening of the 4th hangar at the NMUSAF. The group sends representatives on “speaking tours” to inform organizations and visitors’ bureaus in the region about the event. The NMUSAF gains additional publicity through this group, and partner sites, in turn, will benefit from exhibition at the event in June 2016. Again, stakeholders who are involved in this group felt that it is a positive collaboration that will have mutual benefit; indeed, some are hoping that interactions will continue toward some new goal even after the grand opening.

Shows, Meetings, and Events

The NAH Alliance attends and supports national and international air shows, meetings, and events. Table 3.3 provides a summary of related events in which the NAH Alliance attended or provided promotional or marketing efforts. Attendance at air shows provides a key opportunity to promote the NAHA. The NAH Alliance uses a variety of resources to draw attention to the NAHA, brand the region, and network with potential funders and partners. It manages a booth and/or tent, and arranges logistics for its member sites to be present so that they can promote themselves while contributing to the larger goal of promoting the

Table 3.3 NAH Alliance Participation in Aviation or Aeronautics Events

Show or Event	Location	Years of Participation
Annual/Recurring Events		
Anniversary of Practical Flight	Dayton, OH	2005, 2007-2009
FlyerFest	Dayton, OH	2006
Experimental Aviation Association at AirVenture	OshKosh, WI	2006, 2007, 2009, 2012, 2015
BROA Air Show (Brazil)	Brazil	2007
Paris Air Show (France)	France	2007
National Business Aviation Association Annual Mtg	Orlando, FL	2008
Farnborough International Air Show	United Kingdom	2008
United States Air, Trade and Technology Expo	Dayton, OH	2009
Vectren Dayton Air Show	Dayton, OH	2009-present
International Manufacturing Technology Show	Chicago, IL	2012
TechFest	Dayton, OH	2010-2013
Mid-East Regional Fly-in at Grimes Field	Urbana, OH	2009-2012
WACO Fly-in	Troy, OH	2009-2012
Huffman Prairie AeroCarnival (NPS)	Dayton, OH	2010-2015
National Aviation Hall of Fame Enshrinement	Dayton, OH	2006-2008, 2012-2013
National Aviation Hall of Fame Reel Stuff Film Festival of Aviation	Dayton, OH	2008-2009
Doolittle Raider Reunion and B25 Fly-In	Dayton, OH	2010, 2012
Florida International Air Show	Punta Gorda, FL	2010
Pittsburgh Air Show	Pittsburgh, PA	2011
Indianapolis Air Show	Indianapolis, IN	2011, 2012
Cleveland Air Show	Cleveland, OH	2012
Thunder Over Michigan Air Show	Ypsilanti, MI	2012
One-Time Events		
50th Anniversary of Sputnik	Dayton, OH	2007
40th Anniversary of the moon landing	Wapakoneta, OH	2009
100th Anniversary of Air Cargo Flight	Columbus, OH	2010
“Too Much Fun for One Day” mobile tour	Multiple locations	2011
100th Anniversary of Military Flight	San Antonio, TX	2010

collective of the NAHA. Member sites bring ever-popular aircraft simulators to draw crowds of all ages and inspire an interest in aviation; display and/or fly replica aircraft; and provide staff or volunteers to speak with and educate visitors. Promotional brochures, signs, and maps are also displayed and distributed.

In 2006, the NAH Alliance was pleased to have a unified presence at the Experimental Aviation Association Oshkosh AirVenture. It brought a portable exhibit with a promotional video and panels that featured partner organizations, and has attended the event several times. In 2009, for example, the NAH Alliance reported that the event drew 578,000 visitors from 75 countries and 907 media outlets.

In 2007, the NAH Alliance was invited to two international airshows (France, Brazil) to exhibit as the “birthplace of aviation.” Its exhibit in France was funded by local companies and featured a 1908 Wright Flyer simulator. In 2008, the NAH Alliance spent ten days at an international air show in the UK with a replica Wright B Flyer, flight simulator, and promotional exhibit. The NAH Alliance estimates that over 250,000 people were educated about NAHA. Amanda Wright Lane attended the events in Brazil and the UK, spurring publicity alongside other descendants of famous aviators. Upon return from its first attendance to the Farnborough Airshow, the NAH Alliance hosted meetings with aviation businesses and state officials to encourage creation of an OH exhibit at future international shows. According to the NAH Alliance Executive Director, this resulted in the State of Ohio, Department of Development, providing funding for planning to create such a booth and the Governor of Ohio issuing a directive to the Ohio Department of Development establishing the Ohio Aerospace & Aviation Council; Amanda Wright Lane currently sits on the Council as a representative of the NAH Alliance. There has been an OH booth at an international air show in 2011, 2012, 2013, and 2015; the booths distribute NAHA promotional materials and promote the business of aerospace companies.

Other notable participation included an NAH Alliance exhibition at the US Air, Trade, and Technology Expo in 2009; and sustained attendance at the Vectren Dayton

Air Show, since 2009 (the Air Show visitation was estimated at more than 80,000, and the NAHA tent specifically saw more than 10,000 visitors according to the NAH Alliance). In 2010, the Communications Director provided media relations at the 100 Anniversary of Military Flight (San Antonio, TX), alongside Amanda Wright Lane, whose participation added to media interest. In 2015 the NAH Alliance provided media coverage at AirVenture (reported to have more than 560,000 attendees).

High Profile Visits to NAHA

The NAH Alliance has been involved in either organizing or promoting high profile visits to the NAHA region, including celebrities, politicians, military leaders, and the US President. These visits incite media coverage and attention that educates the public and ultimately is aimed to increase tourism to the area.

A key example occurred in 2006, when First Lady Laura Bush, Congressman Mike Turner, and Senator Mike DeWine visited the NAHA, with Laura Bush addressing the public from the Aviation Trail Interpretative Center. The NAH Alliance provided a photographer for the visit and the photos were used for publicity of the aviation sites in west Dayton. Two years later, President George W. Bush made a major announcement from the NMUSAF, bringing national and international media coverage to the Museum. In addition, Neil Armstrong, astronaut and aerospace engineer best known for being the first person to walk on the moon, visited the NAHA many times, including an appearance at a NAHA event at Woodland Cemetery.

In 2015, the NAH Alliance worked with a bookseller to host a launch event with author and historian David McCullough to promote his book, *The Wright Brothers*. Later, in 2016, Tom Hanks (popular actor and owner of Playtone Production) and David McCullough visited the Dayton area. The NAH Alliance utilized this opportunity to coordinate and display NAHA resources, taking the celebrities on a tour of selected sites and conducting an interview with Mr. McCullough in the Wright Company Factory site (WCFS). The NAH Alliance conducted the interview as part of a campaign to save and restore WCFS and

promote the NAHA region. In conjunction with the visit, the NAH Alliance’s Director of Communications developed a 24-page view book of NAHA sites and historical structures related to the Wright Brothers in the hopes that Mr. Hanks’ production company will be persuaded to film a miniseries documentary in the NAHA region (it has already purchased production rights to Mr. McCullough’s book). Wright State University’s (WSU’s) Director of Communications estimated that the positive advertisement value (earned media) for the school from the Tom Hanks visit was in excess of \$2 million, including mention during Mr. Hanks’ appearance on a nationally-televised late night talk show (with over 2.7 million estimated viewers of the show and an additional nearly 40,000 views of the clip on the WSU YouTube page), and at least 680 stories (web, print, tv, radio) nationally. WSU also publicized the event via numerous social media outlets.

Assessing Outcomes

As noted in Section 1, the evaluators obtained evidence of the NAH Alliance’s efforts toward its goals through a tour of the NAHA region, reviews of foundational documents, interviews with key informants, and intercept conversations with community members.

We examined the following short-term outcomes for Promotion & Tourism:

- Increased aviation tourism to NAHA region
- Increased awareness of region’s heritage, resources, and activities
- Increased partner capacity for promotion and tourism
- Increased partner collaboration

Increased aviation tourism to NAHA region

According to Annual Performance Measures Surveys that NAH Alliance submitted to NPS, the number of visitors to NAHA member sites nearly doubled from 1.1 million in 2006 to 2.2 million in 2013, with a peak of 2.9 million in 2009 (see Table 3.4). Unfortunately, data are not available that explain these trends in visitation; however NMUSAF’s visitation numbers dominate the overall count and any noticeable trends

are likely a result of programming or events that have impacted attendance. Although member sites do collect numbers on visitation and submit those to NAH Alliance for tabulation, few (if any) collect information about how the visitor heard about their site and/or what motivated them to attend. Some respondents mentioned anecdotal conversations that they had had with visitors to sites. For example, one reported that visitors to their site mentioned David McCullough’s recent bestseller about the Wright Brothers had sparked their initial interest; another was told by a visitor that they had been surprised about the proximity of other NAHA sites to the one they were already visiting and made an unexpected extension to their trip based on seeing one of the large lobby maps that NAH Alliance printed and distributed. Leaders of other sites speculated that spikes in visitation were related to special exhibits and/or events.

Table 3.4 Visitation to NAHA via Partner Sites

Year	Visitors
2006	1,100,000
2007	1,500,000
2008	2,300,000
2009	2,900,000
2010	2,900,000
2011	2,200,000
2012	2,160,515
2013	2,188,266

Table Source: NPS Annual Performance Measures Survey

Increased awareness of region’s heritage, resources, and activities

A National Benchmark Awareness Study, commissioned by the AHF in 2005, found that nation-wide, 80 percent of the respondents knew that the Wright Brothers invented the airplane, but few (14 percent) knew that it happened in Dayton, OH. AHF interpreted this as an opportunity to capitalize on widespread awareness of the Wright Brothers and shift knowledge toward Dayton and its rich aviation heritage. The NAH Alliance has engaged in numerous and substantial efforts to increase general awareness,

including advertising and networking that has reached local, national, and international audiences. Although we do not have data about public awareness that can be compared against the baseline study, the Westat evaluation team did conduct 41 community intercept conversations—brief conversations with individuals at NAHA sites (28) and at other public locations or businesses (13) in order to gain a rough sense of public knowledge of the NAHA; 29 were local residents and 12 were from out-of-state. We found that although most visitors (39) were not familiar with NAHA or its logo, they were familiar with individual NAHA sites. Twenty of the 28 individuals approached at a NAHA site had been to at least one other NAHA site, and 6 of the 13 approached at a non-NAHA site had been to at least one NAHA site. Collectively, respondents most frequently mentioned NMUSAF, with Carillon Park the second most frequent. It is important to note that the conversations were sampled by convenience and are not representative of the local community or of out-of-town visitors as a whole; however, these data do provide some indication of general awareness. Likewise, several of the major key informants interviewed by the evaluation team perceived that the public is not aware of the heritage area or the NAH Alliance as a collective, but is aware of some of the sites that compose it.

Increased partner capacity for promotion and tourism

Stakeholder interviewees indicated that the NAH Alliance’s efforts to promote the region were a welcome supplement to their own efforts, with many noting recent efforts and/or the role of the Director of Communications. One example mentioned was the NAH Alliance’s coordination of a tent at the Air Show. Stakeholders noted that the smaller or more geographically isolated sites, in particular, may have less capacity to engage in these activities without the NAH Alliance’s help. Stakeholders also spoke positively of the potential to attract additional visitors through the large lobby maps linking NAHA sites to one another. The NAH Alliance’s Director of Communications additionally provides promotion opportunities through the NAHA bi-weekly newsletter and press releases.

Increased partner collaboration

The NAH Alliance staff and stakeholder interviewees provided evidence of member sites working together to accomplish more than they would be able to do individually. These included collective advertising efforts with pooled funds, the Grand Opening Regional Working Group for the NMUSAF grand opening of the fourth hangar, the Marketing & Branding Council (and its replacement, Communicators’ Council), the NMUSAF placing plaques at their exhibits that direct viewers to partner sites, members placing NAHA poster maps in their lobbies, the Aviation Writers Summit, and promotion around recent visits by celebrities. Most respondents who commented on the subject did feel that the NAH Alliance plays a key role in coordinating its member’s individual efforts and bringing representatives to the table. The most substantial of these has happened in more recent years; several interviewees noted that progress in this area has been slow, but that there have been improvements.

3.2.2 Preservation & Development of Historic & Cultural Resources

Activities that fall into the category of preservation and development of historic and cultural resources relate to all of the NAHA’s goals. These include the physical preservation and restoration of historic and cultural artifacts, structures, and sites as well as the programming and celebration of the rich historical legacy of aviation and aeronautics.

Preservation and Development of Historic Sites, Structures, and Artifacts

The NAH Alliance successfully advocated for the inclusion of two significant heritage sites in the DAHNHP—Hawthorn Hill (Orville Wright’s former home) and the Wright Company Factory Site—which occurred in 2009. The NAH Alliance Executive Director indicated that these efforts included meetings with the property owners, NAH Alliance’s Board of Trustees passing a supportive resolution, and communication with members of the House of Representatives and Senate, as well as local media. With respect to Hawthorn Hill, there initially was

substantial opposition from residents in the Oakwood neighborhood where Hawthorn Hill is located against opening the site to the public. The NAH Alliance worked to involve city officials and residents in planning meetings and drafting agreements to obtain a special use permit for public access to the site. In 2012, the house was given to NAH Alliance member site, Dayton History, by the Wright Family Foundation.

In recent years, the NAH Alliance also has prioritized the restoration and preservation of the WCFS as its core project. The WCFS was mentioned in NAHA's GMP (as was Hawthorn Hill) and the NAH Alliance has been involved with the site since its inception, with efforts intensifying in recent years as it assumed the role of its primary advocate and has engaged in negotiations with the relevant parties (site owners, NPS, funders, etc.) for the purpose of acquiring the site so that it can be preserved and restored. This focus was reflected in the NAH Alliance's 2014 strategic plan.

WCFS is historically significant as the first airplane factory in the US. Built by the Wright Brothers in Dayton in 1910, it produced 13 different models of aircraft from 1910 to 1915. It is currently owned by Home Avenue Redevelopment LLC (HAR). In 2012, the NAH Alliance assisted with generating a strategy for Clean Ohio to do environmental cleanup on the site; the grant funds were awarded to HAR later that year. By 2015, the environmental clean-up had been completed, allowing safe access to the factory site. The NAH Alliance began conducting monthly tours of the buildings in 2014 for promotion purposes with permission from the property owners. The NAH Alliance reported that over 250 individuals participated in such tours in 2015.

The NAH Alliance plans to purchase the entire 54 acre site that includes the factory and other buildings with private, local government, and state funding. Many stakeholders commented about the NAH Alliance current focus on the restoration of the WCFS and acknowledged the progress the NAH Alliance has made on it. At the moment, the NAH Alliance is also advocating for the funding and prioritization of a Historic Structures Report (to be completed by the

DAHNP) to understand the history and environment of the WCFS during the time the Wright Brothers were building the early aircraft. Once the NAH Alliance acquires the WCFS, the Alliance member, Wright B Flyer, intends to utilize one of the buildings to construct a replica aircraft of the Wright B Flyer. More about the WCFS will be discussed in the other activity areas as well (see economic development and community revitalization and sustainable stewardship).

Many of the NAH Alliance's member sites preserve, construct, or display historic or replica aircraft or other artifacts related to the Wright Brothers, Paul Laurence Dunbar, aviation, or aeronautics. The NAH Alliance promotes and supports NAH Alliance's member activities as specified in the NAHA's GMP, helping to preserve these rich historic and cultural assets. For example, the NAH Alliance helped to coordinate the display of wedding dresses made from pilot parachutes at the Parachute Museum. In accordance with the GMP, NAH Alliance advocated for the completion of the Parachute Museum, owned by the NAH Alliance member, Aviation Trail, Inc. so that there could be space for additional displays such as the parachute wedding dresses. The NAH Alliance's involvement in the completion of the parachute museum and improving the accessibility of historical artifacts to the public entailed submitting a grant application to the Institute of Library and Museum Services (ILMS) that was awarded \$100,000 for the completion of the museum, followed by submission of the final report of the project (a grant requirement). Another example of the NAH Alliance supporting the preservation of artifacts recently occurred when the NAH Alliance agreed to accept ownership of a historic windtunnel from the US Air Force to save it from being disposed of; the NAH Alliance plans to locate it at the WCFS once it acquires the site.

Each NAH Alliance member site provides a unique contribution to the historic and cultural richness that make up the National Aviation Heritage Area. Table 3.5 provides a brief summary of the focus of each of the NAH Alliance members. The largest of the aviation heritage assets in the region, by size of the collection, overall funding, and visitation, is the NMUSAF, which alone draws over one million

Table 3.5 NAH Alliance Member Sites

Member Site	Location	Heritage Assets or Focus
National Museum of the US Air Force (NMUSAF)	Dayton, OH	Air Force and military aviation
National Aviation Hall of Fame	Dayton, OH	Heroes and heroines of aviation and space travel
Dayton Aviation Heritage National Historical Park (DAHNP)	Dayton, OH	<ul style="list-style-type: none"> • <i>Wright-Dunbar Interpretive Center and the Wright Cycle Company</i>: Orville and Wilbur Wright, Paul Laurence Dunbar • <i>Paul Laurence Dunbar State Memorial</i>: Paul Laurence Dunbar • <i>Huffman Prairie Flying Field Interpretive Center &</i> • <i>Huffman Prairie Flying Field</i>: Wright Brothers developed world's first practical plane • <i>John W. Berry, Sr. Wright Brothers Aviation Center at Carillon Historical Park</i>: Original 1905 Wright Flyer III • <i>Hawthorn Hill</i> (tours provided by Dayton History) Orville Wright's home
Wright B Flyer	Miamisburg, OH	Fly in a replica of the Wright B Flyer
Wright Image Group	—	Plans for a Wright Flyer Monument at the crossroads of I-70 and I-75
Historic WACO Field	Troy, OH	WACO aircraft
Armstrong Air & Space Museum	Wapakoneta, OH	Aviation and aerospace history
Wright State University Wright Archives	Dayton, OH	Photos, books, journals and other historical documents related to the Wright Brothers
Aviation Trail, Inc. Visitor's Center & Museum	Dayton, OH	Parachutes, development of manned flight, Dayton's role in the history of aviation
Historic Grimes Field	Urbana, OH	<ul style="list-style-type: none"> • <i>Champaign Aviation Museum</i>: World War II-era and other historical aircraft • <i>Grimes Flying Lab Foundation</i>: Aircraft lighting systems
Historic Woodland Cemetery & Arboretum	Dayton, OH	Wright Brothers and Dunbar grave sites
Greene Co. Historical Society	Xenia, OH	Local history
Vectren Dayton Air Show	Vandalia, OH	Aerobatics, military jet demonstrations, other
Dayton History	Dayton, OH	Dayton region's expansion, industrialism, and innovation
Air Camp	Dayton, OH	Week-long residence camp in aviation and aeronautics

visitors per year and focuses on military aviation and aeronautics. In addition to many other historic artifacts and structures, *Dayton History* manages the original Wright Flyer III (1905) at the John W. Berry, Sr. Wright Brothers Aviation Center in Carillon Historical Park, which is designated as a National Historical Landmark. The *Dayton Aviation Heritage National Historical Park* (DAHNP), described in more detail in Section 2, includes six scattered sites owned by various partners; five are currently open to the public and two are interpreted by NPS, with the others interpreted by their respective owners or managers. Importantly, there are a number of smaller sites with rich heritage assets, but fewer financial and staffing resources or geographic separation from the Dayton core that particularly benefit from NAH Alliance promotion activities. These include *Wright B Flyer* in Miamisburg, OH, *Historic WACO Field* and museum in Troy, OH, *Armstrong Air & Space Museum* in Wapakoneta, OH, and *Historic Grimes Field* in Urbana, OH. Sites make use of substantial community and volunteer support for the maintenance and construction of historical and cultural assets; for example, volunteers have worked since 2006 to construct an airworthy B-17G bomber at the Champaign Aviation Museum.

Supporting Cultural and Historical Programs and Events

In support of the area's history and culture, the NAH Alliance contributes to programming and events through coordination, logistical, and promotional efforts. Many of the cultural and historical events are celebrations of milestones that are important to the aviation legacy and region (e.g., Sputnik 50th Anniversary, Anniversary of the First Air Cargo Flight). The NAH Alliance also assists with logistics and coordination for replica aircraft so that they can be displayed and/or flown at events (e.g., transporting the aircraft to and from the venue, identifying a location for placement). A notable example took place in 2006 when AHF and Wright B Flyer, Inc. hosted "FlyerFest." The event featured a replica plane built by Wright B Flyer, Inc. volunteers and a replica of the 1907 Alberto Santos-Dumont "Demoiselle" built by a Brazilian aviator. Brazilian guests were hosted as part of the event. The NAH Alliance has also been involved

in numerous other shows and events (see above Table 3.4). The 102nd anniversary of practical flight (2007), for example, which had an attendance of by nearly 2,500 guests (including 750 children).

Furthermore, the NAH Alliance promotes events that recognize and celebrate individuals who have made contributions to the aviation and aerospace field, such as the National Aviation Hall of Fame Annual Enshrinement, which held its 50th anniversary ceremony in 2015. Lastly, narrative resources have been presented in documentaries, films, and books/publications. The National Aviation Hall of Fame, for example, began hosting the Reel Stuff Film Festival of Aviation annually in 2008, which showcases aviation-related films and documentaries. The NAH Alliance loaned the complete works of Paul Laurence Dunbar to the Wright State University Special Collections and Archive in 2004 after inheriting it from the Dayton Aviation Heritage Commission.

Assessing Outcomes

We examined the following short-term outcomes for Preservation & Development of Historic & Cultural Resources activities:

- Increased number and accessibility of historic and cultural programs
- Further development and continued support to existing historic and cultural programs

New historic and cultural programs, artifacts, and exhibits were acquired or developed by NAH Alliance member sites between 2005 and 2015. Although some of these activities may have occurred regardless of the NAH Alliance existence, it is difficult to determine if the activities would have been as successful and/or would have occurred as quickly without the NAH Alliance involvement. A few examples of the NAH Alliance support to NAHA Alliance member sites historic and cultural programs are: the NAH Alliance was involved in gaining the community and City Council support necessary to open Hawthorn Hill to the public; the NAH Alliance provided coordination and logistical support to facilitate existing and new replica aircraft being displayed to the public in air

shows, centennial celebrations, and other events; and the NAH Alliance provided advocacy and fundraising to obtain private donations to members' programs. In addition, the NAH Alliance owns three historic properties and is in the process of acquiring a fourth property, the WCFS. Staff resources have been devoted to navigating the real estate, political, legal, financial, and environmental transactions related to the WCFS. The efforts have resulted in the initiation of the preservation process of the WCFS, including the environmental cleanup of the site, the addition of the site to the boundary of DAHNHP, the increase of awareness of the importance of the site among the public and local leaders, and the advocacy for having the state prioritize the site's development as a local and regional economic goal.

Furthermore, the NAH Alliance's efforts to increase the availability of information about member sites via cross-linkages on websites and in member site lobbies, as well as via highway signage has ostensibly made these sites easier to find and therefore more accessible to the public.

3.2.3 Education

The NAH Alliance has always emphasized promotion, marketing, and building a collaborative effort across the aviation heritage assets; however, one of the goals of NAHA's founding legislation involves the preservation and interpretation of the heritage for educational benefit, and a core strategy of NAHA's GMP is to support aviation history and heritage education. Although the NAH Alliance's most recent strategic plan does not provide a specific goal related to education, the NAH Alliance supports Alliance members' educational activities and programs (e.g., works with Dayton Foundation to promote air show related educational programming, establishes coordinated education programming between all partners, assists WACO with the development of the National Youth Aviator Summer Camp). Alliance member sites are involved in educating community members about the history of NAHA, including the functionality and development of aviation and aerospace technology with an emphasis of STEM (Science, Technology, Engineering, and Mathematics).

Some activities take place at community or promotional events (e.g., air shows) or at places that were designed for the preservation of historic assets (e.g., museums), so the content overlaps with other areas to a large extent. As with preservation activities, many of the member's educational programs may have continued to occur regardless of the NAH Alliance existence, but the success of it (including the number of attendees, and the growth of the program) may not have been as large without the NAH Alliance's support of promoting the programs through different marketing and promotional materials and coordination support.

Developing and Promoting Exhibits, Displays, and Simulators

NAH Alliance member sites develop and display exhibits related to the heritage, current activity, and potential future advancements of aviation and aeronautics. These include self-guided tours, museum and traveling exhibits, and infrastructure at museums and community sites. Some include interactive effects to interest young audiences in aviation and aerospace.

The NAH Alliance has been active in air shows, commemorative events, and trade shows, all of which serve to educate the public about the past, present, and future of aviation. As noted above, such events span all of the activity areas, and therefore are described in more detail in the above section on Promotion & Tourism; here we consider the components of such events that are directly related to education. The NAH Alliance coordinates booths and displays at local and out-of-state air shows that include simulators of historic aircraft and other hands-on aviation-related educational activities. For example, in 2008 the NAH Alliance celebrated the 103 anniversary of practical flight at Grimes Flying Field with over 200 children who were able to see a replica Wright B Flyer, model rockets, and remote control aircraft. Also in 2008, popular portable flight simulators were completed so that NPS and other NAH Alliance member sites and staff can use them at events. In 2010, an estimated ten thousand attendees were present for the Doolittle Raider Reunion and B25 Fly-in, staged at Historic Grimes Field and landing at NMUSAF.

The NAH Alliance and its members also own numerous educational tools. In 2006, the Dunbar Trunk Project began providing grade-school teachers with tools to educate students about Paul Dunbar's life and work; and, in 2007, NPS used a donation from the Wright Family Foundation to purchase a 1911 Wright Flyer simulator for use at the Huffman Prairie Flying Field Interpretive Center. In 2010, the NAH Alliance added educational resources to the NAHA website for teachers, parents, and the public to access materials about aviation history.

Developing and Promoting Educational Programs, Events, and Collaboration

The NAH Alliance has also been involved in putting on educational programming and events, fostering member collaboration, funding scholarships for youth, and promoting members and partners' educational events via the NAHA website and newsletter.

Many of NAH Alliance's member sites run their own education programs that target a variety of audiences, including teachers, young children, teens, and underserved populations. Air Camp, for example, is a 1-week residential experience for middle school students that provide hands-on experiences, lectures, and site visits to various sites in the NAHA related to STEM. Historic WACO Field and its accompanying museum host aviation and robotics camps, an aviation lecture series, and trainings for teachers who teach local home-school. DAHNHP partnered with the Department of Education to conduct a National Teacher's Workshop (2006). In 2007, the National Aviation Hall of Fame hosted its first Wings of Women conference for teenaged girls from the region to interact with female professionals working in aerospace fields and other educational opportunities; this conference continues to be held annually. Additional examples abound.

The NAH Alliance also help to support documentation of aviation history through efforts such as the filming of the Smithsonian Channel's "Aerial America: Ohio," the digitization of oral histories about the DAHC and DAHNHP, and advocacy for the assignment of a space shuttle to the NMUSAF; all of which are

learning opportunities about aviation history to the public. In addition, the NAH Alliance manages the SOAR (Students Open to Aviation Research) program at the Vectren Dayton Air Show (since 2010). SOAR provides a 1-day hands-on educational opportunity for underprivileged children, grades 1–6, on the day prior to the air show. Content focuses on STEM topics and the program aims to inspire kids to perform better in school and consider higher education. The NAH Alliance provides logistical support, student selection, and student transportation. The event also provides the opportunity for individual aviation heritage partners to promote their own programming. The program is funded by the Air Show and several aviation-related companies; attendance has increased substantially from 177 students in 2010 to 431 in 2015.

Furthermore, the NAH Alliance hosted a marketing intern from Wright State University in 2012, and worked with a marketing class to receive feedback on site visits and possible strategies to market NAHA successfully. When a Partner Relations & Program Manager was hired in 2014, she worked to initiate five service learning projects with Sinclair Community college across various departments, including GIS, fine art, engineering, and visual communications. For example, the neighborhood mapping project enlisted GIS students to tour and map the DAHNHP and Wright Dunbar neighborhood.

In addition, the NAH Alliance worked to foster education-related collaboration from 2010 to 2014 through an Education Council representing NAHA sites and community organizations, and including a Department of Defense "Starbase Academy" taking place at Wright Patterson Air Force Base. The purpose of the committee was to convene the partners to communicate about planned educational activities as well as the development of new opportunities and partnerships. In 2011, for example, the council focused on including STEM activities in NMUSAF's bid to attract a Space Shuttle to the Museum. One stakeholder explained that the Council lost momentum after a leadership change and a reduction in resources available to the council, resulting in its eventual dissolution.

Lastly, the NAH Alliance has provided financial resources for educational opportunities via pass-through dollars (see explanation in Section 4) and other funding. For example, in 2006, NAH Alliance applied grants received from the African American Experience Fund Program and Metlife toward the Experience Dunbar program so that 500 school-age children could attend the program for free. Further, in 2013, the NAH Alliance established a Flight Instruction Scholarship to provide financial assistance (\$1,500) to one high school or college student to earn a pilot's license, and has been awarding the scholarship every year after that. As a final example, the NAH Alliance has recently sponsored a student from the Dayton area to attend Air Camp.

Assessing Outcomes

We examined the following short-term outcome for Education activities:

- Provision of additional opportunities and inspiration for youth participation in aviation, aeronautics, and STEM activities.

The NAH Alliance has supported educational programs occurring in the NAHA region in various ways. Through promotion and marketing (see related activity area above), the NAH Alliance contributes to increasing general awareness of educational opportunities. It donates funding toward a limited number of scholarships for youth to learn about aviation, flying, or aeronautics. It assumed the SOAR program when its previous stewards could not continue, thus securing the program's operation and providing this opportunity for hundreds of children. It coordinates logistical operations for air shows, enabling member sites with few human resources to participate. It has engaged in several service-learning and other collaborations with local universities.

Table 3.6 displays the number of educational programs and participants reported by NAHA member sites from 2006 to 2015. It is difficult to assess trends because the number of programs was not defined consistently across years; for example, in 2007-2012, each individual session of every program was counted separately, as opposed to just once (as in 2006, 2013,

and 2014). In addition, we lack information about why the number of participants may have fluctuated over time. Lastly, post-program/event data (e.g., follow-up inquiry about participants' interests and accomplishments) would provide more information on the longer-term impact of these experiences on students, but is not available.

Table 3.6 Number of Educational Programs and Participants

Year	Programs	Participants
2006	8	21,550
2007	1,200+	150,000
2008	1,890	163,158
2009	2,107	183,318
2010	2,130	187,686
2011	2,063	195,504
2012	2,459	213,564
2013	20	(not reported)
2014	20+	175,000+
2015	(not reported)	75,000+

Note: NAH Alliance indicated that the method for counting programs and participants changed between 2006 and 2007 and 2012 and 2013 (larger numbers indicate that individual program sessions are being counted separately as opposed to grouped under the umbrella program).

3.2.4 Economic Development & Community Revitalization

Economic Development and Community Revitalization activities contribute to the goals of *Preservation and Resource Development; Promotion, Tourism, and Economic Development; and Sustainable Stewardship*. Activities include those that advance or redevelop local or regional sites, those that serve to promote the heritage assets, and those that align aviation heritage with recreational and community assets.

Site and Neighborhood Redevelopment; Promotion of Heritage Assets

The NAH Alliance advocacy for the WCFS began in 2004 with the initial drafting of the NPS Boundary Study. The site was mentioned in its General Management Plan (developed and revised 2005-2008)

as a potential activity. Home Avenue Redevelopment LLC (HAR) acquired the WCFS in late 2012 from General Motors. In 2013, the NAH Alliance, HAR, the City of Dayton, and the NPS formed a working group to navigate the acquisition and development of WCFS. HAR and the City of Dayton were awarded \$3 million in funding from the Ohio Department of Development to execute an environmental cleanup and to demolish structures unrelated to the historic factory site. Demolition began in 2013 and was completed the following year.

The Alliance's role in the project has been both to facilitate dealings between interested parties and to convey the historical significance of the site to a broad range of stakeholders. As discussed in Section 5, the NAH Alliance's current strategic plan places a heavy emphasis on acquiring and managing the WCFS as a future revenue stream. Its intention is for some of the property to host aviation and aerospace research and manufacturing. Furthermore, the NAH Alliance expects that the west side of Dayton, an area of the city that has been in disrepair for decades, will benefit as the WCFS becomes an anchor for the community and its economic development, attracting jobs and businesses. In 2014, the NAH Alliance commissioned a feasibility study to evaluate options for raising the funds needed to acquire the site; as of June 2016, the NAH Alliance had commitments from donors and appropriation from the State of Ohio that they expected to be sufficient to purchase the property.

The NAH Alliance and partners have worked to improve the physical appearance of the Wright Dunbar neighborhood where NAH Alliance offices and DAHNHP are located. In addition, the installation of NAHA signage at major interstates and highways provides way-finding to visitors and community residents. Physical improvements have also been made to individual member sites, such as adding an astro-dome theater to the Armstrong Air and Space Museum or the NMUSAF's expansion to a fourth hangar.

Attendance and exhibition at air and trade shows, enhanced by promotion and marketing activities, contributes to economic development. Through

networking and exposing the aviation heritage to local, national, and international audiences there is a potential to make connections for OH businesses and manufacturers that could bring financial investment to the region.

Lastly, in partnership with Wright-Dunbar, Inc., the NAH Alliance hired Economic Stewardship, Inc., a small firm that specializes in economic analyses, to produce an interactive Economic Impact Model for the Dayton Region (2009). The model is used by member sites to quantify their impact, individually and collectively. Wright-Dunbar, Inc. and the NAH Alliance have used the model as evidence that heritage tourism has substantial positive impact in the region. Economic Stewardship's technical manual for the model includes its estimate of economic impact (2009) based on visitation assumptions, spending data, and wage data from sites and reports. It notes that 12 aviation tourism-related attractions in the Dayton region receive 1.27 million visits annually; including multiplier effects (i.e., jobs, earnings, and other output that comes about indirectly from spending in the area's economy, calculated using the US Bureau of Economic Analysis' Regional Input-Output Multiplier System), this results in an estimated \$50.8 million in direct spending and supports 972 FTE jobs in the eight counties. According to the report, the aviation industry in the region (approximately two-thirds of which is attributable to Wright-Patterson Air Force Base), with multiplier effects, results in an estimated output of \$9.4 billion in annual economic activity and supports 97,900 FTE.

Alignment of Aviation Heritage with Recreational and Community Assets

Community members can take advantage of some NAHA sites to host community and private events (e.g., weddings, birthdays, business events). For example, Hawthorn Hill has been utilized to host a tea party for the Dayton Girl Scouts, a community reception for the Chief of Staff and other leaders in the US Air Force, and corporate and elected leadership. In addition, NAHA assets serve as recreational resources. In 2013 and 2014, the NAH Alliance sponsored the Greene Trails Cycling Classic in which bike riders (350) visited National Park sites

and other NAHA partners over 3 days. The US Air Force hosts a marathon annually. Some events have an aviation theme. Vectren Dayton Air Show, for example, represents a family recreational opportunity. The NAH Alliance is involved in various ways in these events, from providing sponsorship, to helping coordinate event programs, promoting and advertising about the event, and working at the exhibit booths.

Assessing Outcomes

We examined the following short-term outcomes for Economic Development and Community Revitalization activities:

- Increased economic success in west Dayton surrounding WCFS
- Increased housing and business in West Third Street Historic District
- Increased activity of and support from OH aviation and aerospace business for preservation of aviation heritage in NAHA

Increased economic success in west Dayton surrounding WCFS

The NAH Alliance has engaged in active fundraising to support the preservation and renovation of the Factory site and this continues to be an activity of great focus, with the ultimate goal of developing the property into a revitalized anchoring site for attracting and maintaining aviation-related heritage, manufacturing, or educational tenants. The NAH Alliance has collaborated with the City of Dayton, HAR, and DAHNHP to make progress on the site’s environmental cleanup and demolition of structures unrelated to the original Wright Factory, creating an opportunity for potential future investment by industry and other organizations. Many respondents felt that substantial progress has already been made regarding the site, including achievements noted above related to the environmental cleanup, negotiations with various stakeholders, and building awareness of the site and support for its preservation. As of 2016, the NAH Alliance indicated that it had commitments from funders that would be sufficient to acquire the property; it plans to pursue potential investors and other options for development and revenue generation.

Increased housing and business in West Third Street Historic District (Wright Dunbar Village)

The NAH Alliance has collaborated with Wright Dunbar, Inc. on Neighborhood Revitalization plans for the Wright Dunbar Village since 2004. According to the NAH Alliance Executive Director, its advocacy for Wright Dunbar, Inc. has been critical to the initial funding received by that organization, which has restored four major buildings in the neighborhood with those funds.

Increased activity of and support from OH aviation and aerospace business for preservation of aviation heritage in the NAHA

The NAH Alliance has attempted to make in-roads with businesses by networking at air, trade, and technical shows and by making local connections with the aviation and aeronautics manufacturing industries. Several businesspeople sit on the NAH Alliance’s board as Trustees-at-Large. The Air Force Museum Foundation has received substantial donations from major corporations, such as Lockheed Martin and Boeing; as well as donations in the hundreds of thousands of dollars from companies and individuals. Companies have also provided sponsorship for events (e.g., 2009 Practical Flight Centennial) and aviation heritage partners (e.g., funding for Wright B Flyer to attend an international air show).

3.2.5 Sustainable Stewardship

Sustainable stewardship activities contribute primarily to that goal but also contribute to the goals of preservation and resource development and promotion, tourism, and economic development. These activities take the form of the development of partnerships, collaborations, and volunteers; revenue generation; and technical assistance.

Developing Partnerships, Collaborations, and Volunteers

The NAHA has 16 designated “formal” partners, also referred to in this report as NAH Alliance member sites, all of whom may assign a volunteer to serve on the NAH Alliance board as a designated trustee. In addition, NAH Alliance has informal partners spanning many sectors, including Federal and state agencies,

local agencies and public resources, universities and schools, local businesses and foundations, community and service organizations, the local and national media, and local residents and neighborhood associations.

Several groups were initiated and/or facilitated by the NAH Alliance for partners and/or other stakeholder participation; most are described above. Each of these has a specified purpose that is related to one of the other activity areas, but all contribute to the development of partner relationships, collaboration, and knowledge exchange. They include the Grand Opening Regional Working Group (for the NMUSAF fourth hangar) and the Communicators Council. Several such groups have come to a close, including the Educational Council, the Directors Council, and the N4 (a committee of representatives from NAH Alliance, NPS, National Aviation Hall of Fame, and NMUSAF). The NAH Alliance has also developed relationships with organizations and individuals outside the NAHA region, such as aviation and aviation-heritage enthusiasts, elected officials, and others.

In addition to fostering councils and groups for specific purposes, the NAH Alliance distributes awards at its annual meeting to honor those who have made significant contributions:

- The Ivonette Wright Miller Award goes to an individual for his or her remarkable volunteerism or leadership in preserving and promoting the region's aviation heritage.
- The Wick Wright Award goes to an individual or organization that provided outstanding support to a NAHA partner.
- The PROPS (Partner Recognition of Phenomenal Support) Award goes to a NAHA partner that has significantly helped another NAHA partner.

Volunteers are essential to many of the NAH Alliance member sites. For example, Wright B Flyer, Inc. is composed entirely of volunteers. At the Champaign Aviation Museum, volunteers working to construct an airworthy B17 plane, hundreds of volunteers contribute to the work. A reward system allows volunteers to earn a high-quality leather jacket for their efforts.

Revenue Generation

The NAH Alliance's primary source of funding is currently the National Park Service's Heritage Partnership Program (HPP). However, these funds have a congressionally-specified sunset date of 2019, at which time the NAH Alliance hopes to have revenue-generating mechanisms in place through the WCFS to replace the HPP funding, should it not be reauthorized. A detailed accounting of the NAH Alliance's funding sources and expenses is discussed in Section 4; its financial sustainability is discussed in Section 5.

Technical Assistance to Partners

The NAH Alliance staff provides technical assistance to its member sites primarily in the areas of promotion and marketing and in their coordination of heritage sites for planning and events. These have been described in greater detail above.

Assessing Outcomes

We examined the following short-term outcomes for Sustainable Stewardship activities:

- Increased formal and informal collaboration;
- Increased partner engagement;
- Diversified funding sources for aviation heritage development;
- Increased NAH Alliance capacity, credibility as leader, and facilitator for aviation heritage activity region; and
- Increased community volunteerism.

Increased formal and informal collaboration & increased partner engagement

The number of NAH Alliance's formal and informal partners has increased slightly since 2006 (see Table 3.7). Formal partners are those who have a designated seat on the Board of Trustees, as stated in the NAH Alliance's by-laws. Informal partners are those without a designated seat, but with whom the NAH Alliance partners on activities or exchanges monetary or other support. In addition, through the various mechanisms described above (e.g., Communicators' Council), the NAH Alliance has encouraged and facilitated collaboration among

member sites and stakeholders, especially around the collective promotion and/or marketing of their sites. Interviewees varied in the extent to which they felt that these collaborations were fruitful, but many were highly positive, especially about the more recent events that have been developed through them. In addition, several noted that in recent years, the NMUSAF has been more active in its participation with the NAHA collective, which was viewed as a positive step. We do not, however, have reliable measures of the strength, quality, or content of partnerships beyond the data mentioned.

Table 3.7 Partnerships over Time between the NAH Alliance and Other Organizations

Year	Formal	Informal/ Relationship
2006	14	19
2007	14	28
2008	14	30
2009	16	30
2010	16	30
2011	16	30+
2012	16	30+
2013	16	35
2014	16	35
2015	16	35

Diversified funding sources for aviation heritage development

The NAH Alliance is currently working on diversifying its funding sources. It has thus far relied primarily on its Heritage Partnership Program funding from NPS for operational support, and has met the match requirement (see Section 4) mandated by its authorizing legislation via pass-through funding (in which NAH Alliance handles donor contributions on behalf of a partner who will be the ultimate recipient of the funds), private donations, and in-kind donations. Based on interviews conducted with the NAH Alliance staff and board members, the organization’s leadership is aware of the potential need to garner additional funding sources. The NAH

Alliance’s primary strategy (resulting from a strategic planning process) is to acquire the WCFS and develop it into a revenue stream. As noted above, some stakeholders indicated their perception that there is potential for this initiative to result in a productive and valued asset for the community and for NAHA, but that significant roadblocks must be overcome. The first was to raise the necessary funds to purchase the property; the NAH Alliance Executive Director reported in June 2016 that the combination of a one million dollar appropriation from the State of Ohio and other funding commitments would provide sufficient capital for this purpose. The remaining challenge will be establishing mechanisms for the property to generate revenue. In addition to funds that support the NAH Alliance staff and operations, funds have been garnered that contribute to the work of NAH Alliance sites, such as those for building the T-Connector Bridge (see Section 4) and funding that went to HAR for environmental cleanup of the WCFS.

Increased NAH Alliance capacity, credibility as leader and facilitator for aviation heritage activity region

Based on interviews with key stakeholders, the NAH Alliance is viewed as a facilitator, convener, and advocate for aviation heritage and related organizations. As an example, one respondent described the NAH Alliance as the entity that “holds” the aviation heritage and its future, serving as a link to “the story,” and providing an opportunity to leverage aviation as a brand for the region. Another suggested that the NAH Alliance serves to align themes and provide a broader view than each organization could do individually. A couple of respondents who do not represent NAH Alliance sites but who are invested in the work indicated that they view the Alliance as the “go-to” source for information, connections, and planning related to aviation heritage in the area. The organization’s capacity has increased, especially in the past few years with the addition of a Director of Communications and a Deputy Director. The NAH Alliance also has increased capacity and reach from volunteer time donated by its staff and others. There were some respondents, however, who perceived that, at times, the NAH Alliance can be a competitor for funding and attention.

Increased community volunteerism

Table 3.8 displays the total volunteer hours as reported by the NAH Alliance to NPS. These numbers represent the sum across member sites that have reported their own organization’s volunteerism to the NAH Alliance for compilation. A number of the hours reportedly represent highly skilled labor (e.g., technicians, engineers, pilots) that is donated for aviation-related projects (e.g., building or designing replica aircraft). Between 2007 and 2014, volunteerism increased substantially (82,100 to 240,000). It should be noted that the time contributed by the Wright Family representative is not included in these figures.

Table 3.8 Volunteer Hours over Time

Year	Volunteer Hours
2006	350,000
2007	82,100
2008	169,142
2009	163,284
2010	182,800
2011	175,976
2012	203,129
2013	230,194
2014	240,000
2015	240,000

3.3 Summary

The evaluation determined that over the last 11 years, the NAH Alliance has addressed the legislated purpose of encouraging and facilitating collaboration to promote heritage tourism, consistent with the management plan, through the Federal resources provided. As described above, it has also conducted activities that address the other management plan goals. Given the NAHA HPP allocations of 39 percent of the maximum amount allowable under its authorizing legislation the NAH Alliance work focuses primarily on the promotion and marketing of the NAHA region and utilizes partnerships and collaborations to do so. This focus is consistent with the GMP, which also places a heavy emphasis on promotion and tourism. The promotion and marketing efforts overlap with the programs and activities being done in other activity areas. The NAH Alliance has either led or supported member sites in the areas of Preservation and Development of Historic and Cultural Resources, Education; Economic Development and Community Revitalization, and Sustainable Stewardship; serving the purposes of the national legislation and the goals outlined by the NAHA Management Plan. The NAH Alliance develops educational programs for the public and preserve and interpret the heritage.

Section 4 – Public/Private Investments in NAH Alliance and Its Impact

The legislation that created the NAHA, passed December 8, 2004, mandated the following concerning Federal appropriations to the NAHA through the Heritage Partnership Program:

(a) IN GENERAL.—To carry out this title there is authorized to be appropriated \$10,000,000, except that not more than \$1,000,000 may be appropriated to carry out this title for any fiscal year.

(b) FIFTY PERCENT MATCH.—The Federal share of the cost of activities carried out using any assistance or grant under this title shall not exceed 50 percent.

In this section, we describe the public and private investments that support NAHA activities over fiscal years 2005 to 2015⁶, determine if the NAHA coordinating entity (NAH Alliance) meets legislative requirements with regard to additional investments required, and summarize the ways in which the NAH Alliance makes use of heritage area investments.

As documented in the sections below, the NAHA has received an average yearly allocation (2005-2015) that is 39 percent (or \$300,000 of the annual maximum \$1 million authorized in its legislation). The reduction in what was received from the authorized amount led to the NAH Alliance concentrating its efforts around promotion and marketing, as noted in NAHA's general management plan. The 50 percent match requirement noted above has been achieved by the NAHA's coordinating entity; however, the NAH Alliance Executive Director perceives that having such a small amount of Federal funding made it difficult for them to be a "player" and leverage significant funding from private, state, and local sources.

⁶ The fiscal year period starts on October 1st and ends on September 31st, therefore, fiscal year 2016 had not ended and complete 2016 financial data was not available during time of evaluation.

4.1 Investments in NAHA Activities

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

- *Federal NPS Heritage Partnership Program (HPP) Funding* – Funding provided to the NAH Alliance from NPS specifically for the heritage area program;
- *Matching Funds*— Funds raised to meet the matching funds requirement including state and local governments, foundation, non-profit, corporate sponsors, in-kind donations, and private and other non-Federal match. These funds included "pass-through dollars" (see explanation below), as well as private donations and in-kind contributions (e.g., volunteer hours, exhibit space);
- *Leveraged Funds* – Additional funds raised to support heritage area activities including all matching funds, other NPS funds, other Federal funds, and funds that did not come directly through the NAH Alliance, but in which the NAH Alliance had a major role in securing and which were used to further the NAHA's goals.

The NAH Alliance operates on a fiscal year that coincides with the Federal fiscal year, running from October 1 to September 30 of the following calendar year. The evaluation methodology stipulates that we review audited financial statements, as these have credibility established by an independent accountant. However, as noted by OMB circular A133, organizations are only mandated to have an audit if Federal funding exceeds \$500,000 per year. The NAH Alliance has not exceeded this threshold, although they have voluntarily undergone audits in some years (2005, 2006, 2008, 2011, and 2013; accountant review in 2010). These documents were supplied to the evaluation team, along with income statements

Table 4.1 Overview of NPS/NHA Investments Received by Year

Year	NPS/NHA Funds Allocated ¹	NPS/NHA Funds Expended ²	NPS/NHA Funds Carried Over (Cumulative) ²	Matching Funds Received ^{3,4}	Total Investments Received ⁵
2005	\$165,000	\$141,590	\$23,410	\$236,943	\$401,943
2006	\$197,058	\$220,468	–	\$427,072	\$624,130
2007	\$236,470	\$236,470	–	\$410,500	\$646,970
2008	\$233,303	\$233,303	–	\$187,778	\$421,081
2009	\$233,303	\$89,875	\$143,428	\$78,706	\$312,009
2010	\$302,000	\$143,428	\$302,000	\$427,650	\$729,650
2011	\$295,000	\$560,852	\$36,148	\$418,432	\$713,432
2012	\$295,000	\$331,148	–	\$661,884	\$956,884
2013	\$288,000	\$288,000	–	\$261,480	\$549,480
2014	\$300,000	\$300,000	–	\$308,606	\$608,606
2015	\$300,000	\$300,000	–	\$360,654	\$660,654
Total	\$2,845,134	\$2,845,134	–	\$3,779,705	\$6,624,839

¹ Source: Cooperative Agreements between NPS and NAH Alliance.

² Source: SF 270 forms FY2005-2012, Cooperative Agreement Work Plans FY2013-2015.

³ Source: Audited financial statements, additional NAH Alliance documentation.

⁴ FY 2005 does not include \$72,781 in non-Federal cash raised by AHF prior to NAHA's designation (Dec 2003-Sep 2004).

⁵ Total Investments Received = NPS/NHA Funds Allocated + Matching Funds Received.

and balance sheets for unaudited years. The NAH Alliance Executive Director also provided back-up documentation and other financial documents, including standard Federal reporting forms that were submitted to the NPS Midwest Regional Office.

Our review of NAH Alliance audits and financial documents indicated that between FY2005 and 2015, \$6,624,839 in financial resources were received by the NAH Alliance. Table 4.1 presents an overview of the NPS Heritage Partnership Program (HPP) investments received and expended each year by NAH Alliance from 2005 to 2015. In total, the NAHA was allocated \$2,845,134 in HPP funds and had spent the entire allocation as of the end of FY2015.

In 4 of the 11 years reviewed, NPS HPP funding was not fully spent during the fiscal year in which it was allocated, and was therefore “carried over” to the following fiscal year. The NAH Alliance Executive Director explained that this situation occurred because the organization preferred to be conservative in its spending until it had knowledge (or official notice)

of the amount of the Federal allocation for each year. In some cases, this was late into the fiscal year, leaving the organization with short timeframes in which to draw down the funds. In addition, the NAH Alliance chose to include only cash sources as match rather than include in-kind sources to the greatest extent possible.

As required in its authorizing legislation, the NAH Alliance must match Federal HPP assistance equally with non-Federal funds. In doing so, the expectation is that the NAH Alliance will leverage its Federal assistance to secure additional funding in support of its mission. The NAH Alliance reported matching funds on SF 270 forms (FY2005-2012) and Cooperative Agreement Work Plans (FY2013-2015). However, its policy was to report as match only the 1:1 minimum amount (or slightly above) required by the legislation rather than report the full amount that it leveraged. In order to provide a more accurate representation of the matching funds generated, we have used the donation, interest, and other income reported on the audited financial statements as well as in-kind match

that was reported to NPS (for amounts not on the audit, documentation was provided to the evaluation team for FY2005, 2008, 2010, 2011, 2015 in which such in-kind donations were credited). In addition, prior to the NAHA’s designation the Aviation Heritage Foundation, Inc. (AHF, now operating as the NAH Alliance) brought in \$72,781 in private cash donations (Dec 2003 to Sep 2004)⁷.

Table 4.2 presents more information about the matching funds associated with each fiscal year in which NPS HPP funds were allocated. As noted above, the NAH Alliance reported its matching funds as exact to (or only slightly above) the 1:1 required match when submitting reports to the NPS Regional Office, so Table 4.2 draws values from the organization’s audited financial statements and other documents rather than relying solely on the SF 270 forms.

Overall from 2005 to 2015, NAH Alliance received \$2,845,134 in HPP funds and raised \$3,779,709 in matching funds. NAHA is not required to fully match within every fiscal year, but must do so collectively over the total period of funding (i.e., across years, the total amount of HPP funding expended must be less

than or equal to the total matching funds). This was the practice of the NPS Midwest Regional Office in order to recognize the cumulative nature of the heritage area projects and the long-term relationship under the cooperative agreement. Table 4.2 indicates that although there were 4 years in which it did not raise matching funds that equaled or exceeded their spending within-year, it raised a larger match in a prior year and was able to apply that year’s funding in order to be reimbursed. **NAH Alliance has successfully met the match requirement when considering the data cumulatively across 2005 – 2015.**

A core strategy that NAH Alliance employed to meet NAHA’s match requirement was “pass-through” or “flow-through” dollars. The most common example of this occurs when a donor wants to contribute funds to a member site for its work, but instead of donating directly to the member, the funds go first to the NAH Alliance, and then the NAH Alliance distributes the funds to the designated member. The NAH Alliance Executive Director indicated that this was done for a variety of reasons – to help quantify the total amount funding going to aviation heritage activities within the NAHA, to communicate to the public and donors that

Table 4.2 NPS/NAHA Funds and Matching Funds by Year

Year	NPS/NAHA Funds Expended	In Kind Match Received	Cash Match Received	Total Match Received	Match Ratio Equals or Exceeds 1:1
2005	\$141,590	\$35,469	\$274,254	\$236,943	Yes
2006	\$220,468	–	\$427,072	\$427,072	Yes
2007	\$236,470	–	\$410,500	\$410,500	Yes
2008	\$233,303	\$80,325	\$107,453	\$187,778	No
2009	\$89,875	–	\$78,706	\$78,706	No
2010	\$143,428	\$333,285	\$94,365	\$427,650	Yes
2011	\$560,852	\$235,778	\$182,654	\$418,432	No
2012	\$331,148	–	\$661,884	\$661,884	Yes
2013	\$288,000	–	\$261,480	\$261,480	No
2014	\$300,000	–	\$308,606	\$308,606	Yes
2015	\$300,000	\$97,500	\$263,154	\$360,654	Yes
Total	\$2,845,134	\$782,357	\$2,997,348	\$3,779,705	Yes

⁷ Information source: NAH Alliance Executive Director

aviation heritage was a significant economic driver in the NAHA, and to convey to donors that their contributions had an impact on a larger entity (the NAH Alliance) beyond a single organization or activity. Pass-through funds accounted for an average of 71 percent of the non-Federal cash revenue the NAH Alliance raised across the years reviewed, ranging from 19 percent to 99 percent in a given year. The NAH Alliance raised more unrestricted funds (funds that were not designated for a particular member site) in its first few years than in later years (\$242,549 per year average for the first three years compared to \$17,047 average per year for 2009-2015) as it chose to focus on raising funds for Alliance sites rather than seeking additional funding for operational expenses or staffing.

In addition to cash match, the NAH Alliance received in-kind contributions as indicated on their audited financial statements for some years. Contributions ranged from small project work, such as in-kind crane work donated by a local construction company to tens of thousands of dollars of in-kind support from the Port of Columbus and others for the production of the 100th anniversary of the World's First Cargo Flight. The NAH Alliance also received additional in-kind investments that were not listed in their audited financial statements, but for which they provided documentation and reported to NPS as match to draw down their HPP funds. In-kind contributions not listed in their audited financials include contributions that were received by the NAH Alliance on behalf of Alliance member site for a specific purpose for example, improvements to a partner's airplane hangar valued at \$183,178, and contributions directly for the NAH Alliance work, such as board volunteer time valued at \$18,300. Across all years reviewed, the match consisted of approximately 79 percent cash and 21 percent in-kind contributions (including the sources of match reported by NAH Alliance).

As noted, NAH Alliance generated more in-kind match than reported to NPS, as it reported it only if it in years it was needed to meet the match requirement in a given year. For example, the board has always been made of volunteers, but NAH Alliance only reported board time as in-kind donations in 2015. As noted earlier, time has been donated to the Alliance by a

descendant of the Wright Family who is a community leader, aviation heritage advocate, and major donor to aviation heritage.

To date, NAH Alliance has exceeded the overall 50 percent match requirement and generated additional funds beyond the match. Total leverage was \$9,328,466 from 2005 to 2015 (see Table 4.3). Leverage includes all matching funds as well as funds that were either ineligible as match because they were from other Federal sources, or funds that were not designated by NAH Alliance as match due to the reporting approach taken by the organization. These additional sources include:

- A total of \$221,020 in non-HPP funds received from NPS, designated for specific projects, such as the restoration of historic furnishings in the former Wright Brothers' home.
- Over \$500,000 in assets transferred to the AHF upon the sunset of the Dayton Aviation Heritage Commission (see history of NAH Alliance in Section 2). These included \$512,741 in real estate (two historic properties that were originally donated to the DAHC by the City of Dayton and BankOne), and \$15,000 in historic artifacts (collection of Paul Laurence Dunbar poetry purchased by the DAHC).
- \$3 million allocated to the City of Dayton through the State of Ohio's Clean Ohio Revitalization Fund for the demolition and environmental cleanup of the Wright Company Factory Site.
- The T-Connector Bridge and Tunnel (value \$1,800,000), built by Greene County Parks to link the Huffman Prairie Flying Field Interpretive Center to trail systems in the area.

NAHA has raised over \$12 million with both HPP allocations and leveraged resources. Additional volunteer time also was generated, most of which is not accounted for in Table 4.3.

4.2 Use of Financial Resources

NAH Alliance uses Heritage Partnership Program funding to support operational expenses including salary and administration funds, as well as

Table 4.3 All Investments Received by Year

Year	NPS/NHA Funds Allocated	Other NPS Funds Allocated ¹	In-Kind Federal Resources Received	In-Kind State Funds Generated	In-Kind Local Gov't Funds Generated	Cash Match Received	In-kind Match Received	Total Leverage Generated ²	Total Investments Generated ³
2005	\$165,000	\$20,000	\$527,741			\$201,474	\$35,469	\$857,464	\$1,022,464
2006	\$197,058	\$10,000				\$427,072	\$0	\$437,072	\$634,130
2007	\$236,470	\$23,500			\$1,800,000	\$410,500	\$0	\$2,234,000	\$2,470,470
2008	\$233,303	\$0				\$107,453	\$80,325	\$187,778	\$421,081
2009	\$233,303	\$26,359				\$78,706	\$0	\$105,065	\$338,368
2010	\$302,000	\$0				\$94,365	\$333,285	\$427,650	\$729,650
2011	\$295,000	\$20,000				\$182,654	\$235,778	\$438,432	\$733,432
2012	\$295,000	\$31,000				\$661,884	\$0	\$692,884	\$987,884
2013	\$288,000	\$0		\$3,000,000		\$261,480	\$0	\$3,261,480	\$3,549,480
2014	\$300,000	\$13,440				\$308,606	\$0	\$322,046	\$622,046
2015	\$300,000	\$76,721				\$263,154	\$97,500	\$437,375	\$737,375
Total	\$2,845,134	\$221,020	\$527,741	\$3,000,000	\$1,800,000	\$2,997,348	\$782,357	\$9,328,466	\$12,173,600

¹ Verified in one or more of: Cooperative Agreement, SF 270, SF 424

² Federal funds associated with DAHC were transferred to AHF [NAH Alliance] prior to NAHA's designation (\$457,570); these funds do not appear in AHF's 2005 audit and were spent prior to NAHA's designation, so are not included as leverage here

³ Total Investments Generated = NPS/NHA Funds Allocated + Total Leverage Generated

programmatic activities. As noted above, \$2,845,134 has been received as Heritage Partnership Program funds through NPS between 2005 and 2015. These were matched with cash and in-kind donations, some of which were restricted by the donor.

From 2005 to 2015, expenditures for NAH Alliance have been in line and consistent with funds received, totaling \$5,638,006 divided between operational expenses and program activity expenses as displayed in Table 4.4. Operational expenses included the day-to-day spending by the NAH Alliance on personnel salaries as well as items such as utilities, office equipment, certain kinds of consulting, and other administrative expenses. Programmatic expenses are those resources dedicated to the NAHA activities that were described in Section 3. Starting in 2007, NAH Alliance began apportioning half of the overall staff compensation expenses to programmatic expenses (leaving the other half categorized as operational) because staff members contribute directly to various activities and programs. Between 2005 and 2015, NAH Alliance has spent \$1,368,324 in operational expenses and \$4,269,680 in program expenses.

Table 4.4 NHA Operational and Program Expenses by Year

Year	Operational Expenses	Program Expenses	Total Expenses
2005	\$126,463	\$280,811	\$407,274
2006	\$144,424	\$375,332	\$519,756
2007	\$127,393	\$408,785	\$536,178
2008	\$96,064	\$225,306	\$321,370
2009	\$97,083	\$189,170	\$286,253
2010	\$97,301	\$337,705	\$435,006
2011	\$130,640	\$394,335	\$524,975
2012	\$110,883	\$867,802	\$978,686
2013	\$115,139	\$411,208	\$526,347
2014	\$156,417	\$455,817	\$612,235
2015	\$166,517	\$323,409	\$489,924
Total	\$1,368,324	\$4,269,680	\$5,638,004

Note: In audited or accountant-reviewed years (2005, 2006, 2008, 2010, 2011, 2013), utilities are included as operational expenses; in other years they are included as program expenses. Beginning in 2007, salaries, wages, and payroll tax expenses are split evenly between operational and program expenses.

The NAH Alliance expended funds in fulfillment of the NHA goals and objectives specified in the legislation. The financial audits (and backup documentation from non-audited years) from 2005 to 2015 categorized expenses into numerous categories that varied somewhat across years, and that do not align one-to-one with the activity categories that the evaluation team and the NAH Alliance staff developed during the Meet and Greet visit in December 2015; these appear in the NAHA logic model and are described in Section 3. Therefore, the NAH Alliance leadership considered each of the audit’s expense categories, assigning it to one of the five activity categories from the logic model. An audited expense category might actually include individual items that fit into more than one activity category; for example, “Wright Brothers’ sites” expenses were always assigned to the “Preservation & Development of Historical & Cultural Resources”

category, even though efforts related to the WCFS could also be legitimately described as “Economic Development & Community Revitalization.” Another example is that staff expenses (salaries, wages, and payroll taxes) that went toward program activities are fully allocated to the “Economic Development & Community Revitalization” category, and are the only expenses represented in that category. Therefore, Table 4.5, showing expenses across activity areas by year, provides a general sense of the relative expenditures across areas, but they should not be considered a direct representation of the content of the activity areas described in Section 3.

The largest expenditures have occurred in the area of Preservation & Development of Historical & Cultural Resources (58 percent of funding), which includes historical and cultural programs, spending

Table 4.5 NHA Program Expenses by Activity and Year

Year	Preservation & Development of Historical & Cultural Resources ¹	Education ²	Promotion & Tourism ³	Economic Development & Community Revitalization ⁴	Sustainable Stewardship ⁵	Total Program Expenses
2005	\$62,406	\$42,937	\$175,468			\$280,811
2006	\$186,179	\$3,821	\$185,332			\$375,332
2007	\$190,147		\$154,215	\$64,421		\$408,785
2008	\$123,525	\$575	\$35,034	\$66,172		\$225,306
2009	\$106,442	\$477	\$12,951	\$69,299		\$189,170
2010	\$186,404	\$9,467	\$71,598	\$70,236		\$337,705
2011	\$230,237		\$92,135	\$71,963		\$394,335
2012	\$670,730		\$123,977	\$73,095		\$867,802
2013	\$257,227		\$72,160	\$71,821	\$10,000	\$411,208
2014	\$279,492		\$94,901	\$71,424	\$10,000	\$455,817
2015	\$167,472		\$73,825	\$72,112	\$10,000	\$323,409
Total	\$2,460,261	\$57,277	\$1,091,596	\$630,543	\$30,000	\$4,269,680

¹ *Preservation & Development of Historical & Cultural Resources* include historical and cultural programs, Wright Brothers sites, consulting, technical and preservation assistance, dues and subscriptions, plan development, meetings, heritage area partners’ program expenses, volunteer expenses

² *Education* includes special commemorative event, education and outreach

³ *Promotion & Tourism* includes cooperative activities and image development, travel for air shows and exhibits, commemorative event, postage and printing, telephone, media placement and website maintenance, special events, marketing and area promotional materials

⁴ *Economic Development & Community Revitalization* includes salaries, wages, and payroll taxes

⁵ *Sustainable Stewardship* includes Salaries, wages, and payroll taxes

related to the Wright Brothers’ sites, some consulting, technical and preservation assistance to sites, dues and subscriptions, some plan development, some meetings, heritage area partners’ program expenses, and volunteer expenses. Much of it includes the pass-through dollars used for match that supports historical and cultural programs on behalf of member sites. As described in Section 3, the Promotion & Tourism category represents the second largest amount of spending (26 percent). As categorized here, the total includes cooperative activities and image development, travel for air shows and exhibits, some commemorative events, some postage/ printing/telephone, media placement and website maintenance, special events, and marketing and area promotional materials. An additional 15 percent of funds have gone toward Economic Development & Community Revitalization. Less than one percent of the funding has gone toward Education or Sustainable Stewardship activities relative to the other categories. Figure 4.1 depicts the overall proportions of spending in each activity area.

4.3 Impact of Investments

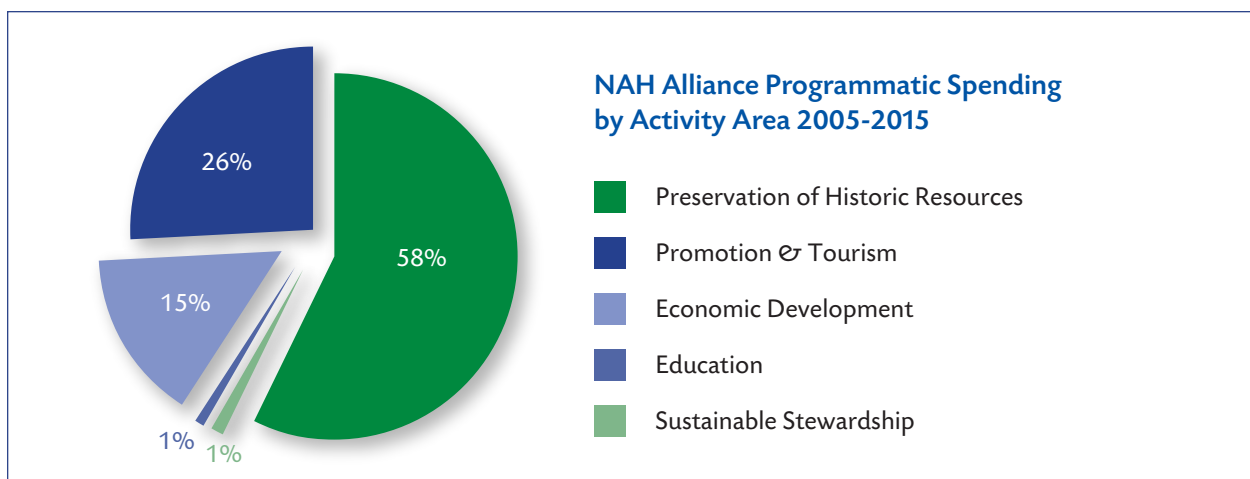
The evaluation assessed the investments made to NAH Alliance to promote the work of the heritage area and the impacts of these investments in helping accomplish the purpose of the legislation. Based on our analysis, NAH Alliance has successfully met and exceeded the 50 percent Federal funding match requirements over the entire funding period since 2005. NAH Alliance has been able to successfully

leverage the NPS Heritage Partnership Program funding dollars to attract funding from other sources. Of the funds available to NAH Alliance since 2005, 23 percent or \$2,845,134 were NPS/HPP Federal funds for NAHA, \$221,020 or 2 percent were other Federal funds, and 75 percent, or \$9,180,226, were non-Federal funds. In examining the use of NAH Alliance investments, the evaluation concludes that NAH Alliance has expended these funds in a manner that aligns with the goals and objectives specified in and the management plan.

4.4 Summary

This chapter outlines the direct investments from 2005 to 2015, usage of NPS/HPP funds and match, operational spending, programmatic spending by activity, and program expenditures. The NPS/HPP funding and Federal designation as an NHA have enabled the NAH Alliance to leverage millions of dollars in funds to engage in resource preservation, education, promotion, economic development, and stewardship. NAH Alliance has met the goals and objectives laid out in the management plan. However, the NAH Alliance limited its tracking of in-kind match and its reporting of combined match to what would meet the required match ratio against its allocation, which did not necessarily capture all of the value generated; therefore, these are likely underestimates. The following section further examines the financial sustainability of NAHA as well as other aspects of the NAHA’s sustainability.

Figure 4.1 NAH Alliance Expenditures by Program Type, Total 2005-2015



Section 5 – NAHA Sustainability

5.1 Defining Sustainability

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

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

Critical components of sustainability for an NHA include, but are not limited to:

- The coordinating entity and NPS honoring the legislative mandate of the NHA;
- The coordinating entity’s management capacity, including governance, adaptive management (such as strategic planning), staffing, and operations;
- Financial planning and preparedness including the ongoing ability to leverage resources in support of the local network of partners;
- Partnerships with diverse community stakeholders, including the heritage area serving as a hub, catalyst, and/or coordinating entity for on-going capacity building; communication; and collaboration among local entities;
- Program and project stewardship where the combined investment results in the improved

economic value and ultimately long-term quality of life of that region; and

- Outreach and marketing to engage a full and diverse range of audiences.

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

5.2 Honoring the Legislative Mandate of the NAHA

As stated in the legislation, the purpose of the National Aviation Heritage Area (NAHA) is to:

- (1) **encourage and facilitate collaboration** among the facilities, sites, organizations, governmental entities, and educational institutions within the Heritage Area **to promote heritage tourism and to develop educational and cultural programs for the public;**
- (2) **preserve and interpret** for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of **certain historic and cultural lands, structures, facilities, and sites** within the National Aviation Heritage Area;
- (3) **encourage** within the National Aviation Heritage Area a broad range of **economic opportunities** enhancing the quality of life for present and future generations;
- (4) **provide a management framework** to assist the State of Ohio, its political subdivisions, other areas, and private organizations, or combinations thereof, in preparing and implementing an integrated Management Plan **to conserve their aviation heritage and in developing policies and programs that will preserve, enhance, and interpret the**

cultural, historical, natural, recreation, and scenic resources of the Heritage Area; and

A more thorough discussion of the legislative mandate and its relation to NAHA's General Management Plan and other strategic plans appears in Section 3. Section 2 of the document also describes and assesses how NAH Alliance's management, leadership, and relationships with NPS and with stakeholder organizations aid in the development and sustainment of the NAHA.

5.3 NAH Alliance's Management Capacity

5.3.1 Governance, Leadership, and Oversight

Board Members

As discussed in Section 2, the NAHA is governed by the National Aviation Heritage Alliance (NAH Alliance), a 501(c)(3) non-profit organization headquartered in Dayton, OH, and governed by a Board of Trustees. Trustees have fiduciary authority over NAH Alliance, including assets, programs, fundraising, and policy. NAH Alliance's bylaws state that its Board of Trustees can have up to 40 individuals at a time; it currently has 16 designated trustee seats (one of these seats is vacant), 16 trustees at-large, and four members in an advisor capacity; please see Appendix G for a list of current trustees.

Designated trustees represent NAHA partner organizations, but cannot be paid staff of those organizations. The NAH Alliance bylaws specify that the designated trustees occupy a particularly specified position in each of the 16 organizations (e.g., there is a designated NAH Alliance Board of Trustees slot for the President of Air Camp). Designated trustees serve for the duration of their tenure in the position at the partner organization. *Trustees at-large* are meant to represent the geographical area covered by NAHA (eight-county region) and relevant sectors (including aviation business, non-profits, and public aviators). Vacancies are filled by vote of the Board of Trustees at the suggestion of the Nominating Committee, which prepares a slate of potential candidates. At-large trustees serve renewable 3-year terms. *Advisory* (or *Ex Officio*) positions are available for representatives from

NPS, the US Air Force, and Wright State University. These members do not have voting privileges on the board. Although there are a multitude of criteria that can be used to assess and evaluate a Board, one set of criteria that helps in assessing sustainability is the extent to which the Board has a clear understanding of its roles and responsibilities and fulfills these roles.

The Board's Executive Committee is responsible for facilitating board oversight of NAH Alliance, including policy, strategy, community advocacy, and financial and operational matters. It is composed of the Board officers (Chair, Vice Chair, Secretary, Treasurer) as well as the NAH Alliance Executive Director, the Board's Immediate Past Chair, and a representative from the Wright Family. Based on interviews with board members, it appears that the Executive Committee handles the bulk of the planning, leadership, and financial review for NAH Alliance, sharing information with the larger board on an as-needed basis and in preparation for full board votes. For the most part, board members we interviewed who do not sit on the Executive Committee felt that the work of the Executive Committee is transparent and that financial documents or other information would be available to them if they were to be requested.

Several other groups function in an advisory capacity to the board, but are not limited in membership to only Trustees (see Table 5.1; the Executive Committee and Nominating Committee are the only groups that are made solely of Trustees functioning as sub-groups within the Board). The current operating structure indicates that a Financial Development Council will work to raise and/or leverage financial resources; its duties are performed by the Executive Committee. Also of particular note is the Communicators' Council, composed primarily of marketing and communication representatives from aviation heritage partner organizations who meet bi-monthly and do not have official restrictions on number or entry criteria for membership (according to one member, there are currently about 30 active participants). This was described by respondents as an active and well-functioning group that provides opportunity for collaboration around cross-site marketing and promotions; examples of activities organized by the

Table 5.1 NAH Alliance Operating Structure: Committees and Advisory Groups

Name	Function/Purpose	Composition	Time Frame
Currently Operating			
Board of Trustees Executive Committee	Leadership; Facilitates planning and communication among trustees and stakeholders, financial and operational oversight	Chair, Vice Chair, Secretary, Treasurer, Executive Director, Immediate Past Chair, Wright Family Rep. ¹	2005-present
Board of Trustees Nominating Committee	Presents a slate of candidates for Officers or new trustees at-large	3+ members, appointed by Board Chair	2005-present
Communicators' Council	Provides opportunity for peer exchange and collaboration regarding communication and marketing activities among partner sites	Partner representatives who are responsible for the marketing or communication for their organization, self-selected	2014-present
Partners' Forum	Provide opportunity for "cross-exposure" of board members and partner sites; focus on volunteer development, fundraising, and community awareness	Board members, partner organization members, self-selected	2014-present <i>(little current activity)</i>
Previously Operating			
Financial Development Council	Identify, solicit, and secure financial resources for NAHA and partners	5-15 members appointed annually by Board of Trustees	2007-present ²
Director's Council	Review, prioritize, and implement strategic initiatives from the NAHA management plan	Executive directors of aviation heritage organizations and heritage tourism partners	2007-2014 <i>(replaced by Partners' Forum)</i>
Branding and Marketing Council	Develop and recommend overall branding and marketing strategy for NAHA	10-15 members appointed annually by Board of Trustees	2007-2014 <i>(replaced by Communicators' Council)</i>
Education Council	Facilitate coordination and communication between partners on experiential aviation education and STEM programs	Board members, partner organization members	2010-2011

¹ Judge Rice (previous chair of DAHC) also currently sits on this committee² Not currently operating – responsibilities performed by Executive Committee

Communicators' Council include the Aviation Writers Summit and the large lobby maps of NAHA sites (see Section 3 for descriptions).

Other groups currently see little activity or have transitioned into other entities over time. The Partner's Forum, for example, allows for members of partner organizations who may or may not be members of the Board to host a meeting for aviation heritage stakeholders about a particular topic. It was

established in 2014 as an alternative to the Directors' Council, which had lost momentum. The NAH Alliance Executive Director reports that the Partner's Forum is not currently very active, in part because its purpose is being met through the Communicator's Council and Grand Opening Regional Working Group. The Grand Opening Regional Working Group is a special purpose entity that includes board members and representatives of partner organizations (currently has 27 members) and provides the opportunity for

partner collaboration around the grand opening of the fourth building of the National Museum of the US Air Force in June 2016. It began operation in December 2015 and will draw to a close shortly after the event. Respondents spoke positively about the group, indicating that it represents a strong collaborative effort and that its momentum may carry over into other activities after it sunsets.

An aspect of the NAH Alliance’s Board is that designated trustees cannot be paid staff of the partner organizations that they represent. Our interviews revealed two somewhat different perspectives on the Board composition. For some stakeholders, this structure was viewed as facilitating collaboration, ensuring that the trustees are focused on the contribution to NAHA and not solely on their own organization’s stake. For other stakeholders, the composition was viewed as limiting sites’ representation in the operational work of the Alliance. The Director’s Council provided the opportunity for paid partner staff to provide input until it disbanded in 2014.

5.3.2 Staffing and Operations

NAH Alliance staff includes one full-time Executive Director, one half-time Deputy Director, and one half-time Director of Communications. The Executive Director serves on the Executive Committee of the Board of Trustees and functions as the Chief Operating Officer. The current Executive Director has held this position at NAH Alliance since the organization’s inception prior to NAHA’s designation, and was heavily involved in aviation heritage work for decades prior, providing experience, personal connections, and continuity to the role. The Deputy Director joined the staff in 2014 as Partner Relations and Program Manager, but was quickly promoted. One trustee indicated that she is participating in a local leadership program to develop her skills in that area; it was suggested that she would be a strong candidate for replacing the current Executive Director if he were ever to retire. The Director of Communications joined NAH Alliance staff in 2012 after retiring from a successful career as a journalist. In addition to his work as a staff member, he co-authored *The Dayton Air Show* and recently published *The Dayton Flight Factory*.

NAH Alliance staff has remained small over time, ranging from 1.0 – 2.0 FTE. Some stakeholders noted that the staff does a good job at stretching their resources, especially because staff members donate additional time beyond their paid hours. In addition, NAH Alliance benefits from the participation and collaboration of a member of the Wright Family, described by the Executive Director as a “super-volunteer.” Amanda Wright Lane is the great grand-niece to Orville and Wilbur Wright; she donates time, experience, and relationship-building resources to NAHA. Members of the NAH Alliance staff as well as partners noted the value of her support in bringing key individuals to the table and leveraging historic and financial resources to further NAHA’s goals.

NAH Alliance staff members have frequent communication with the Board of Trustees. As mentioned above, the Executive Director sits on the Executive Committee. In addition, the other two NAH Alliance staff members attend the board meetings and provide updates and information, as appropriate. The Director of Communications is actively involved in the Communicators’ Council. NAH Alliance staff members are also in email and phone communication with either the entire Board or relevant members, as called for by various situations.

5.3.3 Strategic Planning and Adaptive Management

NAH Alliance staff and Board have demonstrated a commitment to strategic planning and, through these planning processes, an ability to adapt and shift their focus. At the time of NAHA’s designation, NAH Alliance had been through a strategic planning process that very year (2004). Over the next several years, it engaged in the preparation of a General Management Plan (GMP) for NAHA, as required by its authorizing legislation. Additional strategic plans were approved in 2007 and 2014. The same consulting firm, Strategic Leadership Associates, facilitated the development of all three strategic plans.

Table 5.2 lists each plan, its purpose, and the major strategic goals (labeled core strategies in some plans). As noted at the beginning of this Section, NAHA’s authorizing legislation focused on facilitating

partner collaboration, promoting heritage tourism, developing educational programs, preserving and interpreting historic assets, and encouraging economic opportunities. Although the first two strategic plans and GMP had strategic goals that corresponded to these, the plans emphasized marketing, branding, and promotion of tourism much more strongly than the other goals. According to NAH Alliance’s Executive Director, the 2004 strategic plan focused on aviation heritage organizations working together, while the 2007 plan reflected a greater emphasis on marketing and heritage tourism promotion. This shift

was prompted by the 2005 study (see Section 3) indicating a lack of public awareness that the Wright Brothers were from Dayton, by Alliance sites’ needs to draw more visitors to financially support their operations, and by the potential to generate earned media by working collectively. Both plans (2004 and 2007) have a financial component that proposes ways to address both the NAH Alliance’s and members’ financial needs. The 2004 plan suggested possible funding sources (e.g., Federal and state grants, corporate sponsorship, private philanthropy, financial institutions) and the different NAH Alliance activities

Table 5.2 List of NAHA Strategic Plans, Purposes, and Goals

Year	Name	Purpose	Goals/Strategies
2004	Strategic Plan 2010 <i>Aviation Heritage Foundation</i>	Described the mission and vision and proposed the first 5-year projection of its accomplishments	<ul style="list-style-type: none"> • Create a Culture of Cooperation • Brand and Market the Dayton Region • Leverage Funding • Support Aviation History and Heritage Education and Resources
2005–2008	General Management Plan <i>National Aviation Heritage Area</i>	Identified core strategies to act upon the purposes specified in the legislation	<ul style="list-style-type: none"> • Create a Culture of Cooperation • Brand and Market the Dayton Region • Leverage Funding • Support Aviation History and Heritage Education and Resources
2007	Strategic Plan 2012 <i>Aviation Heritage Foundation</i>	Reevaluated and modified strategies to facilitate projected accomplishments for the next 5 years taking into account the increased ongoing activities associated with its heritage partners	<ul style="list-style-type: none"> • Convene Aviation Heritage Tourism Partners • Brand the Dayton Region and NAHA • Advocate and Leverage Funding for NAHA and Partners • Solicit Collaborators and Identify Assets which Facilitate the “Grand Design” Vision
2014	Strategic Plan 2019 <i>National Aviation Heritage Alliance</i>	Reevaluated and modified strategies to facilitate projected accomplishments for the next 6 years with a focus on the Wright Company Factory site project and establishment of revenue stream if the Heritage Partnership Program funding should end	<ul style="list-style-type: none"> • Promote Aviation Heritage Assets • Develop a Sustainable Organization • Preserve and Develop NAHA Heritage Assets • Preserve and Re-Develop the Wright Company Factory Site

and programs that can be funded by specific sources (e.g., marketing materials, larger-scale projects). The 2014 plan further examined staff capacity in relation to the financial need of the NAHA Alliance, resulting in additions to the organizational structure which included the addition of the Financial Development Council (which focused on the fundraising and development leadership of the Alliance) and a Fundraising and Development Consultant position (on a “as needed” basis).

For the 2014 strategic plan, there was a shift in focus yet again to address the financial need of the NAH Alliance as a whole (rather than individual members’ financial needs as it was in previous plans) in preparation for the sunset of the Heritage Partnership Program (HPP) funding. The development of the WCFS, viewed as a potential source of revenue for the NAH Alliance (see Section 3), was added as a distinct goal, and cultivating cooperation was expressed as objectives or initiatives for each of the four strategic goals identified rather than stated as a separate goal. The strategic plan describes and analyzes possibilities around the WCFS, identifying factors influencing the development of the site. Furthermore, a significant objective of the fundraising strategy is to provide funds for purchasing the WCFS, which in turn, represents the main opportunity for sustainability in the absence of Heritage Partnership Program funding.

As another example of adaptability, structural changes to the Board of Trustees have reflected important additions to the aviation heritage organizational landscape. Between 2010 and 2014, NAH Alliance’s bylaws (developed in 2004) were amended to include designated trustee positions for four additional partner sites (the Wright Image Group, Inc., the Armstrong Air & Space Museum, Grimes Flying Lab Foundation, and Air Camp). In addition, various committees and councils have been added or removed based on need, participation, and level of support.

Finally, it is important to mention that when NAHA was originally designated, the average yearly allocation has been 39 percent of the maximum average yearly amount authorized. The 2004 strategic plan projected, for example, \$500,000 per year in HPP funding,

complemented by \$100,000 per year in state and local government funding and \$400,000 per year in private philanthropy. Instead, HPP allocations have ranged from \$165,000 to \$300,000 per year, state and local government funding has not been consistently garnered, and private donations have been primarily geared toward aviation heritage partner activities rather than usable for NAH Alliance operations and/or its own direct activities. The NAH Alliance’s increasing focus on marketing and promotion and its more recent heavy prioritization on the WCFS as a potential funding stream represent its adaptation to the reality of this funding situation. Numerous stakeholders noted that private donations are hard to come by, as Dayton’s economy is struggling, and some added that aviation heritage organizations already compete for a relatively discrete pool of dollars available.

The NAHA is perceived as a value added resource to the region in several ways—via its status as a Heritage Area with nationally important assets, the NAH Alliance’s marketing and promotional work, and the NAH Alliance’s role as convener and collaborator. With the limited amount of funding the organization receives from the Heritage Partnership Program, the Alliance has focused its efforts on core strategic activities (promotion and marketing) rather than distributing grants to its member sites.

5.3.4 Monitoring and Recordkeeping

NAH Alliance has demonstrated some capacity for monitoring and record keeping. “Year in Review” documents presented at its annual meetings provide a snapshot (that varies in detail by year) of the state of the heritage area for the year, highlighting key activities accomplished by NAH Alliance members. As noted in Section 4, our methodology relies on audited financial statements as a verified and credible source of accounting information; however, NHAs are not required to have audits performed every year unless Federal funds exceed a \$500,000 threshold. The NAH Alliance voluntarily underwent the audit process for some of the years reviewed and provided other documentation for years in which an audit was not conducted. Also noted in Section 4, the NAH Alliance documented the 1:1 match required by its

authorizing legislation, but did not track the additional in-kind value generated beyond what was needed to meet this requirement. As a result, it is difficult to accurately represent the full financial value of the NHA fundraising. Lastly, the NAH Alliance does not collect data on many of its intended outcomes, and therefore we lack measures of its progress in some areas (for example, increased tourism or public awareness). This lack of data collection is consistent with what was found in some of the prior NHA evaluations. To date, data collection is not stipulated as a requirement of NHA funding, and, consequently, NHAs often do not have the human resource capacity or infrastructure to collect data on outcomes.

5.4 Partnerships

NAHA has a structure that formalizes partnerships with key aviation heritage organizations and provides opportunities for outside participation. NAH Alliance staff work with partners spanning government agencies and lawmakers, non-profits, economic and community development organizations, educational institutions, the media, and other public and private sector entities. Currently, NAHA has 16 formal partnerships via Board of Trustee designated seats (see below) which have been referred to as NAH Alliance member sites throughout this document. In addition, NAHA has 35 informal partnerships that help to increase opportunities for advancing NAHA's goals. The following organizations are represented on the NAH Alliance Board of Trustees through designated seats:

- Aviation Trail, Inc.*
- Dayton History*
- Dayton Montgomery CVB
- Greene County CVB
- Greene County Historical Society
- National Aviation Hall of Fame
- Ohio History Connection*
- Air Force Museum Foundation
- US Air and Trade Show
- Waco Historical Society
- Wright B Flyer, Inc.
- Wright Family
- Wright Image Group

- Historic Grimes Field/Grimes Flying Lab Foundation
- Air Camp
- Armstrong Air & Space Museum Association

Ex Officio board advisory positions are available to the National Park Service, US Air Force*, and Wright Patterson Air Force Base* (*asterisk indicates ownership of DAHNHP site); Wright State University Special Collections and Archives are also represented by a liaison. Current Trustees-at-Large include local businesspersons, a school social worker, a lawyer, retired Air Force personnel, a judge, an emeritus professor, and a museum curator. Although the bulk of aviation-related partners are located in or near Dayton, NAHA spans an eight-county region in which other resources exist as well; some counties have much stronger representation than others. Beyond NAH Alliance's large board, the content of partner relationships can include collaboration on activities, technical assistance or advice, funding, advocacy, and knowledge-sharing. Partners include national Congresspersons, Ohio state legislators, County organizations (e.g., Parks and Trails), local libraries, educational institutions, local businesses and foundations, community and development organizations, the local and national media, donors, volunteers, and local residents.

The NAH Alliance consists of the member sites listed above. Individual member sites do not rely on the NAH Alliance as a source of financial support, but recognize its contribution to convening member sites, partners, and stakeholders; coordinating efforts, promoting, and marketing the aviation heritage; and providing key linkages between sites that contribute to a more robust visitor experience.

The NPS provides funding as well as technical and administrative assistance to the NAH Alliance. Funding is established through a cooperative agreement between NAH Alliance (on behalf of NAHA) and NPS. DAHNHP owns the historic home in which the NAHA headquarters are located and the NAH Alliance staff have their offices. This space is provided to NAHA free of charge, allowing them to conserve their limited

funding in other ways as opposed to renting office space. In addition, DAHNHP lends human resources to operate events and educate the public, loans its flight simulator for events, and provides technical assistance (e.g., as noted earlier, NPS developed and authored the NAHA Long-Range Interpretive Plan necessary for approval of the General Management Plan and required by its authorizing legislation). Further, as a tourist site, DAHNHP attracts visitors to the region, who then access other NAHA sites. They work together toward specific events or activities, such as the NAHA booth at airshows and exhibition events. The superintendent of DAHNHP, for example, regularly attends NAH Alliance board meetings in an advisory role.

The NAH Alliance provides DAHNHP with opportunities for promotion and advertising, advocacy, partnership, and networking. For example, NAH Alliance has more financial flexibility, able to spend its revenue for promotion when DAHNHP is limited by its own funding restrictions. Several stakeholders indicated that NAH Alliance played a key advocacy role in supporting expansion of the park boundary to include Hawthorn Hill and WCFS.

In addition to working directly with DAHNHP, the NAH Alliance participates in and benefit from meetings organized and funded through the NPS Midwest Regional Office. The NAH Alliance’s Executive Director indicated that he sometimes attends such meetings, and noted that they are an opportunity for sharing ideas across the heritage areas’ management entities, but to date there have been no specific collaborative activities.

5.5 Financial Sustainability

5.5.1 NAH Alliance Need for Financial Resources

NAHA’s NPS HPP funding is slated to sunset in 2019. Although the authorized funding could be extended, the NAH Alliance Board of Trustees is considering possible sources to replace this funding in the event that it is not extended. The HPP funding is the primary source of funding for the NAH Alliance’s operations. To date, much (71 percent) of NAH Alliance’s cash

income beyond Federal HPP and other NPS funds (see Section 4) has included pass-through funds (these pass-through funds were used to meet the match requirement as explained in Section 4.1) that are donated to the NAH Alliance in support of designated members or activities and cannot be used to support the operational expenses of the NAH Alliance. The total unrestricted contributions, interest income, and other income that could be used to support operational expenses ranged from \$333,000 in 2007 to \$3,770 in 2014.

As discussed above, the NAH Alliance is actively pursuing the WCFS as a potential source of sustainable funding. Much progress has been made, including environmental cleanup and demolition of structures unrelated to the original Wright Factory, improvements to the site’s appearance, addition of the site to the boundary of the DAHNHP (making it eligible for Federal funding), the generation of interest among organizations for potential investment, and, most recently, securing state funding (currently awaiting the governor’s signature) to acquire the property. A remaining barrier will be navigating the political and community landscape to develop it to the point where it generates revenue.

For any other funding that might come available, the NAH Alliance could experience competition with one or more of its members as well as other organizations. Several stakeholders noted the difficult funding environment in which the NAH Alliance operates, expressing the view that there is a very limited pool of local donors and/or government sources available and that they perceive competition with the Alliance for some of these resources.

Without HPP funding, there is currently not an alternative source that would be significant enough to supply the NAH Alliance with operational funds to continue at its current capacity, especially in the medium- or long-term. Given the funding environment and the small capacity of the NAH Alliance (i.e., less than x FTEs), the NAH Alliance should consider developing a strategic business plan to sustain and grow their capacity. NPS has found in its sustainability study, for example, that organizations

particularly at risk of closing are those that have fewer than three staff. A strategic business plan for the NAH Alliance could focus on identifying the sources of funds that might be especially suited for a collaborative organization or those that they might be most competitive for as a collaborative but can regrant to member organizations. The plan might also include areas of programming that the NAH Alliance might take on, either alone or in collaboration with other members. In addition, the WCFS might offer a vehicle for attracting additional funding.

5.5.2 NAHA Need for Financial Resources

Table 5.3 presents Federal revenue received, non-Federal funds received; and total expenses by year. As the table shows, total Federal revenue has remained fairly steady, ranging from an early low of \$207,058 in 2006⁸ to a recent high of \$376,721 in 2015. In HPP funding alone, the NAHA has thus far been allocated just \$2,845,134 of the \$10 million that was authorized in the original enabling legislation.

Table 5.3 also shows the leveraging strength of the NAH Alliance. Nearly \$8.6 million in non-Federal revenue been generated by the NAH Alliance. It should be noted that in-kind support that was either provided directly to the NAH Alliance or leveraged on behalf of a member site appears as revenue in this table, but not in expenses; if we consider only cash revenue directly into the NAH Alliance, then its income still exceeds expenses, but by a smaller amount (direct cash income is \$6,063,502). The NPS funding has provided NAHA with flexibility to leverage other resources that can help promote and market other aviation heritage sites. A number of interviewees believe that NPS funding allows NAH Alliance to do something that other organizations have not traditionally done, that is bring disparate groups together for the purpose of advancing the heritage area. In addition, the NAH Alliance brings in resources and support that benefit the overall region. However, as noted above, the NAH Alliance

has few funding sources for operations other than those originating from NPS. The WCFS is intended to be utilized for revenue production (in addition to other purposes, such as historic preservation); however if this does not come to fruition, no viable alternatives have been developed. If NPS funding is discontinued, the general view among those interviewed is that activities will likely be slowed and few if any other organizations would bring groups together in a similar capacity. Progress on the WCFS would be inhibited and potentially halted. Member sites, particularly the smaller or less resourced ones, would be affected by the absence of the its marketing and promotion efforts, its convening and coordinating role, and its advocacy. This could mean less public awareness of the sites and fewer opportunities for collaboration, cross-marketing, and activity alignment or partnership. Some stakeholders, however, expressed their perception that their operations would remain relatively the same in the absence of the NAH Alliance, but it was remarked that losing the NAHA designation or status would represent a loss (of implied legitimacy and/or Federal support) and losing the active role of the NAH Alliance would result in major setbacks related to publicity and connectedness to other sites.

5.6 Sustainability Summary

The evaluation found that the NAH Alliance has several components of sustainability in place. It has the necessary governance to operate a sustainable NHA. The Board of the NAH Alliance has an ongoing role in planning and approving the direction of the staff, and effective communication with the staff. It is fairly large (currently 32 members and 4 advisors), but attendance at meetings is strong (approximately 15-21 attendees). Most respondents felt that the board functions well, has an appropriate mix of expertise, and is structured effectively (i.e., having both designated and at-large trustees, requiring designated trustees to be volunteers rather than paid staff). There has also been stability and some small growth in the capacity of the staff, although it remains small. The Executive Director has been consistent since the NHA's inception and there are other staff with skills and background experience to provide support as well as resources for succession. However, if NAHA Alliance is considering to grow and

⁸ The high value of \$712,741 in 2005 includes over \$500,000 of in-kind property inherited from a Federal commission that preceded the NAH Alliance; the HPP allocation was \$185,000 for that year.

Table 5.3 Federal Funds Received, Non-Federal Funds Received, Total Revenue and Total Expenses by Year in US Dollars

Year	Federal Revenue ¹	Non-Federal Revenue ²	Total Revenue	Expenses
2005	\$712,741 ³	\$236,943	\$949,684	\$407,274
2006	\$207,058	\$427,072	\$634,130	\$519,756
2007	\$259,970	\$2,210,500	\$2,470,470	\$536,178
2008	\$233,303	\$187,778	\$421,081	\$321,370
2009	\$259,662	\$78,706	\$338,368	\$286,253
2010	\$302,000	\$427,650	\$729,650	\$435,006
2011	\$315,000	\$418,432	\$733,432	\$524,975
2012	\$326,000	\$661,884	\$987,884	\$978,686
2013	\$288,000	\$3,261,480	\$3,549,480	\$526,347
2014	\$313,440	\$308,606	\$622,046	\$612,235
2015	\$376,721	\$360,654	\$737,375	\$489,924
Total	\$3,593,895	\$ 8,579,705	\$12,173,600	\$5,638,004

¹ This includes NPS HPP funding allocated, NPS non-HPP funding allocated, and any other Federal funding sources allocated (not necessarily expended).

² This includes all revenue, both cash and in-kind, match and leverage that is non-Federal in origin.

³ This includes over \$500,000 of in-kind property inherited from a Federal commission that preceded the NAH Alliance.

expand its activities, additional staff will be necessary to meet the increasing demands associated with growth and expansion.

Strategic planning is an important aspect of sustainability in which the NAH Alliance has actively engaged. The NAH Alliance has completed three strategic plans and a General Management Plan. It has shifted its sights to be even more focused on marketing and promotion, and has altered board structures appropriately to adapt to contextual conditions.

Both the NPS funding and the NHA designation are essential to the sustainability of the NAHA. The funding has provided flexibility, a consistent source of operational funds, and ability to leverage other resources. If the NPS funding is discontinued, progress likely will be slowed and many of NAH Alliance's efforts would not be able to continue unless resources could be obtained to support the operations. For the

moment, plans for financial stability rest on the success of the WCFS development. Stakeholders' perceptions about how realistic it would be for this project to come to fruition varied, but many were hopeful. The NHA designation is also a contributing factor to the success and sustainability of the NAH Alliance. Having the NHA designation provides credibility and a sense of pride to the NAH Alliance members and community members, and is believed to be a factor in attracting funding to the NAHA region.

Appendix 1 – Authorizing Legislation

PL 108-447

December 8, 2004

TITLE V—NATIONAL AVIATION HERITAGE AREA

SEC. 501. SHORT TITLE.

This title may be cited as the “National Aviation Heritage Area Act.”

SEC. 502. FINDINGS AND PURPOSE.

(a) FINDINGS.—Congress finds the following:

(1) Few technological advances have transformed the world or our Nation’s economy, society, culture, and national character as the development of powered flight.

(2) The industrial, cultural, and natural heritage legacies of the aviation and aerospace industry in the State of Ohio are nationally significant.

(3) Dayton, Ohio, and other defined areas where the development of the airplane and aerospace technology established our Nation’s leadership in both civil and military aeronautics and astronautics set the foundation for the 20th Century to be an American Century.

(4) Wright-Patterson Air Force Base in Dayton, Ohio, is the birthplace, the home, and an integral part of the future of aerospace.

(5) The economic strength of our Nation is connected integrally to the vitality of the aviation and aerospace industry, which is responsible for an estimated 11,200,000 American jobs.

(6) The industrial and cultural heritage of the aviation and aerospace industry in the State of Ohio includes the social history and living cultural traditions of several generations.

(7) The Department of the Interior is responsible for protecting and interpreting the Nation’s cultural and historic resources, and there are significant examples of these resources within Ohio to merit the involvement of the Federal Government to develop programs and projects in cooperation with the Aviation Heritage Foundation, Incorporated, the State of Ohio, and other local and governmental entities to adequately conserve, protect, and interpret this heritage for the educational and recreational benefit of this and future generations of Americans, while providing opportunities for education and revitalization.

(8) Since the enactment of the Dayton Aviation Heritage Preservation Act of 1992 (Public Law 102–419), partnerships among the Federal, State, and local governments and the private sector have greatly assisted the development and preservation of the historic aviation resources in the Miami Valley.

(9) An aviation heritage area centered in Southwest Ohio is a suitable and feasible management option to increase collaboration, promote heritage tourism, and build on the established partnerships among Ohio’s historic aviation resources and related sites.

(10) A critical level of collaboration among the historic aviation resources in Southwest Ohio cannot be achieved without a congressionally established national heritage area and the support of the National Park Service and other Federal agencies which own significant historic aviation-related sites in Ohio.

(11) The Aviation Heritage Foundation, Incorporated, would be an appropriate management entity to oversee the development of the National Aviation Heritage Area.

(12) Five National Park Service and Dayton Aviation Heritage Commission studies and planning documents: “Study of Alternatives: Dayton’s Aviation Heritage,” “Dayton Aviation Heritage

National Historical Park Suitability/Feasibility Study,” “Dayton Aviation Heritage General Management Plan,” “Dayton Historic Resources Preservation and Development Plan,” and Heritage Area Concept Study, demonstrated that sufficient historical resources exist to establish the National Aviation Heritage Area.

(13) With the advent of the 100th anniversary of the first powered flight in 2003, it is recognized that the preservation of properties nationally significant in the history of aviation is an important goal for the future education of Americans.

(14) Local governments, the State of Ohio, and private sector interests have embraced the heritage area concept and desire to enter into a partnership with the Federal Government to preserve, protect, and develop the Heritage Area for public benefit.

(15) The National Aviation Heritage Area would complement and enhance the aviation-related resources within the National Park Service, especially the Dayton Aviation Heritage National Historical Park, Ohio.

(b) PURPOSE.—The purpose of this title is to establish the Heritage Area to—

(1) encourage and facilitate collaboration among the facilities, sites, organizations, governmental entities, and educational institutions within the Heritage Area to promote heritage tourism and to develop educational and cultural programs for the public;

(2) preserve and interpret for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of certain historic and cultural lands, structures, facilities, and sites within the National Aviation Heritage Area;

(3) encourage within the National Aviation Heritage Area a broad range of economic opportunities enhancing the quality of life for present and future generations;

(4) provide a management framework to assist the State of Ohio, its political subdivisions, other areas, and private organizations, or combinations

thereof, in preparing and implementing an integrated Management Plan to conserve their aviation heritage and in developing policies and programs that will preserve, enhance, and interpret the cultural, historical, natural, recreation, and scenic resources of the Heritage Area; and

(5) authorize the Secretary to provide financial and technical assistance to the State of Ohio, its political subdivisions, and private organizations, or combinations thereof, in preparing and implementing the private Management Plan.

SEC. 503. DEFINITIONS.

For purposes of this title:

(1) BOARD.—The term “Board” means the Board of Directors of the Foundation.

(2) FINANCIAL ASSISTANCE.—The term “financial assistance” means funds appropriated by Congress and made available to the management entity for the purpose of preparing and implementing the Management Plan.

(3) HERITAGE AREA.—The term “Heritage Area” means the National Aviation Heritage Area established by section 104 to receive, distribute, and account for Federal funds appropriated for the purpose of this title.

(4) MANAGEMENT PLAN.—The term “Management Plan” means the management plan for the Heritage Area developed under section 106.

(5) MANAGEMENT ENTITY.—The term “management entity” means the Aviation Heritage Foundation, Incorporated (a nonprofit corporation established under the laws of the State of Ohio).

(6) PARTNER.—The term “partner” means a Federal, State, or local governmental entity, organization, private industry, educational institution, or individual involved in promoting the conservation and preservation of the cultural and natural resources of the Heritage Area.

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

(8) TECHNICAL ASSISTANCE.—The term “technical assistance” means any guidance, advice, help, or aid, other than financial assistance, provided by the Secretary.

SEC. 504. NATIONAL AVIATION HERITAGE AREA.

(a) ESTABLISHMENT.—There is established in the States of Ohio and Indiana, the National Aviation Heritage Area.

(b) BOUNDARIES.—The Heritage Area shall include the following:

(1) A core area consisting of resources in Montgomery, Greene, Warren, Miami, Clark, Champaign, Shelby, and Auglaize Counties in Ohio.

(2) The Neil Armstrong Air & Space Museum, Wapakoneta, Ohio.

(3) Sites, buildings, and districts within the core area recommended by the Management Plan.

(c) MAP.—A map of the Heritage Area shall be included in the Management Plan. The map shall be on file in the appropriate offices of the National Park Service, Department of the Interior.

(d) MANAGEMENT ENTITY.—The management entity for the Heritage Area shall be the Aviation Heritage Foundation.

SEC. 505. AUTHORITIES AND DUTIES OF THE MANAGEMENT ENTITY.

(a) AUTHORITIES.—For purposes of implementing the Management Plan, the management entity may use Federal funds made available through this title to—

(1) make grants to, and enter into cooperative agreements with, the State of Ohio and political subdivisions of that State, private organizations, or any person;

(2) hire and compensate staff; and

(3) enter into contracts for goods and services.

(b) DUTIES.—The management entity shall—

(1) develop and submit to the Secretary for approval the proposed Management Plan in accordance with section 106;

(2) give priority to implementing actions set forth in the Management Plan, including taking steps to assist units of government and nonprofit organizations in preserving resources within the Heritage Area;

(3) consider the interests of diverse governmental, business, and nonprofit groups within the Heritage Area in developing and implementing the Management Plan;

(4) maintain a collaboration among the partners to promote heritage tourism and to assist partners to develop educational and cultural programs for the public;

(5) encourage economic viability in the Heritage Area consistent with the goals of the Management Plan;

(6) assist units of government and nonprofit organizations in—

(A) establishing and maintaining interpretive exhibits in the Heritage Area;

(B) developing recreational resources in the Heritage Area;

(C) increasing public awareness of and appreciation for the historical, natural, and architectural resources and sites in the Heritage Area; and

(D) restoring historic buildings that relate to the purposes of the Heritage Area;

(7) conduct public meetings at least quarterly regarding the implementation of the Management Plan;

(8) submit substantial amendments to the Management Plan to the Secretary for the approval of the Secretary; and

(9) for any year in which Federal funds have been received under this title—

(A) submit an annual report to the Secretary that sets forth the accomplishments of the management entity and its expenses and income;

(B) make available to the Secretary for audit all records relating to the expenditure of such funds and any matching funds; and

(C) require, with respect to all agreements authorizing expenditure of Federal funds by other organizations, that the receiving organizations make available to the Secretary for audit all records concerning the expenditure of such funds.

(c) USE OF FEDERAL FUNDS.—

(1) IN GENERAL.—The management entity shall not use Federal funds received under this title to acquire real property or an interest in real property.

(2) OTHER SOURCES.—Nothing in this title precludes the management entity from using Federal funds from other sources for authorized purposes.

SEC. 506. MANAGEMENT PLAN.

(a) PREPARATION OF PLAN.—Not later than 3 years after the date of the enactment of this title, the management entity shall submit to the Secretary for approval a proposed Management Plan that shall take into consideration State and local plans and involve residents, public agencies, and private organizations in the Heritage Area.

(b) CONTENTS.—The Management Plan shall incorporate an integrated and cooperative approach for the protection, enhancement, and interpretation of the natural, cultural, historic, scenic, and recreational resources of the Heritage Area and shall include the following:

(1) An inventory of the resources contained in the core area of the Heritage Area, including the Dayton Aviation Heritage Historical Park, the sites, buildings, and districts listed in section 202 of the Dayton Aviation Heritage Preservation Act of 1992 (Public

Law 102–419), and any other property in the Heritage Area that is related to the themes of the Heritage Area and that should be preserved, restored, managed, or maintained because of its significance.

(2) An assessment of cultural landscapes within the Heritage Area.

(3) Provisions for the protection, interpretation, and enjoyment of the resources of the Heritage Area consistent with the purposes of this title.

(4) An interpretation plan for the Heritage Area.

(5) A program for implementation of the Management Plan by the management entity, including the following:

(A) Facilitating ongoing collaboration among the partners to promote heritage tourism and to develop educational and cultural programs for the public.

(B) Assisting partners planning for restoration and construction.

(C) Specific commitments of the partners for the first 5 years of operation.

(6) The identification of sources of funding for implementing the plan.

(7) A description and evaluation of the management entity, including its membership and organizational structure.

(c) DISQUALIFICATION FROM FUNDING.—If a proposed Management Plan is not submitted to the Secretary within 3 years of the date of the enactment of this title, the management entity shall be ineligible to receive additional funding under this title until the date on which the Secretary receives the proposed Management Plan.

(d) APPROVAL AND DISAPPROVAL OF MANAGEMENT PLAN.—The Secretary, in consultation with the State of Ohio, shall approve or disapprove the proposed Management Plan submitted under this title not later than 90 days after receiving such proposed Management Plan.

(e) ACTION FOLLOWING DISAPPROVAL.—If the Secretary disapproves a proposed Management Plan, the Secretary shall advise the management entity in writing of the reasons for the disapproval and shall make recommendations for revisions to the proposed Management Plan. The Secretary shall approve or disapprove a proposed revision within 90 days after the date it is submitted.

(f) APPROVAL OF AMENDMENTS.—The Secretary shall review and approve substantial amendments to the Management Plan. Funds appropriated under this title may not be expended to implement any changes made by such amendment until the Secretary approves the amendment.

SEC. 507. TECHNICAL AND FINANCIAL ASSISTANCE; OTHER FEDERAL AGENCIES.

(a) TECHNICAL AND FINANCIAL ASSISTANCE.— Upon the request of the management entity, the Secretary may provide technical assistance, on a reimbursable or nonreimbursable basis, and financial assistance to the Heritage Area to develop and implement the management plan. The Secretary is authorized to enter into cooperative agreements with the management entity and other public or private entities for this purpose. In assisting the Heritage Area, the Secretary shall give priority to actions that in general assist in—

(1) conserving the significant natural, historic, cultural, and scenic resources of the Heritage Area; and

(2) providing educational, interpretive, and recreational opportunities consistent with the purposes of the Heritage Area.

(b) DUTIES OF OTHER FEDERAL AGENCIES.—Any Federal agency conducting or supporting activities directly affecting the Heritage Area shall—

(1) consult with the Secretary and the management entity with respect to such activities;

(2) cooperate with the Secretary and the management entity in carrying out their duties under this title;

(3) to the maximum extent practicable, coordinate such activities with the carrying out of such duties; and

(4) to the maximum extent practicable, conduct or support such activities in a manner which the management entity determines will not have an adverse effect on the Heritage Area.

SEC. 508. COORDINATION BETWEEN THE SECRETARY AND THE SECRETARY OF DEFENSE AND THE ADMINISTRATOR OF NASA.

The decisions concerning the execution of this title as it applies to properties under the control of the Secretary of Defense and the Administrator of the National Aeronautics and Space Administration shall be made by such Secretary or such Administrator, in consultation with the Secretary of the Interior.

SEC. 509. REQUIREMENTS FOR INCLUSION OF PRIVATE PROPERTY.

(a) NOTIFICATION AND CONSENT OF PROPERTY OWNERS REQUIRED.—No privately owned property shall be preserved, conserved, or promoted by the management plan for the Heritage Area until the owner of that private property has been notified in writing by the management entity and has given written consent for such preservation, conservation, or promotion to the management entity.

(b) LANDOWNER WITHDRAW.—Any owner of private property included within the boundary of the Heritage Area shall have their property immediately removed from the boundary by submitting a written request to the management entity.

SEC. 510. PRIVATE PROPERTY PROTECTION.

(a) ACCESS TO PRIVATE PROPERTY.—Nothing in this title shall be construed to—

(1) require any private property owner to allow public access (including Federal, State, or local government access) to such private property; or

(2) modify any provision of Federal, State, or local law with regard to public access to or use of private property.

(b) LIABILITY.—Designation of the Heritage Area shall not be considered to create any liability, or to have any effect on any liability under any other law, of any private property owner with respect to any persons injured on such private property.

(c) RECOGNITION OF AUTHORITY TO CONTROL LAND USE.— Nothing in this title shall be construed to modify the authority of Federal, State, or local governments to regulate land use.

(d) PARTICIPATION OF PRIVATE PROPERTY OWNERS IN HERITAGE AREA.—Nothing in this title shall be construed to require the owner of any private property located within the boundaries of the Heritage Area to participate in or be associated with the Heritage Area.

(e) EFFECT OF ESTABLISHMENT.—The boundaries designated for the Heritage Area represent the area within which Federal funds appropriated for the purpose of this title may be expended. The establishment of the Heritage Area and its boundaries shall not be construed to provide any nonexisting regulatory authority on land use within the Heritage Area or its viewshed by the Secretary, the National Park Service, or the management entity.

SEC. 511. AUTHORIZATION OF APPROPRIATIONS.

(a) IN GENERAL.—To carry out this title there is authorized to be appropriated \$10,000,000, except that not more than \$1,000,000 may be appropriated to carry out this title for any fiscal year.

(b) FIFTY PERCENT MATCH.—The Federal share of the cost of activities carried out using any assistance or grant under this title shall not exceed 50 percent.

SEC. 512. SUNSET PROVISION.

The authority of the Secretary to provide assistance under this title terminates on the date that is 15 years after the date that funds are first made available for this title.

SEC. 513. WRIGHT COMPANY FACTORY STUDY AND REPORT.

(a) STUDY.—

(1) IN GENERAL.—The Secretary shall conduct a special resource study updating the study required under section 104 of the Dayton Aviation Heritage Preservation Act of 1992 (Public Law 102–419) and detailing alternatives for incorporating the Wright Company factory as a unit of Dayton Aviation Heritage National Historical Park.

(2) CONTENTS.—The study shall include an analysis of alternatives for including the Wright Company factory as a unit of Dayton Aviation Heritage National Historical Park that detail management and development options and costs.

(3) CONSULTATION.—In conducting the study, the Secretary shall consult with the Delphi Corporation, the Aviation Heritage Foundation, State and local agencies, and other interested parties in the area.

(b) REPORT.—Not later than 3 years after funds are first made available for this section, the Secretary shall submit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report describing the results of the study conducted under this section.

Appendix 2 – Evaluation Methodology

Background and Purpose

In May 2008, Congress passed legislation⁹ which requires the Secretary of the Interior to evaluate the accomplishments of nine National Heritage Areas (NHAs) no later than 3 years before the date on which authority for Federal funding for each of the NHAs terminates. Based on findings of each evaluation, the legislation requires the Secretary to prepare a report with recommendations for the National Park Service's (NPS's) future role with respect to the NHA under review. Since this legislation passed, the NPS has adopted a policy to evaluate all NHAs, preferably three years prior to their funding sunset. All evaluations use a similar methodology, with minor refinements. The National Aviation Heritage Area was not one of the nine NHAs referenced in P.L. 110-229; however, it was selected for evaluation under this new policy.

The National Parks Conservation Association's Center for Park Management (CPM) conducted the first evaluation of Essex National Heritage Area in 2008. In 2010, CPM, in partnership with the NPS, then contracted with Westat to evaluate the next two NHA sites: Augusta Canals in Augusta, GA and Silos and Smokestacks in Waterloo, IA. Each evaluation was designed to answer the following questions, outlined in the legislation:

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

⁹ From P.L. 110-229, Section 462. EVALUATION AND REPORT, signed May 8, 2008

Westat has since completed 10 additional evaluations, and is currently performing three more. This document presents Westat's methodology for conducting these evaluations. This methodology includes: our core evaluation approach; evaluation design; associated data collection methods, sources, and measures; and analysis and reporting plans. Our methods build upon the methodology and instruments used in previous Augusta Canal and Silos and Smokestacks NHA evaluations.

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

Core Evaluation Approach

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

The evaluation will incorporate a collaborative approach with project stakeholders to ensure that it is relevant to all and is grounded in the local knowledge of the site as well as designed to meet

legislative requirements. Therefore, in the design and implementation of each evaluation, we will include the perspectives of NPS and NHA leadership. Working products will be developed in close coordination with NPS and the NHA evaluation sites throughout the evaluation process. Involving all key stakeholders and including varying perspectives at each stage of the process will ensure that the data collection methods and indicators, the analysis, and interpretation of the findings reflect their views and concerns.

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

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

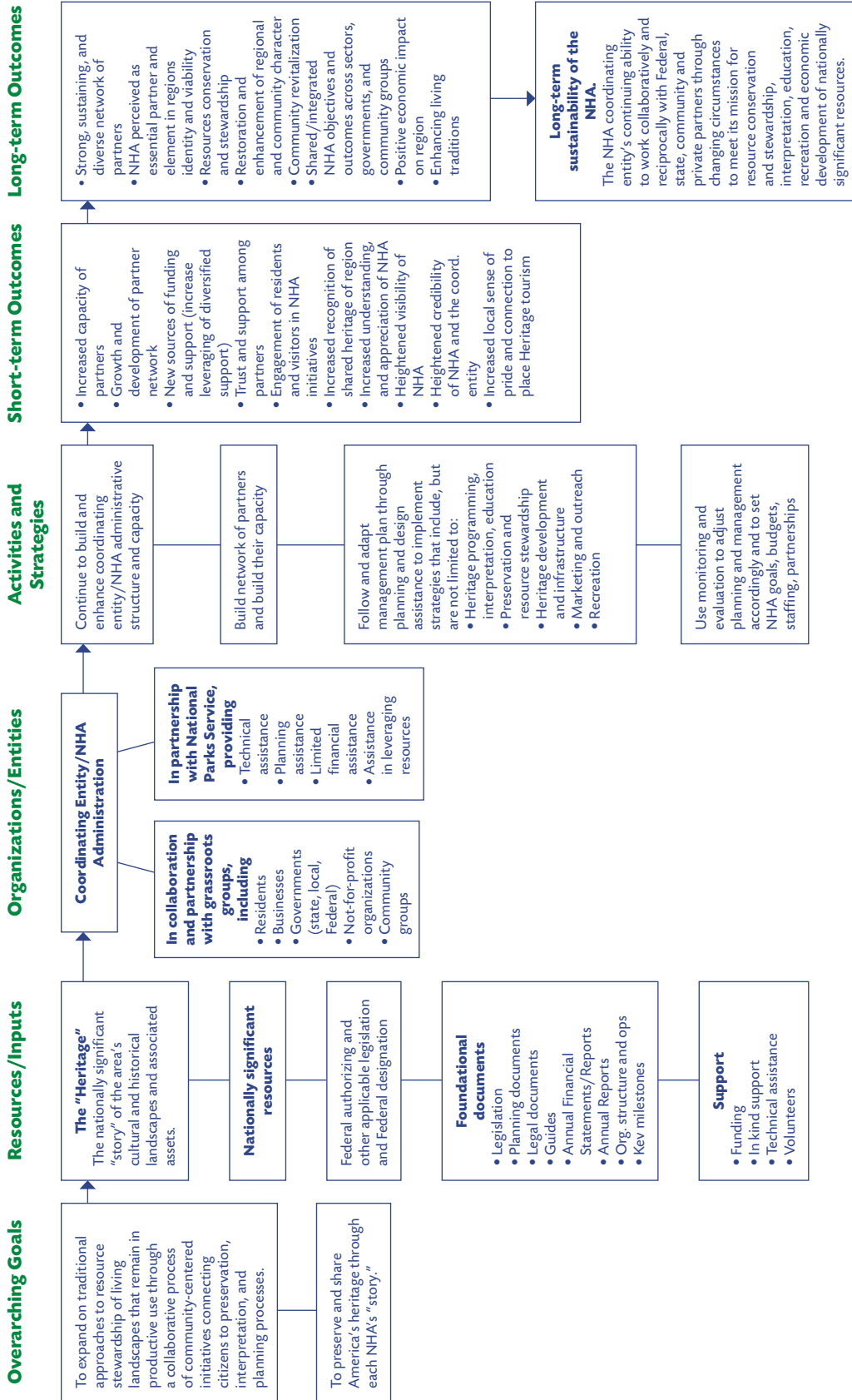
The logic model provides a blueprint for the case study design, outlining the components to examine, the indicators to measure, and the relationships to investigate between the various activities and outcomes. It therefore is a key tool for outlining the data that should be collected as well as the types of analyses that might be conducted. In addition, it provides an efficient way to display the underlying logic or framework of the NHA. For the core evaluation design, the NHA logic model has guided the development of the NHA Domain Matrix, which will in turn inform the development of a case study protocol to conduct the evaluation.

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

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

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

Figure 2.1 NHA Logic Model



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

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

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

Data to inform this question will be primarily gathered from interviews with key NHA management staff and a subset of NHA partners, and by performing a review and analysis of the NHA financial documents. The definition of sustainability developed by the NPS working group¹⁰ will be employed in addressing

this question. We will examine the nature of management structure and partnership network and their contribution to sustainability. We will also assess the financial investments over time and their corresponding impact on the financial sustainability of those investments and their future with and without future Federal funding. Specifically, we will perform an analysis of the ratio of Federal funding to other fund sources and the change in this ratio over time overall and for specific activities. We will also interview NHA leadership and board staff to understand the extent to which fundraising activities have been prioritized for specific activities. Based on these analytic and data collection activities, an attempt would be made to determine what the likely effects on the NHA would be if Federal funding was reduced or discontinued; specifically, which activities might have a prospect of continuing with reduced or discontinued Federal funding, which would likely end with reduced or discontinued Federal funding, and therefore, which goals and objectives might not be reached. The evaluation will also examine if there are activities that support issues of national importance, and thus, should be considered for other Federal funding. Finally, the evaluation will address how other organizations that exist within the Heritage Area be effected by the sunset of Federal funds, and if there are mechanisms in place for these organizations to work toward the Heritage Area goals post-sunset.

Data Collection Methods

The planned data collection methods include: topic-centered interviews with NHA management staff; topic-centered interviews with members of the NHA partner network; intercept conversations with community stakeholders; review of the NHA plans and legal documents; review of the NHA guides,

¹⁰ The National Heritage Area coordinating entity's continuing ability to work collaboratively and reciprocally with Federal, state, community and private partners through changing circumstances to meet its mission for resource conservation and stewardship, interpretation, education, recreation and economic development of nationally significant resources.

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

- Coordinating entity and the National Park Service honoring the legislative mandate of the National Heritage Area;
- Coordinating entity's management capacity including governance, adaptive management (such as strategic planning), staffing and operations;
- Financial planning and preparedness, including the ongoing ability to leverage resources in support of the local network of partners;
- Partnering with diverse community stakeholders including serving as a hub, catalyst and/or coordinating entity for on-going capacity building, communication and collaboration among local entities
- Program and project stewardship where the combined investment results in the improved economic value and ultimately long-term quality of life of that region; and
- Outreach and marketing to engage a full and diverse range of audiences.

brochures, websites and other descriptive documents; and review of the NHA financial data records. In the sections below, we describe each of these methods, including how we will select the data sources, what data we will collect, and the tools we will use to collect the data. For each of the methods, we will begin by developing a “generic” instrument that corresponds to the key elements outlined in the domain matrix. The process for tailoring the instruments to each of the evaluation sites include:

Foundation Documents Review

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

- Legislation – all Federal, state and/or local legislation that provides the legal framework for the NHA
- Plans – all planning documents, including updates, developed by the coordinating entity and/or partners that are intended to deliver the legal mandates defined by Congress and/or other legislative bodies
- Legal documents – documents signed by the coordinating entity that allow it conduct/produce routine NHA business

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

- Guides – documents designed to define how NHA business operates
- Annual financial statements and reports – includes audits, tax returns, budget activities and performance program reports
- Annual reports – includes reports to Congress, to partners and to the NPS and others
- Organizational structure and operations – how the coordinating entity, board(s) and committees do NHA work, their roles and functions

- Key milestones – a timeline of major events that document the evolution of the NHA to include outside influences affecting your planning and implementation process

We will collaborate with each of the NHA coordinating entities and NPS to gather these materials. We will also provide sample table shells to help NHA coordinating entity staff understand evaluation data needs and identify relevant documents to share with Westat.

In reviewing these documents, we will abstract information into tables that historically documents NHA activities, such as the number of visitors or number of workshops offered per year. We will also use a case study protocol to abstract key information and make use of data analysis software, such as NVivo, to meaningfully structure the data. This review of documents will be critical in helping us tailor the specifics of the evaluation for each site, particularly in selecting NHA staff and partners to interview.

Financial Data Review

Our approach to the financial data review is informed by the Augusta Canal and Silos and Smokestacks evaluations, particularly with respect to the types of data collected and the nature of the analyses performed. We will review key NHA financial data records such as audits, tax returns, budgets and performance program reports to collect data on the amount and sources of funding for the NHA, trends in funding over a 10-year period, and the impact of these resources on the economic sustainability of the NHA. We will coordinate with each of the NHA coordinating entities and NPS to gather these materials and collect supporting documentation regarding external matching contributions and use of NHA resources according to program areas. We will use a protocol to guide the review of financial data needs with each NHA site.

Topic-Centered Interviews with Staff of the NHA Coordinating Entity

During a follow-up site visit, key staff from the NHA coordinating entity will be interviewed. The staff will include the Executive Director and staff in key

roles identified through review of the foundational documents. For example, some of the staff selected for interviews could include managers of specific NHA activities (i.e., programming or marketing directors), or staff who work in finance, development or partner relationship functions. A topic-centered, semi-structured protocol will be used to conduct each of the interviews, obtaining information about the background of the NHA, NHA activities and investments, and their associated impacts, including their contribution to NHA sustainability. We will conduct individual interviews with the staff with the most history and scope of understanding of the NHA operations, such as the Executive Director or Finance Manager. Other staff, especially those with similar roles such as program assistants will be interviewed in groups to maximize the number of viewpoints gathered. Each of the topic-centered interviews will be semi-structured, outlining the key areas to cover and probes that are specific to the site. However, as new areas emerge, the interviews will be flexible to collect information on these areas. Although all interviews will be conducted on site at the coordinating entity, follow-up telephone conversations will be conducted as needed to capture additional information. We expect to spend 1 day interviewing up to nine staff in each NHA.

Topic-Centered Interviews with Members of the NHA Partner Network

Members of the NHA partner network, including NPS, will be interviewed in order to gain an understanding about NHA activities and investments and their associated impacts, including their contribution to NHA sustainability. A topic-centered, semi-structured interview protocol will guide these interviews, some of which will be conducted individually, either in person or by telephone, and others that will be conducted through group interviews to maximize the number of viewpoints gathered. If applicable for the respective site, we expect to select 15-20 partners from each NHA to interview. In determining criteria for selecting partners to interview, we will review foundational documents and web site materials for each NHA

site. These criteria will likely include the level of the partner's relationship with the NHA, the extent to which they participate and/or support NHA activities, their financial relationship and their geographic representation. We will share the list of selected partners with the NHA for completeness and will incorporate the NHA's suggestions of other partners who should be interviewed. Once this list is finalized, Westat will contact the partners for interview scheduling. We expect to have a range of stakeholders and organizations participate in these interviews adding to the multiple sources of data for triangulation.

Community Input

Members of the NHA community will be invited to provide their input about the nature and impact of NHA activities through intercept conversations with a sample of residents in the NHA community. These conversations may take place at the Heritage Area site or at an event or place within the community. Conversations will help evaluation team gain an understanding of the community's familiarity with the Heritage Area and its unique and nationally significant aspects. The intercept conversations will also provide information about the residents' awareness of and appreciation for the Heritage Area. Westat will work with the NHA coordinating entity to develop strategies for obtaining community input.

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

Analyze Data and Findings Document

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

Results of each NHA evaluation will be communicated in a Findings Document. The findings document will be guided by a modification of the outline finalized by the NHA Evaluation Working Group. The Findings Document outline was developed according to Westat's experience with the Augusta Canal and Silos and Smokestacks evaluation, and has been streamlined to present key findings in an Executive Summary, combine sections according to the three evaluation questions, and address sustainability questions regarding the impact of the sunset of Federal funds on NHA activities. Westat will first share a draft of the findings document with the Executive Director of the NHA coordinating entity for a review of technical accuracy. The Executive Director will have the opportunity to share the findings document with other staff and stakeholders as desired, and can provide comments to the evaluation team, either in writing or via telephone discussion. Finally, if necessary to discuss differences, a joint telephone conversation involving the NHA Executive Director, NPS and Westat can be held to discuss the comments and to arrive at a resolution. Once Westat has incorporated the feedback, the NHA coordinating entity will have another opportunity to review the findings document before it is shared with NPS. Once the NHA's final

feedback is reviewed and incorporated, Westat will submit the draft findings documents to NPS for review. Westat expects to have the Final Findings Document for each evaluation complete by July 2012.

Tailoring the Evaluation Design for NHA Evaluation Sites

The core evaluation design will be tailored to the six NHA sites under evaluation. A preliminary "Meet and Greet" visit to the NHAs will largely inform how the protocols should be customized for each site, including the domains that are relevant, the probes that should be added to inquire about each domain, and the specific data sources that are relevant for the site. We will work with the Executive Director to determine the key staff to involve in individual and group interviews during a second site visit, partner organizations that should be represented, and strategies to obtain community input.

A customized logic model for each NHA will be developed during the initial site visit; detailing the respective NHA's goals, resources, partnerships, activities and intended outcomes. This process will involve a group meeting with NHA management staff and NPS partners to get a diverse range of perspectives and obtain a complete picture of the designated NHA. In preparation for this visit, we will review existing documentation for the NHA sites. We expect these preliminary Meet and Greet visits and logic modeling sessions to involve about 2 days of travel and meeting time.

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

Interview data collection for each NHA evaluation will occur during a second visit to each NHA site, and is expected to last 3 to 5 days depending on the

scope of the site. We will use memos to keep the NHA Executive Director informed of our evaluation activities both pre- and post- site visits.

We will also work with each NHA during the second site visit, and with email and phone communications post site-visit, to collect and analyze information for the financial review. The financial data protocol will provide the NHA coordinating entity with an understanding of the data needs to address the second evaluation question guide these conversations in identifying years in which there is audit information pertinent to the evaluation and will help NHA coordinating entity staff to identify other data sources that will support the financial analysis.

Evaluation Limitations

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

Appendix 3 – Evaluation Protocols

NAH Alliance Management/Staff Topic-Centered Interview Discussion Guide

INTRODUCTION

Thank you for talking with us today. As part of the Federally mandated evaluation of NHAs we are talking with NAH Alliance staff who have the most history and scope of understanding of NAHA's operations. We developed this logic model (show logic model), based on our last visit to your area, and would like to use it as a guide throughout the interview. Using this logic model as a guide, our discussion will help us gain a more detailed understanding of NAHA, including its background and history, NAH Alliance's different activities and investments and their associated outcomes, and their contribution to the NAHA's sustainability.

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

The goals identified in your logic model are as follows:

- Preservation & Resource Development: Preserve and develop NAHA heritage assets through advocacy for funding and community education on their value
- Promotion, Tourism, & Economic Development: Promote aviation heritage assets to increase tourism, support economic development associated with the aviation and aerospace industry in the Area, and enrich education
- Sustainable Stewardship: Develop a sustainable organization with both the financial resources and capacity to assure continuation of NAHA activities

HISTORY AND BACKGROUND

1. Could you tell us about the organizational history and evolution prior to NAHA's designation?
2. How did NAHA's designation come about? How did this designation affect your strategic planning processes and management plan?
3. What was your working relationship like with NPS? Has that relationship evolved over the time you have been working with them?
4. How are the management and operations of the NAH Alliance currently structured?

Probes

- Description of executive leadership and role in organization
- Description of governance and role in organization
- Description of staffing and volunteers

5. What is the mission and vision for NAHA? What are the goals for the NAH Alliance?
6. Can you describe the various planning processes that the NAH Alliance has undertaken over time? When and how did you determine a need for this and what type of engagement of the larger community was necessary?

ACTIVITIES

We'd like to get a better understanding about some of the activities that you and other staff told us about during our first site visit. We'd like to learn about how these activities fit into your overall programming and vision for NAHA and who/what is involved in their implementation.

According to the logic model, the coordinating entity is involved in the following categories of activities:

- Preservation & Development of Historic & Cultural Resources
- Education
- Promotion & Tourism
- Economic Development & Community Revitalization
- Sustainable Stewardship

Preservation & Development of Historic & Cultural Resources

Activities in this activity area preserve, conserve, and develop historical and/or cultural resources related to aviation and aerospace past, present, and future. Examples would include preservation of Wright sites within Wright Dunbar Village, development and display of replica aircraft, and advocacy efforts.

1. For each of these activities please provide the following details:
 - When did it begin? What was the impetus for starting it?
 - What has been the role of the NAH Alliance?
 - What has been the role of the NAH Alliance administrative staff (coordinating, sponsoring, promoting, attending, staff service on Boards)?
 - What has been the role of the NAH Alliance’s partnership network?
 - What has been the role of the local community (attending, promoting, supporting)?

2. What has/have been the greatest impact(s) of this activity in your area?

- Probes*
- Environmental, cultural and historic resources conservation
 - Artifact or building restoration
 - Greater amount/diversity in sources of funding committed to conservation and stewardship
 - Increased capacity of partners

- Growth in partner network
- Community revitalization
- Job creation
- Increased number and accessibility of historic and cultural programs
- Further development and continued support to existing historic and cultural programs

3. What kind of an impact do you think oversight and management of the NAH Alliance and its resources has had in the community?

- Probes*
- Preservation of NAHA and its historical resources
 - Restoration of NAHA resources
 - Economic impact/Job creation
 - Sustainable historical and cultural programs
 - Preservation and interpretation of historical and cultural assets

4. How would this activity be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support NAHA?

5. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

Education

Educational activities and programs tell the story of NAHA sites/resources & aviation and aerospace science, increase awareness of historical & current national significance. These activities may include educational clubs/programming like the Education Council and the SOAR program at Vectren Dayton Air Show; educational programs for the Anniversary of Practical Flight; the YMCA Aviation Day Camp; and the Mitch Cary / Don Gum flight scholarship.

Education

1. For each educational activity, could you provide details about:
 - The nature of the activity?
 - When it began?
 - What was the impetus for offering the activity?
 - When it is offered?
 - To whom you provide it? (i.e., teachers, students, etc.)
 - The role of NAH Alliance staff in providing this activity?
 - The role of the community in implementing these activities?
2. How have the educational activities affected:
 - Participants – increased knowledge and skills
 - Partners – their capacity, the relationships among partners - in what ways?
 - NAH Alliance overall and how it is perceived more generally?
 - Community support for preservations, interpretive, educational activities?
 - Ability to provide a cohesive NAHA experience focused on the themes of aviation and aerospace industry heritage?
3. Could you tell us what have been the accomplishments of your educational activities? What challenges have you encountered in implementing these activities?
4. How do you evaluate and/or assess the effectiveness of your educational activities?
5. What kind of an impact do you think oversight and management of the NAHA and its resources has had in the community?

Probes - Educational impacts
 -Artifact or building restoration
 -Provision of additional opportunities
 & inspiration for youth participation in aviation, aeronautics, & STEM activities

- Inspiration of present and future generations toward aviation, aeronautics, and STEM disciplines

6. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support NAHA?
7. Are there documents you could provide us that describe these educational activities, such as the types of educational activities provided, to whom and the related outcomes?

Promotion & Tourism

These are activities that foster public support for, appreciation for, and tourism related to NAHA sites/resources, as well as aviation and aerospace science. They may include signage, NAH Alliance website and newsletter, quarterly public forums, exhibit at national and international air shows and technology expos, advertising for NAHA partners, press conference re: Gustave Whitehead first in flight claim, Aviation Writers Summit, and The Dayton Flight Factory historic book, written by NAH Alliance Communications Director, Tim Gaffney.

1. For each activity could you provide us details about:
 - What it entails?
 - The impetus for starting the activity?
 - How long it has been in place?
 - The role of NAH Alliance staff?
 - The role of the local community?
 - The role of members of your partnerships?
2. How have these promotion & tourism activities affected:

Probe - For each activity, how do you know any of these outcomes occurred?

Partners – their capacity, the relationships among partners - in what ways?

- The NAH Alliance overall and how it is perceived more generally?
- Engagement of residents and visitors/ tourism?
- Community support for preservations, interpretive, educational activities?
- Economic impacts?
- Ability to provide a cohesive NAHA experience
- Aviation tourism to NAHA region
- Awareness of region’s heritage, resources, & activities
- Partner capacity for promotion and tourism
- Partner collaboration

3. Could you tell us the overall accomplishments of your promotion & tourism activities? What challenges have you encountered in implementing these activities?
4. What kind of an impact do you think promotion & tourism has had in the community?

Probes - Engagement of residents and visitors/ future stewardship
 - Increased tourism and public interest in aviation heritage

5. How would these promotion & tourism activities be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide similar promotion & tourism activities in a way that support the Heritage Area?
6. Are there documents you could provide us that describe the NAHA’s promotion & tourism activities and how they have been implemented over the years?

Economic Development & Community Revitalization

These are activities that reverse decline in west Dayton and/or promote the aviation and aerospace industries in the NAHA area. Examples include the Dayton Aviation Heritage Redevelopment Project for WCFS, presentation and promotion of aviation

heritage and OH’s aviation and aerospace assets at int’l air and trade shows, alignment of aviation heritage with trail and waterway recreational assets within the NAHA, and use of historic sites for community and private events associated with aviation and aerospace industries.

1. For each activity could you provide us details about:

- What it entails?
- The impetus for starting the activity?
- How long it has been in place?
- The role of NAH Alliance staff?
- The role of the local community?
- The role of members of your partnerships?

2. How have these economic development & community revitalization activities affected:

Probe - For each activity, how do you know any of these outcomes occurred?

- Partners – their capacity, the relationships among partners - in what ways?
- The NAH Alliance overall and how it is perceived more generally?
- Engagement of residents and visitors/ tourism?
- Community support for preservations, interpretive, educational activities?
- Economic impacts?
- Ability to provide a cohesive NAHA experience
- Increased economic success in west Dayton surrounding WCFS
- Increased housing & business in West Third Street Historic District (Wright Dunbar Village)
- Increased activity of & support from OH aviation & aerospace businesses for preservation of aviation heritage in NAHA

3. Could you tell us the overall accomplishments of your economic development & community revitalization activities? What challenges have you encountered in implementing these activities?

4. What kind of an impact do you think economic development & community revitalization activities have in the community?

Probes - Positive economic development for the NAHA region
- Revitalized communities in the NAHA region

5. How would these economic development & community revitalization activities be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide similar economic development & community revitalization activities in a way that support the Heritage Area?

6. Are there documents you could provide us that describe the NAHA's economic development & community revitalization activities and how they have been implemented over the years?

Sustainable Stewardship

These activities serve to develop a sustainable organization with financial and relationship resources to continue NAHA activities. Examples include the Ohio Leader in Flight license plate program, technical assistance, capacity building, preservation assistance, awards programs for outstanding volunteers and organizations, annual meetings, and having of information, connections, and strategic planning.

Grant-making

We'd like to learn more about your grant-making activities.

1. For each of your grant types, could you describe:

- When it began?
- The impetus for starting it?
- The activities it supports?

Probe - How does it promote the preservation, interpretation and education and programming of America's unique story?

- How it is funded? Does it leverage other funding?

- Whether the grants are provided for a specific purpose/time period and/or if they could be sustained on their own without continued NHA funding?

- The grant-making process for this program:
 - How do organizations find out about and apply for grants?
 - What is the size of the grants?
 - What is the process for determining award?
 - What are the funding and reporting requirements?
 - What is time period of award?

2. Overall, how have grants affected :

- Partners – their capacity, the relationships among partners - in what ways?
- NAHA overall and how it is perceived more generally?
- Community support for NAHA and its activities?
- Job creation – for partners, in the larger community, etc.?

3. Are there certain grant programs that have been more successful than others in achieving the goals of NAHA? If so, why do you think these have better impacts for the overall NAHA area than others?

4. What challenges have you had in administering grants? Are there certain ones that are more or less problematic? In what ways? What have you done to deal with these challenges? What has worked? What has not?

5. What challenges have grantees encountered in implementing the grants?

6. How do you evaluate and/or assess the effectiveness of your grant-making activities?

7. How would this activity be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide grants that support the Heritage Area?

8. Are there documents you could provide us that describe these grant programs and how they have been implemented over the years?

Technical Assistance

We'd like to learn more about your technical assistance activities. First, can you tell us what are the various technical assistance activities you engage in (list for now, as we will go through each one in detail below)?

1. Could you provide the following details about each of your technical assistance activities?
 - What are the types of topics covered? How do you determine topics?
 - Who are the recipients?
 - How you determine when and to whom to offer these services?
 - If it is an event, in what region/area is it delivered?
 - Who provides [Technical Assistance Activity] (i.e. NAH Alliance staff, NPS staff, partners, etc.)?
 - How many times have you performed [Technical Assistance Activity] in the past year? What is the length of time for each?
 - What are the costs and funding sources for [Technical Assistance Activity]?
 - What are the goals and objectives of [Technical Assistance Activity]?
2. How long has NAH Alliance been providing [Technical Assistance Activity]? Overall, what was the impetus for starting this activity? Probe- was it part of the original management plan? Seen as an unmet need in the community?
3. How has [Technical Assistance Activity] affected:

Probe - For each of these, how do you know any of these outcomes occurred?

- Recipients – increased knowledge and skills?
- Partners – their capacity, the relationships among partners - in what ways?

- The NAHA overall and how the NAHA is perceived more generally?
- Community support for your various activities?

4. Could you tell us what have been the overall accomplishments of [Technical Assistance Activity]? What challenges have you encountered in implementing this activity?
5. How do you evaluate and/or assess the effectiveness of [Technical Assistance Activity]?
6. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support NAHA?
7. Are there documents you could provide us that describe [Technical Assistance Activity], such as the types of assistance provided, to whom and the related outcomes?

Other Sustainable Stewardship Activities

1. When did it begin? What was the impetus for starting it?
2. What has been the role of the NAH Alliance coordinating entity?
3. What has been the role of the partnership network?
4. What has been the role of the local community?
5. What have been the overall accomplishments of this activity in your area? What challenges have you encountered in implementing this activity?
6. How do you evaluate and/or assess the effectiveness of it?
7. How would this activity be affected if the Federal funding sunsets or is reduced? Are there other organizations in the community who also provide this activity in a way that support the Heritage Area?

8. Are there documents you could provide us that describe this activity and how it has been implemented over the years?

9. How have these sustainable stewardship activities affected:

Probe - For each activity, how do you know any of these outcomes occurred?

- Increased formal and informal collaboration
- Increased partner engagement
- Diversified funding sources for aviation heritage development
- Increased NAH Alliance capacity, credibility as leader and facilitator for aviation heritage activity in the region
- Increased community volunteerism
- Harmonious and generative partnerships among aviation heritage organizations

10. Could you tell us the overall accomplishments of your sustainable stewardship activities? What challenges have you encountered in implementing these activities?

11. What kind of an impact do you think sustainable stewardship activities have had in the community?

Probe - Financially sustainable NAH Alliance

12. How would these sustainable stewardship activities be affected if the NPS NHA Federal funding sunsets or is reduced? Are there other organizations in the community who also provide similar sustainable stewardship activities in a way that support the Heritage Area?

13. Are there documents you could provide us that describe the NAHA's sustainable stewardship activities and how they have been implemented over the years?

BOARD OF TRUSTEES AND ADVISORY GROUPS

Board of Trustees and Advisory Groups

1. Can you tell us about the history of and/or your role on the Board of Trustees or Advisory Group? Has your/their role changed across the life of NAHA?
2. What are the responsibilities of members of these committees? For instance, does it involve setting goals, establishing budgets and financial accountability for the NAH Alliance?
3. How do the skills and expertise that members of these committees bring to the table contribute to NAHA's sustainability?
4. Do you/ members of these committees assist with fundraising? Contribute financially?
5. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
6. What is the process of communication between the NAH Alliance's staff and members of the Board of Trustees and Advisory Groups?
7. What activities has the NAH Alliance conducted over the years to garner community support? What have been your successes and challenges?
8. Can you tell us what you think have been your greatest successes and most serious challenges across the history of NAHA?

Board's Contribution to Sustainability

1. How do the diversity of skills and expertise that members of the Board bring to the table contribute to NAHA's sustainability?
2. Has NAHA's Board demonstrated a capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.)?

3. What kinds of investments has the Board made toward developing staff and career advancement opportunities?
4. Has NAHA's Board seemed to have set clear goals for NAHA with well-defined timeframes?
5. What kind of system does the Board have in place for setting annual goals or for establishing budgets?
6. What kind of process does the Board have in place for collecting data on measurable NAHA goals and usage of those data (monitoring and evaluation)?
7. What kind of fundraising plan (immediate and long-term, sustainable impacts) is in place?
8. How does the Board maintain financial accountability for NAHA? What kind of system is in place for this?
9. How "transparent" is the Board's system for setting goals, establishing budgets and financial accountability for NAHA? (Is this a public or private process)?
10. What kind of plan is in place for stakeholder development?

Probe - How has NAHA's partner network changed over the years?

11. How does the Board typically communicate with partners, members and local residents?

Probes - What kind of communication systems are in place for communicating with these groups?
 - How "transparent" and effective are the Board's channels of communication with governance, staff, volunteers, partners, etc.?

12. Would you say that NAHA's Board has a leadership role in the partner network? If so, how?

PARTNERS AND PARTNERSHIP NETWORK

Partners and Nature of Partnerships

1. Who are NAHA's key "partners" (e.g., city, state, other agencies, groups, foundations, businesses, exhibits/attractions)?
2. For each partner please provide the following information:
 - ❑ What do you see as the "purpose" of NAHA's partnership with [partner name]?
 - ❑ Describe [partner name]'s level of involvement with NAHA.
 - ❑ What kinds of resources has [partner name] committed to NAHA? For what? For how long?
3. Could you describe how an organization becomes a partner? What is the partner designation process? What are the requirements for becoming a partner?
4. What types of services or support do partners receive from NAHA?
5. What types of services or support do you receive from your partners?
6. How do partners support one another?
7. How has NAHA's partnership network evolved over time?
 - ❑ Growth in number of partners and regions over time?
 - ❑ Different types of organizations that are partners – non-profits, volunteer-led organization, for-profits, etc.
8. In what ways has the partnership network influenced your organization?

Probe - Look at the logic model for examples of activities in which the partnership network may have been an influence

9. What challenges have you faced with your partnership network? For instance, have there been challenges in identifying partners, meeting their needs, engaging partners over time or in making a cohesive network of partners?

Partner Network’s Contribution to Sustainability

1. Does NAHA have a broad base of partners representing diverse interests and expertise?
2. How do the partners/organizations contribute to accomplishing the goals and objectives of NAHA? Do partners collaborate and combine their investments to accomplish NAHA objectives? If yes, how?
3. How has the number NAHA partners changed over time?

Probe - What kind of partner retention has the NAHA had over the years?

4. What kinds of roles (if any) do NAHA partners have on the board?
5. Does there seem to be trust and support among partners?
6. How would partners, and their NAHA related activities be affected if NPS NHA Federal funding for the NHA discontinued or reduced? Would their activities continue to work towards accomplishing the goals and objectives of the NHA, and if so, how?

ACCOMPLISHMENTS, CHALLENGES AND LESSONS LEARNED

1. In your experience, what have been some of the major accomplishments for NAHA?
2. Could you tell us about some of the challenges faced by NAHA and the NAH Alliance?
3. How would NAHA be affected if it could not be financially sustained with Federal NHA funding?

Probes - Which program areas/activities would be affected and how?
 - What, if any, activities would continue?
 - What, if any, activities would end with the sun-setting of funds?
 - Are any of these activities of National importance and thus should be considered for further Federal funding?

4. What, if any, organizations or mechanisms currently exist outside of the NAH Alliance for accomplishing the goals and objectives of NAHA? Would these organizations or mechanisms continue to work toward the Heritage Area goals post-sunset of funding?
5. Are there ways NAHA has changed the region since its inception? How? In what ways? How has NAHA's impact changed over time?
6. What were some of the early lessons learned or unintended consequences (e.g. issues related to collaborating rather than competing with partners) in implementing the activities and strategies for NAHA?
7. Could you tell us about any evidence of community support for NAHA? What does this look like (i.e. volunteers, funding, invitation to participate on the boards of other organizations, engagement of State leadership, etc.?)
8. What additional things would you have the NAH Alliance do, if any? What changes would it be helpful for the NAH Alliance to make?

Partner Network Topic-Centered Interview Discussion Guide

INTRODUCTION

Thank you for agreeing to meet with us today. We are researchers from Westat and are conducting a study on National Heritage Areas. Specifically, we’re interested in learning about your work with the NAH Alliance and any assistance you have either received from or contributed to the National Aviation Heritage Area. We are also interested in your relationship with

the NAH Alliance, how it has evolved, and how the NAH Alliance has changed over time.

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

BACKGROUND

1. Describe your organization overall? Probe – what is the type of organization (i.e. museum, historical society, etc.), what does it do, size of organization, who does it serve, size of the organization (staffing, number of active volunteers, budget), length of time it’s existed.
2. What is your position and role in the organization? How long have you been with the organization? Other positions held?

WORK WITH NAHA AND NAH ALLIANCE

1. Can you briefly the nature of your relationship with NAHA and the NAH Alliance?
2. What factors influenced your decision to become a partner with the NAH Alliance?
3. When and how did your partnership with the NAH Alliance begin? What, if any, requirements are there for being a partner?
4. What is the nature of the partnership?

Probes -What types of services/programs/benefits do you receive through the NAH Alliance?
 -What types of services/programs/benefits does the NAH Alliance receive through you?

5. Could you describe how your organization’s program activities contribute to NAHA’s unique story?
6. Could you describe how your partnership with the NAH Alliance has affected your organization?
 - ❑ Has it had any effect on the types of visitors you get? The number? Why or why not? How do you know?

- ❑ Has it helped you identify others to work with? Did you know of these organizations before you partnered with the NAH Alliance?
- ❑ Has it helped you receive funding? In what ways? What funding have you received that you may not have without the NAH Alliance partnership?
- ❑ Has it helped you have more community:
 - Visibility?
 - Involvement?
 - Etc.?
- ❑ Does it help you identify or be in touch with other resources and best practices that you may not have known about?

TECHNICAL ASSISTANCE & CAPACITY BUILDING ASSISTANCE

1. Could you describe the types of assistance and other types of non-financial support your organization has received from the NAH Alliance?
 - ❑ What type of assistance did you receive (training, consultations, facilitated meetings, brainstorming ideas, site assessments, etc.)
 - ❑ Who did you receive it from?
 - ❑ Where did you receive it?
 - ❑ How did you find out about this assistance?
 - ❑ Were there requirements for participating in these activities?
 - ❑ Did you need to pay for this assistance?
2. Could you describe how you’ve used this assistance to incorporate or enhance stories about NAHA heritage into you programming?
3. How have this assistance and your activities/ offerings evolved over time?
4. What does this assistance from the NAH Alliance allow your organization to do? Has it allowed you to work and collaborate with other organizations in the area? What are the advantages of receiving this assistance?

COLLABORATION

1. Could you describe the ways your organization collaborates with the NAH Alliance and/or with other NAHA regional partners?
2. How does collaboration affect your organization’s ability to meet its goals? Probe: Has this collaboration helped you build your financial, programming or organizational capacity?
3. Have you gained access other organizations or resources in the community because of your collaboration with the NAH Alliance? How?

Probe - NPS, other state resources

OVERALL IMPACT OF PARTNERSHIP WITH NAHA

1. How has your relationship with the NAH Alliance evolved over time? Has the impact of the NAH Alliance changed over time – grown stronger, weaker or stayed the same?
2. Have you experienced any challenges as a result of your partnership with the NAH Alliance?

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

3. What leadership roles does the NAH Alliance play in the community? Convener? Organizer? Funder? Other?
4. Are there ways in which the NAH Alliance has changed the region over the past 10 years? How? In what ways? How has the NAH Alliance’s impact changed over time?

Probe - Were there mechanisms present before the NAHA designation?

5. Is it important for your organization to continue working with the NAH Alliance? Why? What factors influence your continued relationship?

6. What additional things would you have the NAH Alliance do, if any? What changes would be helpful for the NAH Alliance to make? In general, in what ways could they serve your needs better and the needs of the region?
7. How would your organization be affected if the NPS NHA Federal funds that support NAHA discontinued? Would any of your activities that contribute to the NAHA mission and story continue?

Probe - If there would be an impact on the quantity or quality of these activities?

8. What do you think would be the overall impact if the Federal funding that supports the NAH Alliance discontinued? Are there other mechanisms or organizations that could support the unique features and heritage of the area?

National Aviation Heritage Area

Discussion Guide for People Visiting an NHA Event/Attraction

Site: National Aviation Heritage Area

Hi, my name is Laurel Lunn/Sandy Dietrich and I’m working with the National Park Service to learn what individuals know about the National Aviation Heritage Area. Do you have about 5 minutes to chat with me? I’m interested in getting your opinions rather than your personal information. We can stop our conversation whenever you wish and you are free to move on at any time. Also, feel free to skip any questions you would rather not discuss.

Conversation Topics:

1. Residency:
 - Local resident
 - In-State resident
 - Out-of-State resident

Probes - How long have you been a resident?
- Which state are you visiting from?

2. Reason for the visit? How often have you visited this attraction?

3. Have you visited one of the other NHA destination sites? Show brochure.

Probes -How familiar are you with the National Aviation Heritage Area?
 -When/How often have you visited?
 -Reasons for visiting?

4. Familiarity with NHA's history and messaging? Show logo.

Probes -Are you familiar with this logo?
 -Where have you seen this information?
 -How often have you seen it?

5. Perspective of the impact of the NHA on the community?

Probes -Has the information that you received (today at this event or site) (other times at other NAHA sites) changed your understanding of aviation heritage? If so, how?
 -Has the NHA had an impact on the local area and community? If so, how?

**National Aviation Heritage Area
 Discussion Guide for People Visiting
 Areas Outside of the NHA**

Site: National Aviation Heritage Area

Hi, my name is Sandy Dietrich/Laurel Lunn and I'm working with the National Park Service to learn what individuals know about the National Aviation Heritage Area. Do you have about 5 minutes to chat with me? I'm interested in getting your opinions rather than your personal information. We can stop our conversation whenever you wish and you are free to move on at any time. Also, feel free to skip any questions you would rather not discuss.

Conversation Topics:

1. Residency:

- Local resident
- In-State resident
- Out-of-State resident

Probes -How long have you been a resident?
 -Which state are you visiting from?

2. Have you visited any of the NHA destination sites? Show brochure.

Probes -How familiar are you with the National Aviation Heritage Area?
 -When/How often have you visited?
 -Reasons for visiting?

3. Familiarity with NHA's history and messaging? Show logo.

Probes -Are you familiar with this logo?
 -Where have you seen this information?
 -How often have you seen it?

4. Perspective of the impact of the NHA on the community?

Probes -Has the information that you received (today at this event or site) (other times at other NAHA sites) changed your understanding of aviation heritage? If so, how?
 -Has the NHA had an impact on the local area and community? If so, how?

Appendix 4 – Domain Source and Crosswalk Evaluation

Evaluation Question 1 Has the NAHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Preservation of Historic and Cultural Assets <i>Activities and programs that foster public support and appreciation for the NHA site and tell the story of its natural, historical and cultural significance to our nation</i>						
Describe Nature of NHA activities Description of development and advocacy efforts Description of restoration and preservation activities	X X	X X		X X	X X	
Describe Nature of NHA activities Role of the NHA coordinating entity Role of the partnership network Role of the local community	X X X	X X X	X	X X	X X X	
Education <i>Activities that tell the story of NAHA sites/resources & aviation and aerospace science, increase awareness of historical & current nat'l significance</i>						
Describe Nature of NHA activities Role of the NHA coordinating entity	X	X		X	X	
Describe Implementation of each activity Role of the partnership network Role of the local community Role of the NHA coordinating entity	X X X	X X X	X	X X	X X X	

Evaluation Question 1 Has the NAHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Assess Impact of activities Establishment of new educational programs/resources Development of existing educational programs/resources Participation in aviation, aeronautics, & STEM activities	X X X	X X X	 X	X X	X X	
Promotion & Tourism <i>Activities that foster public support for, appreciation for, and tourism related to NAHA sites/resources, as well as aviation and aerospace science</i>						
Describe Nature of NHA activities Description of marketing, promotion, and tourism activities	X	X		X	X	
Describe Implementation of each activity Role of the coordinating entity Role of the partnership network Role of the local community	X X X	X X X	 X	X X	X X X	
Assess Impact of activities Aviation tourism attracted to NAHA region Awareness of region’s heritage, resources, & activities Partner capacity for promotion & tourism Partner collaboration	X X	X X X	X X X		 X X	
Economic Development & Community Revitalization <i>Activities that reverse decline in west Dayton and/or promote the aviation and aerospace industries in the NAHA area</i>						
Describe Nature of NHA activities Description of economic development and community revitalization activities	X	X		X	X	

Evaluation Question 1 Has the NAHA coordinating entity accomplished the purposes of the authorizing legislation and achieved the goals and objectives of the management plan?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Describe Implementation of each activity Role of the coordinating entity Role of the partnership network Role of the local community	X X X	X X X	X	X X	X X X	
Assess Impact of activities Economic development of the west Dayton region (WCFS) Housing/business development in W 3rd St. Historic District Activity & support from OH aviation & aerospace businesses	X X X	X X X	X	X X		X
Sustainable Stewardship <i>Activities that serve to develop a sustainable organization with financial and relationship resources to continue NAHA activities</i>						
Describe Nature of NHA activities Description of management, technical assistance, partner-building, and financial development activities	X	X		X	X	
Describe Implementation of each activity Role of the NHA coordinating entity Role of the partnership network Role of the local community	X X X	X X X	X	X X	X X X	
Assess Impact of activities Formal and informal collaboration Partner engagement Diversification of funding sources for aviation heritage Coordinating entity capacity & credibility as leader and facilitator for aviation heritage activity in NAHA region Community volunteerism	X X X X X	X X X X X	X X X	X X X X	X X X	X

Evaluation Question 2 What have been the impacts of investments made by Federal, State, Tribal, and local government and private entities?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Describe Financial investments Amount of NPS NHA Federal funding over time Amount of other Federal funding over time Amount and sources of other funds over time In-Kind Match support over time Nature/amount in grants sought and awarded over time Amount/diversity of donor contributions over time	X X X X X X			X X X X X X		X X X X X X
Assess Impact of financial investments Dollars committed to each NHA activity over time Revenue generated from NHA program activities Consistency of donor support Expansion of base of donors over time Economic Impact/Job creation	X X X X X	X X X X		X X X	X X	X X X X X
Describe Other types of investment Partnership contributions (e.g., time, staff, resources) Community contributions (e.g., volunteerism) Other In-Kind donations	X X X	X X		X X	X X	X X X
Assess Impact of other investment sources Educational impacts Marketing and promotional Staff enhancement and retention Land/facilities acquisition Economic Impact/Job creation	X X X X X	X X X		X X X X	X X	X X X X

Evaluation Question 3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Describe Nature of management structure Description of management structure Description of NHA mission and vision Description of NHA goals Description of staffing and volunteers Description of governance & role in organization Description of executive leadership & role in organization	X X X X X X	X X X X 		X X X X X X	X X X X X X	X X
Assess Coordinating entity's contribution to sustainability Diversity of skills and expertise Capacity for adaptive management over time (incl. changes in staffing levels, strategic planning, etc.) Investments in developing staff and career advancement opportunities Clear NHA goals with well-defined timeframes System for setting annual goals or for establishing budgets Systematic process for collecting data on measurable goals and usage of data (monitoring and evaluation) Established fundraising plan (immediate and long-term, sustainable impacts) Established system of financial accountability Transparency of systems for setting goals, establishing budgets and financial accountability (a public process) Stakeholder development plan (sustainable impacts)	X X X X X X X X X X	X 		X X X X X X X X		

Evaluation Question 3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Growth and development of partner network	X	X		X		
Transparent and effective communication channels with governance, staff, volunteers, partners, etc.	X	X		X		
Established and consistent communication mechanisms with partners, members and local residents	X	X		X		
Coordinating entity has leadership role in partner network	X	X				
Describe Nature of partner network						
List of partners	X	X		X	X	
Purpose of each partnership	X	X		X		
Partners’ involvement with NHA	X	X		X		
Resource commitment from partners (for what? how long?)	X	X				
Assess Partner network’s contribution to sustainability						
Broad base of partners representing diverse interests and expertise in the NHA	X	X	X	X		
Partner collaboration and combination of investments to accomplish NHA objectives	X	X	X	X		
Partner retention over time	X	X				
Number of partners over time	X		X			
Partners’ role(s) on NHA boards	X					
Trust and support among partners	X	X				

Evaluation Question 3 How do the NHA management structure, partnership relationships and current funding contribute to its sustainability?	NHA Management Interviews	Partner Network Interviews	Community Input	Plans, Legal Documents	Guides, Brochures, Web Sites, Other Documents	Financial Data Forms
Assess Financial sustainability						
Amount of dollars committed to each NHA activity over time	X	X		X		X
Allocation of Federal funds over time	X			X		X
Sources and amount of leveraged funds over time	X	X		X		X
Activities that can continue post-sunset of Federal dollars	X			X		
Assess Economic impact on sustainability						
Resource stewardship resulting in improved economic value of NHA	X	X				X
Improved earned income over time	X	X				X
Trends in return on fundraising investment	X					X
Trends in contribution and grants ratio – indicates dependence on voluntary support	X					X
Trends in debt ratio	X					X
Trends in average annual operating revenue	X					X
Economic Impact/Job creation	X			X		

Appendix 5 – Timeline of NAHA Key Events¹¹

National Aviation Heritage Area History

Month/Year	Activity
Oct 1992	Dayton Aviation Heritage Preservation Act is passed (PL 104-219). <ul style="list-style-type: none"> • Title 1 creates the Dayton Aviation Heritage National Historical Park. • Title 2 creates the Dayton Aviation Heritage Commission with a sunset date of 31 December 2003. • A permanent coordinating entity to carry on the work of the Commission is required by the legislation.
Jan 1999	Tony Sculimbrene, on special assignment from the United States Air Force at Wright Patterson Air Force Base, named Executive Director, Dayton Aviation Heritage Commission.
Aug 2002	Judge Walter Rice, John Bosch and Anthony J. Perfilio file incorporation documents to create the Aviation Heritage Foundation, Inc. <ul style="list-style-type: none"> • Options to have the work of the commission done by existing non-profits (Inventing Flight and Aviation Trail, Inc.) were explored but rejected by those organizations.
Nov 2003	Aviation Heritage Foundation, Inc. receives preliminary determination as a non-profit entity by the IRS.
Dec 2003	Dayton Aviation Heritage Commission transfers its assets to the Aviation Heritage Foundation, Inc. and then sunsets as required by law. <ul style="list-style-type: none"> • 1, 7 Hawthorn Street (Wright Family home site) and 15 N. Broadway (Orville Wright's Laboratory) transferred to Aviation Heritage Foundation, Inc. as well as the complete collection of works by Paul Laurence Dunbar. The Dunbar collection is currently in the custody of Wright State's Special Collection and Archives
March 2004	Tony Sculimbrene is assigned to the Aviation Heritage Foundation, Inc. by the United States Air Force in accordance with the Intergovernmental Personnel Act.
April 2004	The incorporators elect Mary Mathews to be chair and approve Aviation Heritage Foundation, Inc. bylaws. <ul style="list-style-type: none"> • Bylaws reflect the representation of aviation heritage and tourism organizations on the Board of Trustees. • Seven trustee positions are reserved for former Dayton Aviation Heritage Commissioners.
Sep 2004	Aviation Heritage Foundation, Inc. adopts its first Strategic Plan. <ul style="list-style-type: none"> • Encourages collaboration among aviation heritage and tourism related groups.
Oct 2004	Aviation Heritage Foundation, Inc. dedicates statue of Orville Wright at Wright Laboratory site located at 15 North Broadway.
Dec 2004	The National Aviation Heritage Area Act is passed (PL 108-447) designating the Aviation Heritage Foundation, Inc. the coordinating entity for the Area.

¹¹ Timeline prepared by NAH Alliance staff

Month/Year	Activity
Jan 2005	<p>Tony Sculimbrene retires from the USAF and becomes the first and only fulltime employee of the Aviation Heritage Foundation, Inc.</p> <ul style="list-style-type: none"> • Work begins on implementation of the Aviation Heritage Foundation, Inc. Strategic Plan as a national heritage area and to use that plan as a point of departure for the work associated with the development of the National Aviation Heritage Area General Management Plan.
Mar 2005	<p>Aviation Heritage Foundation, Inc. signs a Cooperative Agreement (1443CA629505001) with the National Park Service.</p>
May 2005	<p>A website for the National Aviation Heritage Area (NAHA) goes live.</p>
Aug 2005	<p>Aviation Heritage Foundation, Inc. bylaws are changed to reflect the consolidation of two partner groups (Carillon Historical Park and Montgomery County Historical Society) into a single entity known as Dayton History.</p> <p>Aviation Heritage Foundation, Inc. hosts its first Annual Meeting. It honors Judge Walter Rice with the Ivonette Wright Miller award, thus continuing the tradition of honoring a volunteer who supports Dayton’s aviation heritage that was started by Inventing Flight in 1999.</p>
Oct 2005	<p>Jessie Duckro is hired as a part-time employee to serve as Administrative Assistant. She is the second employee of the Aviation Heritage Foundation, Inc.</p> <p>Aviation Heritage Foundation, Inc. celebrated the 100th anniversary of “practical flight” at Huffman Prairie Flying Field with a replica Wright Flyer III flight piloted by Mark Dusenberry.</p>
May 2006	<p>Aviation Heritage Foundation, Inc. celebrated the 100th anniversary of the Wright Brothers’ patent for the airplane.</p> <ul style="list-style-type: none"> • Event coincided with the unveiling of the statue of Harry Toulmin, the Wright Brothers’ patent attorney, in Springfield OH.
July 2006	<p>Aviation Heritage Foundation, Inc. produced the first ever, unified exhibition of Dayton’s aviation heritage at Experimental Aircraft Association’s AirVenture, the world’s largest air show.</p>
Aug 2006	<p>NCR Corporation transfers Hawthorn Hill, the former home of Orville Wright to the Wright Brothers Family Foundation (WBFF).</p> <ul style="list-style-type: none"> • Aviation Heritage Foundation, Inc. in partnership with the WBFF begins work on gaining a permit for the home to be open to the public.
Sep 2006	<p>Aviation Heritage Foundation, Inc. receives final designation as a non-profit entity by IRS.</p> <p>Aviation Heritage Foundation, Inc. hosts “Wright B FlyerFest” which sees the Wright B Flyer flying alongside a replica of Alberto Santos-Dumont’s Demoiselle.</p> <ul style="list-style-type: none"> • Marks the first time the replica aircraft associated with the Wright Brothers and Alberto Santos-Dumont fly in public.
Dec 2006	<p>First to Fly Inc. withdraws from the Board of Trustees of the Aviation Heritage Foundation, Inc.</p> <p>Aviation Heritage Foundation, Inc. takes occupancy of 26 South Williams Street offices.</p> <p>Aviation Heritage Foundation, Inc. submits the NAHA General Management Plan to the National Park Service for review and approval.</p>

Month/Year	Activity
June 2007	<p>Aviation Heritage Foundation, Inc., in partnership with the Greene County Park District, Wright Patterson AFB and Dayton Aviation Heritage National Historical Park celebrates the opening of the bicycle trail that links the Huffman Prairie Flying Field and Huffman Prairie Flying Field Interpretive Center.</p>
July 2007	<p>Aviation Heritage Foundation, Inc. exhibits at the Paris International Air Show.</p> <p>City of Oakwood grants special use permit for Hawthorn Hill.</p> <ul style="list-style-type: none"> Aviation Heritage Foundation, Inc. in partnership with WBFF established the terms and conditions for tours and usage of Hawthorn Hill as an historic site and ultimately a part of the Dayton Aviation Heritage National Historical Park.
Sep 2007	<p>Dayton History conducts first regularly scheduled public tours of Hawthorn Hill.</p>
Oct 2007	<p>Aviation Heritage Foundation, Inc. celebrates the 102nd anniversary of practical flight with a replica Wright Flyer III at Huffman Prairie Flying Field. In addition, it celebrates the 50th anniversary of the launch of Sputnik with the Senior Counselor at the Russian Embassy at that same event.</p> <p>John Bosch succeeds Mary Mathews as the second chair of the Aviation Heritage Foundation, Inc. Board of Trustees.</p> <p>Aviation Heritage Foundation, Inc. approves its second Strategic Plan.</p> <ul style="list-style-type: none"> Plan reflects a greater emphasis on marketing and heritage tourism promotion. <p>Work begins on the Wright B Flyer “Silver Bird.” Aviation Heritage Foundation, Inc. in partnership with the Wright B Flyer Inc., plans to exhibit this airplane at Farnborough International Air Show in 2008.</p> <ul style="list-style-type: none"> The Silver Bird will be designed so it will be easy to ship globally for exhibition at airshows and other aviation heritage events.
Feb 2008	<p>Aviation Heritage Foundation, Inc. registers National Aviation Heritage Alliance as its new trade name. From this point on, Aviation Heritage Foundation, Inc. is doing business as the National Aviation Heritage Alliance.</p> <p>NPS returns the NAHA General Management Plan for corrections. A comprehensive long range interpretive plan and environmental compliance are identified by the NPS as major deficiencies.</p> <ul style="list-style-type: none"> Dayton Aviation Heritage National Historical Park commits staff to do the interpretive plan while NAHA agrees to do an environmental baseline survey.
May 2008	<p>NAHA resubmits General Management Plan for review and conditional approval with the understanding the interpretive plan and the survey will be submitted at a later date.</p> <p>National Aviation Heritage Alliance (NAHA) advocates for legislation to add the Wright Company Factory site (located with the 54 acre Delphi Home Avenue plant site) and Hawthorn Hill to the Dayton Aviation Heritage National Historical Park.</p> <p>In a meeting with Delphi officials NAHA proposes transfer of the 54 acre Home Avenue plant and the Wright Company Factory from Delphi to the Dayton community.</p>

Month/Year	Activity
July 2008	<p>NAHA requests the Ohio Department of Transportation (ODOT) to install heritage area signage on major interstates in the Area.</p> <p>NAHA, in partnership with the Wright B Flyer Inc., exhibits at the Pioneers of Flight Pavilion at the Farnborough International Air Show to commemorate the 100th anniversary of powered flight in the United Kingdom.</p> <ul style="list-style-type: none"> • The Valentine Flyer (a Wright Flyer replica) is used in lieu of the Silver Bird given that plane was not complete and ready for exhibition.
Sep 2008	<p>Plans for NAHA to exhibit at the Paris Air Show in 2009 are cancelled due to the Great Recession.</p> <p>NAHA's advocacy for a NASA Shuttle to be placed at the National Museum of the United States Air Force begins with letters sent to state and Federal elected officials.</p>
Oct 2008	<p>NAHA exhibits with Wright B Flyer Inc., the Silver Bird, for the first time at the National Business Aviation Association's Annual Meeting in Orlando Florida.</p>
Nov 2008	<p>NAHA hosts retirement and farewell dinner for Larry Blake, 2nd superintendent of Dayton Aviation Heritage National Historical Park.</p>
Mar 2009	<p>NAHA welcomes Dean Alexander, incoming (and 3rd) superintendent of Dayton Aviation Heritage National Historical Park.</p> <p>Mar 2009-Hawthorn Hill and Wright Company Factory site are designated sites within the boundary of the Dayton Aviation Heritage National Historical Park (PL111-11).</p> <ul style="list-style-type: none"> • Amendments clarify National Aviation Heritage Area Act legislation.
May 2009	<p>NAHA receives conditional approval of its General Management Plan.</p> <ul style="list-style-type: none"> • Long-range interpretive plan and environmental baseline survey must be submitted for full approval.
July 2009	<p>NAHA exhibits at the USATS Trade and Technology Expo and the Vectren Dayton Air Show.</p> <p>NAHA, in partnership with Grimes Flying Lab Foundation and Wright B Flyer Inc., participates at Experimental Aircraft Association's AirVenture. An estimated 575,000 people see the Grimes Flying Lab fly and the Silver Bird on display.</p>
Sep 2009	<p>NAHA, in partnership with the National Museum of the United States Air Force, Dayton Aviation Heritage National Historical Park, National Aviation Hall of Fame creates the N4 Committee for the purpose of better communication and collaboration on areas of common interest to the four organizations.</p> <p>At the urging of NAHA, Governor Strickland issues a directive to create the Ohio Aerospace Council.</p>
Oct 2009	<p>Mark Dusenberry is critically injured during practice flights for the Anniversary of Practical Flight (5 October) at Huffman Prairie.</p> <ul style="list-style-type: none"> • This accident brings to an end the replica flying activities associated with the celebration of the Anniversary of Practical Flight at Huffman Prairie Flying Field.

Month/Year	Activity
Nov 2009	NAHA submits final General Management Plan to NPS for review and approval; this Plan includes the Long Range Interpretive Plan developed by the Dayton Aviation Heritage National Historical Park for NAHA and the environmental baseline review data. NOTE: The final approval letter for the NAHA GMP was never issued by the NPS.
Jan 2010	NAHA joins the City of Dayton and the Dayton Aviation Heritage National Historical Park to meet and discuss with DPH Holdings the potential transfer of the Delphi Home Avenue plant and the Wright Company factory buildings.
April 2010	<p>NAHA creates the Education Council in partnership with Wright Patterson AFB’s Starbase Academy.</p> <p>NAHA begins planning to celebrate the 100th anniversary of the First Air Cargo Flight. The event is scheduled to take place in Oct 2010.</p> <p>Several B-25’s takeoff from Historic Grimes Field for the National Museum of the United States Air Force to celebrate the Doolittle Raiders Reunion activities.</p>
May 2010	NAHA places an advertisement in 16 regional newspapers to promote partners of the National Aviation Heritage Alliance; over a 1 million readers are exposed to the National Aviation Heritage Area as a result of this effort.
July 2010	NAHA produces a 3-day education program (SOAR) at the Vectren Dayton Air Show in partnership with the US Air and Trade Show board. The program focuses on Science, Technology, Engineering, and Mathematics (STEM) for underprivileged youth who live in the National Aviation Heritage Area.
Aug 2010	ODOT District 7 and 8 agree to install National Aviation Heritage Area signs on Interstates 70 and 75.
Sep 2010	NAHA launches the “Land A Shuttle In Ohio” campaign as a way to convince NASA to award a shuttle to the National Museum of the United States Air Force.
Oct 2010	<p>NAHA, in partnership with Wright B Flyer Inc., celebrates the 100th Anniversary of the First Air Cargo Flight. Descendants of Phil Parmalee, the pilot who made the cargo run for the Wright Brothers, were in attendance for the event.</p> <p>Anthony Perfilio succeeds John Bosch as chair of the NAHA Board of Trustees establishing the precedent of the chair serving for three consecutive 1-year terms.</p> <p>NAHA proposes a plan to the City of Dayton to use Clean Ohio Brownfield Re-utilization Funds to cleanup and acquire the Delphi Home Ave and Wright Factory site from DPH Holdings.</p>
Dec 2010	NAHA bylaws are amended providing a seat on the Board of Trustees for the Wright Image Group, Inc.
Feb 2011	NAHA bylaws are amended providing a seat on the Board of Trustees for the Grimes Flying Lab Foundation.
April 2011	NASA awards shuttles to Florida, New York and California organizations; National Museum of the United States Air Force is scheduled to receive a shuttle crew training module.

Month/Year	Activity
May 2011	NAHA participates in the Ohio Travel and Tourism’s “Too Much for One Day” promotional campaign, with the first exhibition scheduled in Louisville, KY.
June 2011	NAHA plans to participate in regional airshows beginning with the Indianapolis Air Show; this is the first of three shows scheduled.
July 2011	Wright B Flyer’s Silver Bird crashes causing the death of the two pilots and complete loss of the aircraft. Plans for exhibition of the Silver Bird are cancelled.
Aug 2011	<p>NAHA advertises in “GO” Magazine, an inflight publication of AirTran Airlines, culminating a series of cooperative ads placed on behalf of Alliance partners. Other publications included Flight Journal, Cincinnati Magazine, and Discover the Dayton Region along with area billboards.</p> <p>NAHA provided technical support to Armstrong Air and Space Museum Association allowing them to complete the installation of large sign adjacent to I-75 and their facility. Attendance increases by 20 percent over the previous year’s attendance.</p>
Dec 2011	NAHA is successful in advocating for a “Priority” ranking for the Dayton Aviation Heritage Redevelopment Project. In partnership with the City of Dayton and Home Avenue Redevelopment LLC, NAHA is seeking \$3 million dollars to begin the restoration of the Wright Company Factory site at the Delphi Home Avenue Plant.
Feb 2012	NAHA offers the lead gift to the National Aviation Hall of Fame and rallies the community to ensure the National Aviation Hall of Fame Enshrinement event stays in the National Aviation Heritage Area and the Dayton region.
April 2012	Several B-25’s takeoff from Historic Grimes Field for the National Museum of the United States Air Force to celebrate the Doolittle Raiders Reunion activities. This marks the second time Historic Grimes Field has supported the event.
May 2012	<p>NAHA bylaws are amended providing a seat on the Board of Trustees for Air Camp.</p> <p>The Dayton Aviation Heritage Redevelopment Project is ranked #2 by the Ohio Department of Development and awarded the full amount requested (\$3 million dollars).</p>
Aug 2012	<p>NAHA becomes an underwriter of aviation heritage programming at WYSO, a local NPR affiliate.</p> <p>In addition to the Ivonette Wright Miller award, NAHA creates two new annual awards for presentation at its Annual Meeting. The Wick Wright Award recognizes an individual or organization that has provided outstanding support to the National Aviation Heritage Alliance or an Alliance partner and the PROPS Award is given to an Alliance partner that has provided outstanding support to the Alliance or another organization within the Alliance.</p>
Sep 2012	NAHA and Wright B Flyer Inc. exhibit the Valentine Flyer (a Wright Flyer replica) at the International Manufacturing and Technology Show, the largest manufacturing trade show in the world.

Month/Year	Activity
Oct 2012	<p>NAHA recruits Timothy R. Gaffney, author and retired Dayton Daily News reporter, as its Director of Communications.</p> <p>NAHA, in partnership with the Dayton Aviation Heritage National Historical Park, hosts a celebration to commemorate the park’s 20th anniversary.</p>
Dec 2012	<p>NAHA awards the first Mitch Cary/Don Gum flight scholarship. The scholarship, which pays for flight training leading to a private pilot’s license is established as a memorial in honor of the two pilots who died flying the Silver Bird in 2011.</p> <p>DPH Holdings sells the Delphi Home Avenue Plant to Home Avenue Redevelopment LLC. This ends 93 years of ownership of this site by General Motors and its successors, and marks the beginning of the restoration of the Wright Company Factory site. NAHA continues to advocate for involvement of the National Park Service at this historic aviation site.</p>
Jan 2013	<p>Accelerated activity at the Wright Company Factory site creates a need for NAHA to shift its focus to the project. As the Strategic Plan approved in 2007 had little mention of the Wright Company Factory project, and it was for a period of 5 years ending 2012, staff began exploring options for creating a new Strategic Plan.</p>
Mar 2013	<p>NAHA begins weekly publication of an online newsletter.</p>
Apr 2013	<p>Demolition begins at the Dayton Aviation Heritage Redevelopment Project (site of the Wright Company Factory and formerly the Delphi Home Avenue Plant). NAHA hosts regularly scheduled meetings with NPS officials in Omaha and Dayton, staff from the City of Dayton, Home Avenue Redevelopment LLC, and the Dayton Development Coalition to track progress of the project and to discuss preservation and restoration of the Wright Company Factory site.</p> <p>NAHA assists the National Park Service with the Charles Young Buffalo Soldiers National Monument designation ceremony.</p> <ul style="list-style-type: none"> • For the next 18 months, NAHA provides logistical support at the site in partnership with the Greene County Park District. <p>NAHA agrees to enter into discussion with Wright Dunbar Inc regarding acquisition of the Wright Brothers 5th Cycle Shop property. Trustees commit personal donations to make this possible.</p>
Jun 2013	<p>NAHA approves a contract with Strategic Leadership and Associates to create a new Strategic Plan.</p>
Oct 2013	<p>Frank Winslow succeeds Anthony Perfilio to serve as the Chair of the NAHA Board of Trustees.</p> <p>NAHA hosts a joint press conference via “Skype” with officials in North Carolina to refute the recent claims that Gustave Whitehead was the first to fly.</p> <ul style="list-style-type: none"> • Provided the National Aviation Heritage Area with a great amount of visibility due to the extensive press coverage of the event.
Dec 2013	<p>NAHA acquires the Wright Brothers 5th Cycle Shop from Wright Dunbar Inc.</p>
Feb 2014	<p>The Board of Trustees approves the National Aviation Heritage Alliance 2019 Strategic Plan, the third such plan since 2004.</p> <ul style="list-style-type: none"> • The Plan identifies purchasing the Wright Company Factory site as a Strategic Goal and identifies raising \$4 million dollars needed to meet that goal.

Month/Year	Activity
April 2014	<p>NAHA approves changes to Annex A of the Bylaws, eliminating the Education and Directors Council, renames the Branding and Marketing Council to Communicators Council.</p> <p>Pruehs and Associates is hired to do a Feasibility Study for the Wright Company Factory site project.</p>
July 2014	<p>NAHA is authorized to receive \$250K from the Ohio State Capital program for the Dayton Aviation Heritage Redevelopment Project.</p> <p>The Dayton Flight Factory, authored by Tim Gaffney (NAHA Communications Director) is released and becomes a catalyst for raising awareness of the Wright Company Factory site.</p> <p>Jessie Duckro resigns and accepts another position.</p> <p>The Communicators Council agrees to host an Aviation Writers Summit in the National Aviation Heritage Area in the fall of 2015.</p>
Aug 2014	<p>Mackensie Wittmer is hired as the NAHA Partner Relations and Program Manager.</p>
Oct 2014	<p>With permission of Home Avenue Redevelopment LLC, NAHA begins public tours of the Wright Company Factory site on the third Thursday of each month.</p>
Dec 2014	<p>NAHA bylaws are amended to provide a seat on the Board of Trustees to Armstrong Air and Space Museum Association.</p> <p>The NAHA Board of Trustees authorizes the Executive Director to send a letter of intent to purchase the Wright Company Factory site (all 54 acres) subject to certain conditions being met.</p>
Feb 2015	<p>Brown and Bills is authorized to begin design work associated with restoring Building 3 at the Wright Company Factory site for use by the Wright B Flyer Inc. to build a new Wright B Flyer replica to replace the Silver Bird.</p>
May 2015	<p>NAHA map and Alliance organizational signage is installed at the National Museum of the United States Air Force at various aircraft exhibits.</p> <ul style="list-style-type: none"> • Museum visitors now have direct access to information about National Aviation Heritage Area sites while touring the National Museum of the United States Air Force.
June 2015	<p>Pruehs and Associates reports to the NAHA Board of Trustees the results of the Feasibility Study. Additional work is required for a fund raising campaign to be successful.</p> <ul style="list-style-type: none"> • Pruehs is retained for doing additional campaign work.
July 2015	<p>NAHA continues its advocacy for the National Park Service to acquire a portion of the Wright Company Factory site with Land Water Conservation Fund monies in Fiscal Year 2017.</p>
Sep 2015	<p>Frank Winslow announces at the NAHA Annual Meeting the Dayton Foundation is contributing \$100K to NAHA for the Dayton Aviation Heritage Redevelopment Project.</p> <p>A lease with an option to purchase the entire 54 acre Delphi Home Avenue Plant (including the Wright Company Factory site) is presented to Home Avenue Redevelopment LLC.</p> <ul style="list-style-type: none"> • A purchase price of \$1 million dollars is proposed.

Appendix 6 – NAH Alliance Board of Trustees Members and Affiliations

OFFICERS

Frank Winslow

Chair
Air Force Museum Foundation
US Air & Trade Show

Ray Keyton

Vice Chair
Senior VP, AAA Allied Group
Dayton History

Susan Richardson

Secretary
(Retired) USAF
Air Force Museum Foundation
US Air & Trade Show

Jerry Gecowets

Treasurer
Chairman, Ultra-Met Carbide Technologies

Anthony Perfilio

Past Chair
Attorney, Rendigs, Fry, Kiely & Dennis

TRUSTEES-AT-LARGE

John Bosch

Chairman and CEO, Commander Aero, Inc

Tom Crouch

Sr. Curator, Aeronautics, Smithsonian Institution

Michael Heil

President/CEO, Ohio Aerospace Institute

Joseph A. Lanni

Director, Dayton Office, Lockheed Martin Corporation
(Retired) USAF

Mary Mathews

Retired Exec Director, Carillon Historical Park

C.D. Moore II

Dayton Aerospace
(Retired) USAF

Margaret Peters

President Emeritus, ASALH (Dayton Branch)

Ted Prasse

Partner, Hahn Loeser Law

Judge Walter H. Rice

Judge, US District Court, Southern District of Ohio

Harry A. Seifert, Jr

Independent Management Consulting Professional
(Retired) Senior Vice President – Standard Register

Ernie Sheeler

Social Worker, Fairborn Schools

Dave Shiffer

Jerry Gecowets*

Chairman, Ultra-Met Carbide Technologies

Anthony Perfilio*

Attorney, Rendigs, Fry, Kiely & Dennis

Ray Keyton*

Senior VP, AAA Allied Group
Dayton History

DESIGNATED TRUSTEES

Vince Russo

Vice President, Air Camp

Susan Richardson*

Air Force Museum Foundation
US Air & Trade Show

Frank Winslow*

Air Force Museum Foundation
US Air & Trade Show

Thomas S. Finkelmeier, Jr

Armstrong Air & Space Museum

Marvin Christian

Aviation Trail, Inc.

Ray Keyton

Dayton History

Brady Kress

Dayton Montgomery County CVB

Vacant

Greene County CVB

Vacant

Greene County Historical Society

Randy Kemp

Historic Grimes Field

Fran Duntz

National Aviation Hall of Fame

Burt Logan

Ohio History Connection

Terry Grevious

US Air & Trade Show

Ken Ott

Historic WACO Field

Jay Jabour

Wright B Flyer, Inc.

Amanda Wright Lane

Wright Family Foundation

Walter Ohlmann

Wright Image Group

ADVISORS & LIAISONS

Patty Trap

National Park Service, Midwest Region

Dean Alexander

Dayton Aviation Heritage National Historical Park

Rebecca Westlake

US Air Force at Wright-Patterson AFB

Dawne Dewey

Wright State University Special Collections & Archives

* Denotes an officer being listed again in his/her category

Appendix 7 – Map of NAHA Sites



- 1 National Museum of the United States Air Force®**
- 2 National Aviation Hall of Fame**
- Dayton Aviation Heritage National Historical Park**
- 3a Wright-Dunbar Interpretive Center and the Wright Cycle Company**
- 3b Paul Laurence Dunbar State Memorial**
- 3c Huffman Prairie Flying Field Interpretive Center**
- 3d Huffman Prairie Flying Field**
- 3e John W. Berry, Sr. Wright Brothers Aviation Center at Carillon Historical Park**
- 3f Hawthorn Hill (tours provided by Dayton History)**
- 4 The Wright B Flyer**
- 5 Wright Image Group**
- 6 Historic WACO Field**
- 7 Armstrong Air & Space Museum**
- 8 Wright State University Wright Archives**
- 9 Aviation Trail, Inc. Visitor Center & Museum**
- Historic Grimes Field**
- 10a Champaign Aviation Museum**
- 10b Grimes Flying Lab Foundation**
- 11 Historic Woodland Cemetery & Arboretum**
- 12 Greene County Historical Society**
- 13 Vectren Dayton Air Show**
- 14 Dayton History**
- 15 Air Camp**