

116TH CONGRESS  
1ST SESSION

# H. R. 2525

To establish the Steel Valley National Heritage Area in the States of Pennsylvania and Ohio, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MAY 3, 2019

Mr. RYAN (for himself and Mr. KELLY of Pennsylvania) introduced the following bill; which was referred to the Committee on Natural Resources

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## A BILL

To establish the Steel Valley National Heritage Area in the States of Pennsylvania and Ohio, and for other purposes.

1        *Be it enacted by the Senate and House of Representa-*  
2        *tives of the United States of America in Congress assembled,*

3        **SECTION 1. SHORT TITLE.**

4        This Act may be cited as the “Steel Valley National  
5        Heritage Area Act”.

6        **SEC. 2. FINDINGS.**

7        Congress finds as follows:

8                (1) Until the late 1970s, the Mahoning Valley  
9        Steelmaking District was one of the five largest  
10        steelmaking areas in the world, at times even larger

1 than Pittsburgh, and its mills produced the steel  
2 that built America's cities, supported its infrastruc-  
3 ture, and strengthened its war efforts.

4 (2) Jobs in the steel industry attracted immi-  
5 grants from Europe, Latin America, and the Middle  
6 East, as well as thousands of African Americans  
7 moving North as part of the Great Migration. While  
8 these groups have interacted, become neighbors, and  
9 intermarried over the decades, ethnic identities re-  
10 main strong in this area. This has produced both a  
11 strong sense of community and divisions that reflect  
12 national patterns of conflict over class, race, eth-  
13 nicity, and religion.

14 (3) The cultural legacy of the steel industry re-  
15 mains long after many of the local mills shut down  
16 in the institutions created by both working people  
17 and civic and business leaders, ranging from ethnic  
18 churches to adult education programs aimed at help-  
19 ing immigrants learn English and gain citizenship to  
20 the Butler Institute of America Art, the Youngstown  
21 Symphony, several museums focused on the history  
22 of the region, and a large city park that offers pro-  
23 gramming in the arts, history, and outdoor activi-  
24 ties.

1           (4) The Mahoning Valley Steelmaking District  
2 has a long history of labor and community activ-  
3 ism—

4           (A) helping to create the United Steel-  
5 workers of America, which enabled many work-  
6 ers to achieve middle-class lives;

7           (B) organizing a significant community-  
8 wide effort to keep the steel mills open after  
9 shutdowns were announced in the late 1970s;  
10 and

11           (C) developing a nationally and inter-  
12 nationally recognized model for community-  
13 based planning in response to the economic and  
14 social challenges of deindustrialization, includ-  
15 ing the Youngstown 2010 Plan and several on-  
16 going grassroots neighborhood organizations  
17 that have led important efforts to revitalize the  
18 community.

19           (5) While many aspects of this community's  
20 history reflect the unique mix of the people who  
21 came here and the history of industries in this Val-  
22 ley, the story of the Mahoning Valley Steelmaking  
23 District also reflects national patterns of industrial  
24 growth and change, migration and immigration, and  
25 cultural, civic, and labor organizing.

1 **SEC. 3. DEFINITIONS.**

2 In this Act:

3 (1) LOCAL COORDINATING ENTITY.—The term  
4 “local coordinating entity” means the Steel Valley  
5 National Heritage Area Commission established by  
6 section 5(a).

7 (2) MANAGEMENT PLAN.—The term “manage-  
8 ment plan” means the management plan for the Na-  
9 tional Heritage Area required under section 6.

10 (3) MAP.—The term “map” means the map en-  
11 titled “Steel Valley National Heritage Area” created  
12 by the Congressional Research Service.

13 (4) NATIONAL HERITAGE AREA.—The term  
14 “National Heritage Area” means the Steel Valley  
15 National Heritage Area established by section 4(a).

16 (5) SECRETARY.—The term “Secretary” means  
17 the Secretary of the Interior.

18 (6) STATE.—The term “State” means the State  
19 of Ohio or the State of Pennsylvania, as appropriate.

20 **SEC. 4. STEEL VALLEY NATIONAL HERITAGE AREA.**

21 (a) ESTABLISHMENT.—There is established in the  
22 State the Steel Valley National Heritage Area.

23 (b) BOUNDARIES.—

24 (1) IN GENERAL.—The National Heritage Area  
25 shall consist of land located in the Counties of  
26 Trumbull and Mahoning in Ohio, and Mercer and

1 Lawrence Counties in Pennsylvania, as generally de-  
2 picted on the map.

3 (2) REVISION.—The boundaries of the National  
4 Heritage Area established under paragraph (1) may  
5 be revised if the revision is—

6 (A) proposed in the management plan;

7 (B) approved by the Secretary in accord-  
8 ance with section 6; and

9 (C) placed on file in accordance with sub-  
10 section (c).

11 (c) AVAILABILITY OF MAP.—The map shall be on file  
12 and available for public inspection in the appropriate of-  
13 fices of—

14 (1) the National Park Service; and

15 (2) the local coordinating entity.

16 (d) LOCAL COORDINATING ENTITY.—The Steel Val-  
17 ley National Heritage Area Commission shall be the local  
18 coordinating entity for the National Heritage Area.

19 **SEC. 5. STEEL VALLEY NATIONAL HERITAGE AREA COM-**  
20 **MISSION.**

21 (a) ESTABLISHMENT.—There is established the Steel  
22 Valley National Heritage Area Commission. The purpose  
23 of the local coordinating entity shall be—

1           (1) to work with Federal, State, and local au-  
2           thorities to develop and implement the management  
3           plan; and

4           (2) to foster and enhance the integration of in-  
5           dustrial steel and manufacturing-related historical,  
6           cultural, educational, natural, scenic, and rec-  
7           reational initiatives within the National Heritage  
8           Area.

9           (b) AUTHORITIES.—For purposes of implementing  
10          the management plan, the Secretary, acting through the  
11          local coordinating entity, may use amounts made available  
12          under section 10 to—

13           (1) make grants to the State or a political sub-  
14           division of the State, nonprofit organizations, and  
15           other persons;

16           (2) assist others in developing educational, in-  
17           formational, and interpretive programs and facilities;

18           (3) enter into cooperative agreements with, or  
19           provide technical assistance to, the State or a polit-  
20           ical subdivision of the State, nonprofit organizations,  
21           and other interested parties;

22           (4) hire and compensate staff, which shall in-  
23           clude individuals with expertise in historic preserva-  
24           tion and restoration, cultural and natural resource  
25           management, interpretive planning and museum

1 services, heritage and education programming, eco-  
2 nomic and community development, labor and work-  
3 ing-class studies, and tourism;

4 (5) establish such advisory groups as deemed  
5 necessary;

6 (6) obtain money or services from any source,  
7 including any money or services that are provided  
8 under any other Federal law or program;

9 (7) contract for goods or services; and

10 (8) undertake to be a catalyst for any other ac-  
11 tivity that—

12 (A) furthers the purposes of the National  
13 Heritage Area; and

14 (B) is consistent with the approved man-  
15 agement plan.

16 (c) DUTIES.—The local coordinating entity shall—

17 (1) in accordance with section 6, prepare and  
18 submit a management plan to the Secretary;

19 (2) assist units of local government, regional  
20 planning organizations, and nonprofit organizations  
21 in carrying out the approved management plan by—

22 (A) carrying out programs and projects  
23 that recognize, preserve, and enhance the re-  
24 maining elements of the original Mahoning Val-  
25 ley Steel District;

1           (B) establishing and maintaining visitor  
2 centers, museums, and other interpretive exhib-  
3 its and programs in the National Heritage  
4 Area;

5           (C) developing recreational and educational  
6 opportunities in the National Heritage Area;

7           (D) increasing public awareness of indus-  
8 trial steel and manufacturing-related historical,  
9 cultural, educational, natural, scenic, and rec-  
10 reational resources and sites within the Na-  
11 tional Heritage Area;

12           (E) identifying and restoring any historic  
13 building, site, or district consistent with Na-  
14 tional Heritage Area themes;

15           (F) ensuring that clear, consistent, and en-  
16 vironmentally appropriate signs identifying  
17 points of access and sites of interest are posted  
18 throughout the National Heritage Area; and

19           (G) promoting a wide range of partner-  
20 ships among governments, organizations, com-  
21 munities, and individuals to further the Na-  
22 tional Heritage Area;

23           (3) consider the interests and perspectives of di-  
24 verse units of government, businesses, organizations,  
25 communities, and individuals in the National Herit-

1 age Area in the preparation and implementation of  
2 the management plan; and

3 (4) encourage, by appropriate means, economic  
4 viability that is consistent with the National Herit-  
5 age Area.

6 (d) PROHIBITION ON THE ACQUISITION OF REAL  
7 PROPERTY.—The local coordinating entity shall not use  
8 Federal funds made available under section 10 to acquire  
9 real property or any interest in real property.

10 (e) MEMBERSHIP.—The local coordinating entity  
11 shall be composed of 23 members, as follows:

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

14 (2) Ten members, appointed by the Secretary  
15 after consideration of recommendations submitted by  
16 the Governor of the State and other appropriate offi-  
17 cials, with knowledge and experience of the following  
18 agencies or those agencies' successors: the Ohio Arts  
19 Council, the Ohio Development Services Agency,  
20 Ohio Department of Natural Resources, the Ohio  
21 Office of Tourism, and the Ohio State Historic Pres-  
22 ervation Office, the Pennsylvania Council on the  
23 Arts, the Pennsylvania Historical and Museum Com-  
24 mission, the Pennsylvania Department of Commu-  
25 nity and Economic Development, and the Pennsyl-

1       vania Department of Conservation and Natural Re-  
2       sources.

3           (3) The remaining 12 members who reside  
4       within the National Heritage Area and are geo-  
5       graphically dispersed throughout the National Herit-  
6       age Area shall be from government, institutions of  
7       higher education, and public or private entities and  
8       organizations with knowledge of historic preservation  
9       and restoration, cultural and natural resource man-  
10      agement, interpretive planning and museum services,  
11      heritage and education programming, economic and  
12      community development, labor and working-class  
13      studies, and tourism. These members will be ap-  
14      pointed by the Secretary as follows:

15           (A) Four members based on a rec-  
16           ommendation from each Senator from the State  
17           of Ohio and the State of Pennsylvania.

18           (B) Four members based on a rec-  
19           ommendation from each Member of the House  
20           of Representatives whose district shall encom-  
21           pass the National Heritage Area.

22           (C) Four members who shall be residents  
23           of any county constituting the National Herit-  
24           age Area.

1           (f) APPOINTMENTS AND VACANCIES.—Members of  
2 the local coordinating entity other than ex officio members  
3 shall be appointed for terms of 3 years. Of the original  
4 appointments, 5 shall be for a term of 1 year, 5 shall be  
5 for a term of 2 years, and 5 shall be for a term of 3 years.  
6 Any member of the local coordinating entity appointed for  
7 a definite term may serve after expiration of the term until  
8 the successor of the member is appointed. Any member  
9 appointed to fill a vacancy shall serve for the remainder  
10 of the term for which the predecessor was appointed. Any  
11 vacancy on the local coordinating entity shall be filled in  
12 the same manner in which the original appointment was  
13 made.

14           (g) COMPENSATION.—Members of the local coordi-  
15 nating entity shall receive no compensation for their serv-  
16 ice on the local coordinating entity. Members of the local  
17 coordinating entity, other than employees of the State,  
18 while away from their homes or regular places of business  
19 to perform services for the local coordinating entity, shall  
20 be allowed travel expenses, including per diem in lieu of  
21 subsistence, in the same manner as persons employed  
22 intermittently in Government service are allowed under  
23 section 5703 of title 5, United States Code.

24           (h) ELECTION OF OFFICES.—The local coordinating  
25 entity shall elect the chairperson and the vice chairperson

1 on an annual basis. The vice chairperson shall serve as  
2 the chairperson in the absence of the chairperson.

3 (i) MEETINGS.—The local coordinating entity shall  
4 conduct meetings open to the public at least semiannually  
5 regarding the development and implementation of the  
6 management plan. The local coordinating entity shall meet  
7 at the call of the chairperson or 12 of its members. Notice  
8 of meetings and agendas for the meeting shall be pub-  
9 lished throughout the National Heritage Area.

10 (j) QUORUM AND VOTING.—Eleven members of the  
11 local coordinating entity shall constitute a quorum but a  
12 lesser number may hold hearings. Any member of the local  
13 coordinating entity may vote by means of a signed proxy  
14 exercised by another member of the local coordinating en-  
15 tity, however, any member voting by proxy shall not be  
16 considered present for purposes of establishing a quorum.  
17 For the transaction of any business or the exercise of any  
18 power of the local coordinating entity, the local coordi-  
19 nating entity shall have the power to act by a majority  
20 vote of the members present at any meeting at which a  
21 quorum is in attendance.

22 (k) ANNUAL REPORTS AND AUDITS.—For any year  
23 for which Federal funds have been received under this sec-  
24 tion, the local coordinating entity shall—

1           (1) submit to the Secretary an annual report  
2           that describes the activities, expenses, and income of  
3           the local coordinating entity (including grants from  
4           the local coordinating entity to any other entities  
5           during the year that the report is made);

6           (2) make available to the Secretary for audit all  
7           records relating to the expenditure of the funds and  
8           any matching funds; and

9           (3) require, with respect to all agreements au-  
10          thorizing the expenditure of Federal funds by other  
11          organizations, that the organizations receiving the  
12          funds make available to the Secretary for audit all  
13          records concerning the expenditure of the funds.

14          (l) **TERMINATION.**—The local coordinating entity  
15          shall terminate on the day occurring 10 years after the  
16          date of enactment of this title.

17          **SEC. 6. MANAGEMENT PLAN.**

18          (a) **IN GENERAL.**—Not later than 3 years after the  
19          date of enactment of this Act, the local coordinating entity  
20          shall submit to the Secretary for approval a proposed  
21          management plan for the National Heritage Area.

22          (b) **REQUIREMENTS.**—The management plan shall  
23          include—

24                  (1) an inventory of historic properties and re-  
25                  sources within the National Heritage Area that—

1 (A) are related to the themes of the Na-  
2 tional Heritage Area; and

3 (B) should be preserved, restored, man-  
4 aged, developed, or maintained because of their  
5 historical, cultural, educational, natural, scenic,  
6 or recreational significance;

7 (2) comprehensive policies, strategies, and rec-  
8 ommendations for the preservation, funding, man-  
9 agement, and development of the National Heritage  
10 Area;

11 (3) a program of implementation for the man-  
12 agement plan by the local coordinating entity that  
13 includes a description of—

14 (A) actions to facilitate ongoing collabora-  
15 tion among identified partners to promote plans  
16 for site and resource protection, restoration, en-  
17 hancement, and construction; and

18 (B) specific commitments that have been  
19 made by the local coordinating entity or any  
20 government, organization, or individual for the  
21 first 5 years of operation of the National Herit-  
22 age Area;

23 (4) the identification of sources of funding for  
24 carrying out the management plan;

1           (5) analysis and recommendations for means by  
2           which Federal, State, and local programs may best  
3           be integrated and coordinated to carry out this sec-  
4           tion, including a description of the role of the Na-  
5           tional Park Service in the National Heritage Area;  
6           and

7           (6) an interpretive plan that identifies, devel-  
8           ops, supports, and enhances education programs  
9           within the National Heritage Area that includes—

10                   (A) documentation of and methods to sup-  
11                   port the perpetuation of music, art, poetry, lit-  
12                   erature, folklore, and culture associated with  
13                   the steel mills and blast furnaces; and

14                   (B) research related to—

15                           (i) the construction and history of the  
16                           steel mills and blast furnaces;

17                           (ii) the cultural traditions of steel  
18                           workers, their families, and communities;

19                           (iii) the role and influence of orga-  
20                           nized labor;

21                           (iv) the role and influence of orga-  
22                           nized crime;

23                           (v) the history of racial, ethnic, and  
24                           religious conflict;

1 (vi) the social and economic impacts  
2 of deindustrialization; and

3 (vii) the diaspora of urban industrial  
4 cities; and

5 (7) recommended policies and strategies for re-  
6 source management that consider and detail the ap-  
7 plication of appropriate land and water management  
8 techniques, including the development of intergov-  
9 ernmental and interagency cooperative agreements  
10 to protect the historical, cultural, educational, nat-  
11 ural, scenic, and recreational resources of the Na-  
12 tional Heritage Area.

13 (c) DEADLINE.—If a proposed management plan is  
14 not submitted to the Secretary by the date that is 3 years  
15 after the date of enactment of this Act, the local coordi-  
16 nating entity shall be ineligible to receive additional fund-  
17 ing under this Act until the date on which the Secretary  
18 receives and approves the management plan.

19 (d) APPROVAL OR DISAPPROVAL OF MANAGEMENT  
20 PLAN.—

21 (1) IN GENERAL.—Not later than 180 days  
22 after the date of receipt of the management plan  
23 under subsection (a), the Secretary, in consultation  
24 with the State, shall approve or disapprove the man-  
25 agement plan.

1           (2) CRITERIA FOR APPROVAL.—In determining  
2 whether to approve the management plan, the Sec-  
3 retary shall consider whether—

4           (A) the local coordinating entity is rep-  
5 resentative of the diverse interests and perspec-  
6 tives of the National Heritage Area, including  
7 governments, historical and cultural organiza-  
8 tions, educational and civic institutions, orga-  
9 nized labor, and businesses;

10          (B) the local coordinating entity has af-  
11 forded adequate opportunities, including public  
12 hearings and comment periods, for public and  
13 governmental involvement in the preparation of  
14 the management plan; and

15          (C) the resource protection and interpreta-  
16 tion strategies contained in the management  
17 plan, if implemented, would adequately preserve  
18 the historical, cultural, and natural resources of  
19 the National Heritage Area.

20          (3) ACTION FOLLOWING DISAPPROVAL.—If the  
21 Secretary disapproves the management plan under  
22 paragraph (1), the Secretary shall—

23           (A) advise the local coordinating entity in  
24 writing of the reasons for the disapproval;

1 (B) make recommendations for revisions to  
2 the management plan; and

3 (C) not later than 180 days after the re-  
4 ceipt of any proposed revision of the manage-  
5 ment plan from the local coordinating entity,  
6 approve or disapprove the proposed revision.

7 (4) AMENDMENTS.—

8 (A) IN GENERAL.—The Secretary shall ap-  
9 prove or disapprove each amendment to the  
10 management plan that makes a substantial  
11 change to the management plan, as determined  
12 by the Secretary.

13 (B) USE OF FUNDS.—The local coordi-  
14 nating entity shall not use Federal funds au-  
15 thorized by this section to carry out any amend-  
16 ments to the management plan until the date  
17 on which the Secretary has approved the  
18 amendments.

19 **SEC. 7. RELATIONSHIP TO OTHER FEDERAL AGENCIES.**

20 (a) IN GENERAL.—Nothing in this Act affects the au-  
21 thority of a Federal agency to provide technical or finan-  
22 cial assistance under any other law.

23 (b) CONSULTATION AND COORDINATION.—The head  
24 of any Federal agency planning to conduct activities that  
25 may have an impact on the National Heritage Area is en-

1 encouraged to consult and coordinate the activities with the  
2 Secretary and the local coordinating entity, to the max-  
3 imum extent practicable.

4 (c) OTHER FEDERAL AGENCIES.—Nothing in this  
5 Act—

6 (1) modifies, alters, or amends any law or regu-  
7 lation authorizing a Federal agency to manage Fed-  
8 eral land under the jurisdiction of the Federal agen-  
9 cy;

10 (2) limits the discretion of a Federal land man-  
11 ager to implement an approved land use plan within  
12 the boundaries of the National Heritage Area; or

13 (3) modifies, alters, or amends any authorized  
14 use of Federal land under the jurisdiction of a Fed-  
15 eral agency.

16 **SEC. 8. PRIVATE PROPERTY AND REGULATORY PROTEC-**  
17 **TIONS.**

18 Nothing in this Act—

19 (1) abridges the rights of any owner of public  
20 or private property, including the right to refrain  
21 from participating in any plan, project, program, or  
22 activity conducted within the National Heritage  
23 Area;

24 (2) requires any property owner—

1 (A) to permit public access (including ac-  
2 cess by Federal, State, or local agencies) to the  
3 property of the property owner; or

4 (B) to modify public access or use of prop-  
5 erty of the property owner under any other  
6 Federal, State, or local law;

7 (3) alters any duly adopted land use regulation,  
8 approved land use plan, or other regulatory author-  
9 ity of any Federal, State, Tribal, or local agency;

10 (4) conveys any land use or other regulatory  
11 authority to the local coordinating entity;

12 (5) authorizes or implies the reservation or ap-  
13 propriation of water or water rights;

14 (6) diminishes the authority of the State to  
15 manage fish and wildlife, including the regulation of  
16 fishing and hunting within the National Heritage  
17 Area; or

18 (7) creates any liability, or affects any liability  
19 under any other law, of any private property owner  
20 with respect to any person injured on the private  
21 property.

22 **SEC. 9. EVALUATION AND REPORT.**

23 (a) IN GENERAL.—Not later than 3 years before the  
24 date on which authority for Federal funding terminates  
25 for the National Heritage Area, the Secretary shall—

1           (1) conduct an evaluation of the accomplish-  
2           ments of the National Heritage Area; and

3           (2) prepare a report in accordance with sub-  
4           section (c).

5           (b) EVALUATION.—An evaluation conducted under  
6           subsection (a)(1) shall—

7           (1) assess the progress of the local coordinating  
8           entity with respect to—

9                   (A) accomplishing the purposes of the Na-  
10                   tional Heritage Area; and

11                   (B) achieving the goals and objectives of  
12                   the management plan;

13           (2) analyze the investments of Federal, State,  
14           Tribal, and local government and private entities in  
15           the National Heritage Area to determine the impact  
16           of the investments; and

17           (3) review the management structure, partner-  
18           ship relationships, and funding of the National Her-  
19           itage Area for purposes of identifying the critical  
20           components for sustainability of the National Herit-  
21           age Area.

22           (c) REPORT.—Based on the evaluation conducted  
23           under subsection (a)(1), the Secretary shall submit to the  
24           Committee on Energy and Natural Resources of the Sen-  
25           ate and the Committee on Natural Resources of the House

1 of Representatives a report that includes recommendations  
2 for the future role of the National Park Service with re-  
3 spect to the National Heritage Area.

4 **SEC. 10. AUTHORIZATION OF APPROPRIATIONS.**

5 (a) IN GENERAL.—There is authorized to be appro-  
6 priated to carry out this Act \$10,000,000, of which not  
7 more than \$1,000,000 may be made available in any fiscal  
8 year.

9 (b) AVAILABILITY.—Amounts made available under  
10 subsection (a) shall remain available until expended.

11 (c) COST-SHARING REQUIREMENT.—

12 (1) IN GENERAL.—The Federal share of the  
13 total cost of any activity carried out under this Act  
14 shall be not more than 50 percent.

15 (2) FORM.—The non-Federal share of the total  
16 cost of any activity carried out under this Act may  
17 be in the form of in-kind contributions of goods or  
18 services fairly valued.

19 (d) TERMINATION OF AUTHORITY.—The authority of  
20 the Secretary to provide assistance under this Act termi-  
21 nates on the date that is 15 years after the date of enact-  
22 ment of this Act.

○