

**WHEELING NATIONAL HERITAGE AREA, WV, AND
GREAT FALLS NATIONAL HISTORIC DISTRICT, NJ**

HEARING
BEFORE THE
SUBCOMMITTEE ON
NATIONAL PARKS, FORESTS AND PUBLIC LANDS
OF THE
COMMITTEE ON
NATURAL RESOURCES
HOUSE OF REPRESENTATIVES
ONE HUNDRED THIRD CONGRESS

FIRST SESSION
ON

H.R. 2843

TO ESTABLISH THE WHEELING NATIONAL HERITAGE AREA IN THE
STATE OF WEST VIRGINIA, AND FOR OTHER PURPOSES

H.R. 1104

TO ESTABLISH THE GREAT FALLS HISTORIC DISTRICT COMMISSION
FOR THE PRESERVATION AND REDEVELOPMENT OF THE GREAT
FALLS NATIONAL HISTORIC DISTRICT IN PATERSON, NJ

HEARING HELD IN WASHINGTON, DC
NOVEMBER 16, 1993

Serial No. 103-62

Printed for the use of the Committee on Natural Resources



U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1994

78-797

COMMITTEE ON NATURAL RESOURCES

GEORGE MILLER, California, *Chairman*

PHILIP R. SHARP, Indiana
EDWARD J. MARKEY, Massachusetts
AUSTIN J. MURPHY, Pennsylvania
NICK JOE RAHALL II, West Virginia
BRUCE F. VENTO, Minnesota
PAT WILLIAMS, Montana
RON DE LUGO, Virgin Islands
SAM GEJDENSON, Connecticut
RICHARD H. LEHMAN, California
BILL RICHARDSON, New Mexico
PETER A. DeFAZIO, Oregon
ENI F.H. FALDOMAVEGA, American Samoa
TIM JOHNSON, South Dakota
LARRY LAROCCO, Idaho
NEIL ABERCROMBIE, Hawaii
CALVIN M. DOOLEY, California
CARLOS ROMERO-BARCELO, Puerto Rico
KARAN ENGLISH, Arizona
KAREN SHEPHERD, Utah
NATHAN DEAL, Georgia
MAURICE D. HINCHEY, New York
ROBERT A. UNDERWOOD, Guam
SAM FARR, California
LANE EVANS, Illinois
PATSY T. MINK, Hawaii
THOMAS J. BARLOW III, Kentucky
THOMAS M. BARRETT, Wisconsin

DON YOUNG, Alaska,
Ranking Republican Member
JAMES V. HANSEN, Utah
BARBARA F. VUCANOVICH, Nevada
ELTON GALLEGLY, California
ROBERT F. (BOB) SMITH, Oregon
CRAIG THOMAS, Wyoming
JOHN J. DUNCAN, JR., Tennessee
JOEL HEFLEY, Colorado
JOHN T. DOOLITTLE, California
WAYNE ALLARD, Colorado
RICHARD H. BAKER, Louisiana
KEN CALVERT, California
SCOTT McINNIS, Colorado
RICHARD W. POMBO, California
JAY DICKEY, Arkansas

JOHN LAWRENCE, *Staff Director*
RICHARD MELTZER, *General Counsel*
DANIEL VAL KISH, *Republican Staff Director*

SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS

BRUCE F. VENTO, Minnesota, *Chairman*

EDWARD J. MARKEY, Massachusetts
NICK JOE RAHALL II, West Virginia
PAT WILLIAMS, Montana
PETER A. DeFAZIO, Oregon
TIM JOHNSON, South Dakota
LARRY LAROCCO, Idaho
NEIL ABERCROMBIE, Hawaii
CARLOS ROMERO-BARCELO, Puerto Rico
KARAN ENGLISH, Arizona
KAREN SHEPHERD, Utah
MAURICE HINCHEY, New York
ROBERT A. UNDERWOOD, Guam
AUSTIN J. MURPHY, Pennsylvania
BILL RICHARDSON, New Mexico
PATSY T. MINK, Hawaii

JAMES V. HANSEN, Utah,
Ranking Republican Member
ROBERT F. (BOB) SMITH, Oregon
CRAIG THOMAS, Wyoming
JOHN J. DUNCAN, JR., Tennessee
JOEL HEFLEY, Colorado
JOHN T. DOOLITTLE, California
RICHARD H. BAKER, Louisiana
KEN CALVERT, California
JAY DICKEY, Arkansas

RICHARD HEALY, *Staff Director*
AMY HOLLEY, *Professional Staff Member*
HEATHER A. HUYCK, *Professional Staff Member*
TONYA MITCHEM, *Staff Assistant*
KURT CHRISTENSEN, *Republican Consultant on Public Lands*

CONTENTS

	Page
Hearing held: November 16, 1993	1
Text of the bills:	
1. H.R. 2843	2
2. H.R. 1104	18
Member statements:	
Hon. Bruce F. Vento	1
Hon. Nick Joe Rahall II	70
Witness statements:	
Hon. Frank R. Lautenberg, a Senator in Congress from the State of New Jersey	27
Hon. Herb Klein, a Representative in Congress from the State of New Jersey	31
B.J. Griffin, Regional Director, Mid-Atlantic Regional Office, National Park Service, Department of the Interior, accompanied by Kate Steven- son, Associate Regional Director for Cultural Resources and Planning ...	70
Hon. Alan B. Mollohan, a Representative in Congress from the State of West Virginia	90
Panel consisting of:	
Francis J. Blesso, director of community development, Paterson, NJ ..	106
Hon. William Pascrell, Jr., mayor, Paterson, NJ	124
Dr. Russell Fries	129
Panel consisting of:	
Patrick S. Cassidy, Esq., cochair, Wheeling National Heritage Area Task Force	133
Rebecca J. Payne, director, West Virginia Independence Hall, West Virginia Division of Culture and History, Department of Education and the Arts, Wheeling, WV	139
Paul T. McIntire, Jr., project coordinator and director, department of development, the city of Wheeling	151
Dr. Emory L. Kemp, director, Institute for the History of Technology and Industrial Archeology, West Virginia University	156
Panel consisting of:	
Henry Jordan, M.D., chairman, National Trust for Historic Preserva- tion	167
Bruce Craig, northeast regional director, National Parks and Con- servation Association	174

H.R. 2843, ESTABLISHING THE WHEELING NATIONAL HERITAGE AREA IN THE STATE OF WEST VIRGINIA; AND

H.R. 1104, ESTABLISHING THE GREAT FALLS HISTORIC DISTRICT COMMISSION FOR THE PRESERVATION AND REDEVELOPMENT OF THE GREAT FALLS NATIONAL HISTORIC DISTRICT IN PATERSON, NJ

TUESDAY, NOVEMBER 16, 1993

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS
AND PUBLIC LANDS,
Washington, DC.

The subcommittee met, pursuant to call, at 10:03 a.m. in Room 1324, Longworth House Office Building, Hon. Bruce F. Vento (chairman of the subcommittee) presiding.

STATEMENT OF HON. BRUCE F. VENTO

Mr. VENTO. The Subcommittee on National Parks, Forests, and Public Lands will be in order.

Today we are having a hearing on two bills, one by Herb Klein and another by Alan Mollohan, that have their counterparts in the Senate. Senator Lautenberg is here, and Senator Byrd obviously is very interested in the Wheeling, West Virginia area.

[Text of bills, H.R. 2843 and H.R. 1104, follows:]

103^D CONGRESS
1ST SESSION

H. R. 2843

To establish the Wheeling National Heritage Area in the State of West Virginia, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

AUGUST 3, 1993

Mr. MOLLOHAN introduced the following bill; which was referred to the Committee on Natural Resources

A BILL

To establish the Wheeling National Heritage Area in the State of West Virginia, 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 "Wheeling National
5 Heritage Area Act of 1993".

6 **SEC. 2. FINDINGS AND PURPOSES.**

7 (a) FINDINGS.—Congress finds that:

8 (1) The community of Wheeling, West Virginia,
9 and vicinity, possess important historical, cultural,
10 and natural resources, representing major heritage

1 themes of transportation and commerce and indus-
2 try and Victorian culture in the United States.

3 (2) The City of Wheeling played an important
4 part in the settlement of this country by serving as
5 the western terminus of the National Road in the
6 early 1800's, by serving as the Crossroads of Amer-
7 ica throughout the nineteenth century, by serving as
8 one of the few major inland ports in the nineteenth
9 century, by hosting the establishment of the Re-
10 stored State of Virginia, and later the State of West
11 Virginia during the Civil War years and serving as
12 the first capital of the new State of West Virginia,
13 through the development and maintenance of many
14 industries crucial to the Nation's expansion, includ-
15 ing iron and steel, and textile manufacturing facili-
16 ties, boat building facilities, glass manufacturing fa-
17 cilities, stogie and chewing tobacco manufacturing
18 facilities, many of which are industries that continue
19 to play an important role in the Nation's economy.

20 (3) The City of Wheeling has retained its na-
21 tional heritage themes with the designations of the
22 old custom house, now Independence Hall, as a Na-
23 tional Historic Landmark; with the designation of
24 the historic suspension bridge as a National Historic
25 Landmark; with five historic districts, and many in-

1 dividual properties in the Wheeling area listed or eli-
2 gible for nomination to the National Register of His-
3 toric Places.

4 (4) The heritage themes and number and diver-
5 sity of Wheeling's remaining resources should be ap-
6 propriately retained, enhanced, and interpreted for
7 the education, benefit, and inspiration of the people
8 of the United States.

9 (b) PURPOSES.—The purposes of this Act are to:

10 (1) Recognize the special importance of the his-
11 tory and development of the Wheeling area in the
12 cultural heritage of the Nation.

13 (2) Provide a framework to assist the City of
14 Wheeling and other public and private entities and
15 individuals in the appropriate preservation, enhance-
16 ment, and interpretation of resources in the Wheel-
17 ing area emblematic of Wheeling's contributions to
18 that cultural heritage.

19 (3) Create a new concept and model for des-
20 ignation of a National Heritage Area by allowing for
21 limited Federal, State and local capital contributions
22 for planning and infrastructure investments to cre-
23 ate the Wheeling National Heritage Area, in part-
24 nership with the State of West Virginia and the City
25 of Wheeling, West Virginia and its designees; and to

1 provide for an economically self-sustaining National
2 Heritage Area not dependent on Federal assistance
3 beyond the initial years necessary to establish the
4 National Heritage Area.

5 **SEC. 3. DEFINITIONS.**

6 As used in this Act:

7 (1) The term "Corporation" refers to the
8 Wheeling National Heritage Area Corporation
9 (WNHAC) as described in section 5 of this Act.

10 (2) The term "Plan" refers to the Plan for the
11 Wheeling National Heritage Area, prepared for the
12 Wheeling National Heritage Area Task Force, the
13 City of Wheeling, and the National Park Service,
14 published in August 1992, which Plan includes—

15 (A) an inventory of the natural and cul-
16 tural resources in the City of Wheeling;

17 (B) criteria for preserving and interpreting
18 significant natural and historic resources;

19 (C) a strategy for the conservation, preser-
20 vation, and reuse of the historical and cultural
21 resources in the City of Wheeling and the re-
22 gion; and

23 (D) an implementation agenda by which
24 the State of West Virginia and local govern-
25 ments can program their resources as well as a

1 complete description of the management entity
2 responsible for implementing the Plan.

3 **SEC. 4. DESIGNATION OF NATIONAL HERITAGE AREA.**

4 In furtherance of the purposes of this Act, there is
5 hereby established the Wheeling National Heritage Area
6 in the State of West Virginia (hereinafter referred to as
7 the "Area"). The Area shall include those lands and wa-
8 ters within the boundary generally depicted on the map
9 entitled, "Boundary Map, Wheeling National Heritage
10 Area, West Virginia", which shall be on file and available
11 for public inspection in the offices of the National Park
12 Service, Department of the Interior.

13 **SEC. 5. ESTABLISHMENT OF WHEELING NATIONAL HERITAGE AREA CORPORATION.**

14
15 (a) **ESTABLISHMENT.**—To achieve the purposes of
16 this Act, and to carry out the implementation of the Plan,
17 there is hereby established the Wheeling National Herit-
18 age Area Corporation (WNHAC) which—

19 (1) will be structured as a 501(c)(3) tax exempt
20 entity;

21 (2) shall consist of a Board of Directors of not
22 less than 9 nor more than 11 members, including
23 the executive committee;

24 (3) shall include an executive committee of 5
25 members; and

1 (4) shall include the Secretary of the Interior,
2 or his designate, the Governor of West Virginia, or
3 his designate, and the Mayor of the City of Wheel-
4 ing, or his designate.

5 The details of the Corporation's administrative operations,
6 staff needs, Board composition (except as specified in sec-
7 tion 5(a)(4)), affiliate organizations, financial forecast,
8 and membership shall be specified in the business plan for
9 the Wheeling National Heritage Area Corporation.

10 (b) MISSION.—(1) The Corporation's primary mis-
11 sion will be to implement and coordinate the recommenda-
12 tions contained in the Plan, accomplish the goals of the
13 Heritage Area planning initiative, ensure integrated oper-
14 ation of the project, and become a financially self-sustain-
15 ing entity. The Corporation shall be structured as a pri-
16 vate nonprofit organization, an umbrella organization to
17 accomplish the primary mission by itself, in partnership
18 with other local organizations, or on the behalf of other
19 entities, particularly the National Park Service and the
20 State of West Virginia Division of Culture and History.
21 It will provide coordination, standards, and streamlined fi-
22 nancial and technical assistance for the implementation of
23 the Plan.

24 (2) The primary charitable and educational mission
25 of the Corporation shall be to conserve, interpret, and pro-

1 mote the Wheeling National Heritage Area, and by doing
2 so, to achieve economic development in the historic down-
3 town and riverfront area, and the education and general
4 welfare of the people. The more specific mission of the
5 Corporation shall be to implement the Plan for the Wheel-
6 ing National Heritage Area, to preserve the area's historic
7 and cultural resources, and to establish a structure within
8 which the activities of investment, development, and oper-
9 ation of the Heritage Area can be fulfilled. In support of
10 this primary mission, the Corporation shall also direct and
11 coordinate the diverse conservation, development, pro-
12 gramming, educational, and interpretive activities in the
13 area.

14 (c) CREATION OF THE CORPORATION.—An interim
15 board shall be formed by the Wheeling National Heritage
16 Area Task Force Core Group in existence on the date of
17 the enactment of this Act. This board shall draft interim
18 bylaws, nominate an executive committee and solicit mem-
19 bership. The members of the executive committee shall act
20 as incorporators of the Corporation, nominate the perma-
21 nent board and have the primary roles in the development,
22 implementation, and operation of the Corporation and the
23 Heritage Area. A permanent executive committee shall
24 adopt a charter for the Corporation, and sign its articles
25 of incorporation, and shall determine the appropriate com-

1 position for the permanent board of directors. The execu-
2 tive committee shall appoint the remaining board members
3 with the exception of the City, State, and Federal rep-
4 resentatives designated under subsection (a)(4). The exec-
5 utive committee shall act as the primary vehicle for oper-
6 ation and policy of the Corporation while the board of di-
7 rectors shall serve to ensure that the mission of the Cor-
8 poration is carried out, and serve as a check and balance
9 to the executive committee while measuring progress and
10 ensuring equity in the activities of the Corporation.

11 **SEC. 6. POWERS OF THE WHEELING NATIONAL HERITAGE**
12 **AREA CORPORATION.**

13 (a) **POWERS OF THE CORPORATION.**—The Wheeling
14 National Heritage Area Corporation shall be chartered
15 with broad private powers in order to pursue its mission
16 and implement the Plan. The Corporation shall be empow-
17 ered to—

18 (1) acquire, encumber, and dispose of such real
19 and personal property as is necessary to preserve,
20 promote and enhance the heritage and resources of
21 the Area;

22 (2) improve properties to which the Corporation
23 holds title, sell, lease, sublease or otherwise dispose
24 of real property;

1 (3) enter into contracts, leases, cooperative
2 agreements, and other transactions with public agen-
3 cies and private individuals and entities;

4 (4) receive funds from public agencies and pri-
5 vate individuals and entities; receive gifts of property
6 of all kinds, whether made by will, deed, or other-
7 wise, and administering the same in carrying out the
8 Corporation's mission; collect fees; develop any other
9 sources of income commensurate with the laws gov-
10 erning nonprofit entities;

11 (5) disburse funds to qualified public or private
12 individuals and entities for the purposes of achieving
13 the goals of the Heritage Area as specified in the
14 Plan;

15 (6) hire staff and accept personnel from public
16 agencies as required to fulfill its mandates and pur-
17 poses;

18 (7) manage property and develop and operate
19 educational, informational, interpretive, and market-
20 ing programs, facilities, and linkages; and

21 (8) coordinate the review and approval of
22 projects or programs either funded or implemented
23 by the Corporation or its associates; and provide
24 educational, interpretation and promotional services
25 and materials.

1 **SEC. 7. DUTIES OF THE WHEELING NATIONAL HERITAGE**

2 **AREA CORPORATION.**

3 (a) **FORMAL ADOPTION OF THE PLAN.**—The Cor-
4 poration shall work with the State of West Virginia and
5 local governments to ensure that the Plan is formally
6 adopted by the City of Wheeling and recognized by the
7 State of West Virginia.

8 (b) **IMPLEMENTATION OF THE PLAN.**—In pursuing
9 the implementation of the Plan, the Corporation shall—

10 (1) implement the ideas and concepts put forth
11 in the Plan in a timely fashion pursuant to the phas-
12 ing schedule identified in the Plan;

13 (2) ensure the coordination of its services with
14 those of the City of Wheeling, West Virginia, the
15 State of West Virginia, and the Federal Govern-
16 ment;

17 (3) seek the support and involvement of the
18 Wheeling community and City of Wheeling as it pur-
19 sues its mission;

20 (4) maintain the integrity of those natural and
21 cultural resources recognized by this Act and ref-
22 erenced in the Plan through standards and criteria
23 for the treatment of all properties located within the
24 Area; and

25 (5) pursue the completion and adoption of all
26 planning projects recommended by the Plan, includ-

1 ing, but not limited to, the business plan for the
2 Wheeling National Heritage Area, an interpretive
3 master plan which outlines plans for the interpreta-
4 tion and conservation of Wheeling's cultural and
5 physical resources, a heritage lighting plan, an inter-
6 modal transportation plan, and others of a like kind.

7 (c) OPERATIONS OF THE WHEELING NATIONAL
8 HERITAGE AREA CORPORATION.—In implementing the
9 Plan, the Corporation may make loans and grants to ap-
10 propriate public, governmental, or private entities and
11 enter into contracts with private or public entities using
12 funds appropriated for that purpose, or from funds do-
13 nated, or revenue generated from the operation of Area
14 resources, with these funds being used to—

15 (1) promote the City of Wheeling's significant
16 heritage and resources;

17 (2) promote future growth for the City of
18 Wheeling in a manner consistent with its heritage,
19 resources, and the planning goals established for the
20 Heritage Area;

21 (3) ensure successful development of the Herit-
22 age Area and its principal features as specified in
23 the Plan and to undertake further planning and de-
24 sign as necessary to achieve this objective;

- 1 (4) ensure the conservation of the region's his-
2 torical, cultural, and natural resources;
- 3 (5) cooperate with and assist entities whose
4 goals and purposes are consistent with the goals and
5 purposes of the Corporation;
- 6 (6) manage and operate heritage facilities,
7 where appropriate;
- 8 (7) coordinate and support the activities of the
9 Corporation or its associates and the operation of
10 heritage and cultural tourism attractions in the re-
11 gion so as to create a unified project;
- 12 (8) encourage intergovernmental and inter-
13 agency cooperation in the achievement of these ob-
14 jectives;
- 15 (9) market the Heritage Area, the City of
16 Wheeling and its resources as a destination for
17 international, national, and regional visitors;
- 18 (10) provide technical assistance to cultural
19 heritage efforts and develop design standards for
20 physical sites and educational/interpretive programs;
- 21 (11) lead in efforts to educate the public about
22 the significance of these resources and the heritage
23 of the City of Wheeling (targeting visitors as well as
24 local residents);

1 (12) promote local and regional development of
2 recreational opportunities, linkages, and facilities;

3 (13) accomplish the above in a way which will
4 promote economic development of the City of Wheel-
5 ing and the surrounding area;

6 (14) create public/private partnerships to fi-
7 nance projects and initiatives of the Heritage Area;
8 and

9 (15) seek funding from public (local, State and
10 Federal) agencies and private individuals, founda-
11 tions and corporations.

12 (d) RESPONSIBILITIES OF THE WHEELING NA-
13 TIONAL HERITAGE AREA CORPORATION.—Priority ele-
14 ments and actions to be carried out by the Corporation
15 include—

16 (1) assisting the State of West Virginia and the
17 City of Wheeling in appropriate preservation treat-
18 ment of the sites, buildings, and objects listed or eli-
19 gible for listing on the National Register of Historic
20 Places;

21 (2) increasing awareness and appreciation of
22 the City of Wheeling's cultural heritage and ongoing
23 traditions;

24 (3) assisting the State of West Virginia or City
25 of Wheeling in designing, establishing, and main-

1 taining one or more visitor centers and other inter-
2 preitive exhibits in the Area;

3 (4) assisting in the enhancement of public
4 awareness of an appreciation for the historical and
5 architectural and geological resources and sites in
6 the Area;

7 (5) assisting the State of West Virginia or any
8 local government or any nonprofit organization in
9 the restoration of any historic building in the Area;

10 (6) encouraging, by appropriate means, en-
11 hanced economic and industrial development in the
12 Area in furtherance of the goals of the Plan;

13 (7) encouraging the City of Wheeling and other
14 local governments to adopt land use policies consist-
15 ent with the goals of the Plan and to take actions
16 to implement those policies; and

17 (8) ensuring that clear, consistent signs identi-
18 fying access points and sites of interest are put in
19 place.

20 **SEC. 8. DUTIES OF THE SECRETARY.**

21 (a) **PURPOSE.**—To carry out the purposes of this Act,
22 the Secretary of the Interior shall—

23 (1) assist the Corporation in the development of
24 interpretive and educational materials as specified in

1 the Plan or subsequent planning efforts (for exam-
2 ple, the interpretive master plan); and

3 (2) provide funds for capital improvements to
4 projects and initial operating assistance consistent
5 with the Plan.

6 (b) TECHNICAL ASSISTANCE.—The Secretary shall,
7 upon the request of the Corporation and as outlined in
8 the Plan, provide technical assistance to the Corporation
9 in the preparation of any plans or studies and for the im-
10 plementation of any plans as set out in section 7(b).

11 **SEC. 9. DUTIES OF OTHER FEDERAL ENTITIES.**

12 Any Federal department, agency or other entity con-
13 ducting or supporting activities directly affecting the Area
14 shall—

15 (1) consult with the Secretary of the Interior
16 and the Corporation with respect to such activities;

17 (2) cooperate with the Secretary of the Interior
18 and the Corporation in carrying out its duties under
19 this Act and, to the maximum extent practicable, co-
20 ordinate such activities with the carrying out of such
21 duties; and

22 (3) to the maximum extent practicable, conduct
23 or support such activities in a manner which the
24 Corporation determines will not have an adverse af-
25 fect on the Area.

1 **SEC. 10. AUTHORIZATION OF APPROPRIATIONS.**

2 There are authorized to be appropriated such sums
3 as may be necessary to carry out the purposes of this Act.

○

103^D CONGRESS
1ST SESSION

H. R. 1104

To establish the Great Falls Historic District Commission for the preservation and redevelopment of the Great Falls National Historic District in Paterson, New Jersey.

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 24, 1993

Mr. KLEIN introduced the following bill; which was referred to the Committee on Natural Resources

A BILL

To establish the Great Falls Historic District Commission for the preservation and redevelopment of the Great Falls National Historic District in Paterson, New Jersey.

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. ESTABLISHMENT OF COMMISSION.**

4 For the purpose of preserving and interpreting for
5 the educational and inspirational benefit of present and
6 future generations the unique and significant contribution
7 to our national heritage of certain historic and cultural
8 lands, waterways, and edifices in the Great Falls of the
9 Passaic/S.U.M. National Historic District located in the

1 City of Paterson, State of New Jersey (Alexander Hamil-
2 ton's laboratory for the development of industrial America
3 as well as America's first industrial city) with emphasis
4 on harnessing this unique urban environment for its edu-
5 cational value as well as for recreation, there is hereby
6 established the Great Falls Historic District Commission
7 (hereinafter referred to as the "Commission"), the pur-
8 pose of which shall be to prepare a plan for the preserva-
9 tion, interpretation, development, and use, by public and
10 private entities, of the historic, cultural, and architectural
11 resources of the Great Falls of Passaic/S.U.M. National
12 Historic District in the City of Paterson, State of New
13 Jersey.

14 **SEC. 2. MEMBERS.**

15 (a) IN GENERAL.—The Commission shall consist of
16 nine members, as follows:

17 (1) The Secretary of the Interior, the Secretary
18 of Housing and Urban Development, the Secretary
19 of Transportation, and the Secretary of Commerce,
20 all ex officio.

21 (2) Five members appointed by the Secretary of
22 the Interior, one of whom shall be the Director of
23 the National Park Service, two of whom shall be ap-
24 pointed from recommendations submitted by the
25 Mayor of the City of Paterson, one of whom shall be

1 appointed from recommendations submitted by the
2 Board of Chosen Freeholders of the County of Pas-
3 saic, New Jersey, and one of whom shall be ap-
4 pointed from recommendations submitted by the
5 Governor of the State of New Jersey. The members
6 appointed pursuant to this paragraph shall have
7 knowledge and experience in one or more of the
8 fields of history, architecture, the arts, recreation
9 planning, city planning, or government.

10 (b) SUBSTITUTE MEMBERS; COMPENSATION.—(1)
11 Each member of the Commission specified in paragraph
12 (1) of subsection (a) and the Director of the National
13 Park Service may designate an alternate official to serve
14 in his stead.

15 (2) Members appointed pursuant to paragraph (2) of
16 subsection (a) who are officers or employees of the Federal
17 Government, the City of Paterson, the County of Passaic,
18 or the State of New Jersey, shall serve without compensa-
19 tion as such. Other members, when engaged in activities
20 of the Commission, shall be entitled to compensation at
21 the rate of not to exceed \$100 per diem. All members of
22 the Commission shall receive reimbursement for necessary
23 travel and subsistence expenses incurred by them in the
24 performance of the duties of the Commission.

1 **SEC. 3. ORGANIZATION.**

2 (a) **CHAIRMAN.**—(1) The Commission shall elect a
3 Chairman from among its members.

4 (2) Financial and administrative services (including
5 those relating to budgeting, accounting, financial report-
6 ing, personnel, and procurement) shall be provided for the
7 Commission by the General Services Administration, for
8 which payments shall be made in advance, or by reim-
9 bursement, from funds of the Commission in such
10 amounts as may be agreed upon by the Chairman of the
11 Commission and the Administrator, General Services Ad-
12 ministration. The regulations of the Department of the In-
13 terior for the collection of indebtedness of personnel re-
14 sulting from erroneous payments shall apply to the collec-
15 tion of erroneous payments made to or on behalf of a Com-
16 mission employee, and regulations of said Secretary for
17 the administrative control of funds shall apply to appro-
18 priations of the Commission. The Commission shall not
19 be required to prescribe such regulations.

20 (b) **STAFF.**—The Commission shall have power to ap-
21 point and fix the compensation of such additional person-
22 nel as may be necessary to carry out its duties, without
23 regard to the provisions of the civil service laws and the
24 Classification Act of 1949.

25 (c) **TEMPORARY AND INTERMITTENT SERVICES.**—
26 The Commission may also procure, without regard to the

1 civil service laws and the Classification Act of 1949, tem-
2 porary and intermittent services to the same extent as is
3 authorized for the executive departments by section 15 of
4 the Administrative Expenses Act of 1946, but at rates not
5 to exceed \$100 per diem for individuals.

6 (d) FACILITIES AND SERVICES.—The members of the
7 Commission specified in paragraph (1) of section 2(a)
8 shall provide the Commission, on a reimbursable basis,
9 with such facilities and services under their jurisdiction
10 and control as may be needed by the Commission to carry
11 out its duties, to the extent that such facilities and services
12 are requested by the Commission and are otherwise avail-
13 able for that purpose. To the extent of available appropria-
14 tions, the Commission may obtain, by purchase, rental, do-
15 nation, or otherwise, such additional property, facilities,
16 and services as may be needed to carry out its duties.
17 Upon the termination of the Commission all property, per-
18 sonal and real, and unexpended funds shall be transferred
19 to the Department of the Interior.

20 **SEC. 4. PLAN.**

21 It shall be the duty of the Commission to prepare
22 the plan referred to in section 1, and to submit the plan
23 together with any recommendations for additional legisla-
24 tion, to the Congress not later than eighteen months from
25 the effective date of this Act. The plan for the Great Falls

1 of the Passaic/S.U.M. Historic District shall include con-
2 siderations and recommendations, without limitation,
3 regarding—

4 (1) the objectives to be achieved by the estab-
5 lishment, development, and operation of the area;

6 (2) the types of use, both public and private, to
7 be accommodated;

8 (3) criteria for the design and appearance of
9 buildings, facilities, open spaces, and other improve-
10 ments;

11 (4) a program for the staging of development;

12 (5) the anticipated interpretive, cultural, and
13 recreational programs and uses for the area;

14 (6) the proposed ownership and operation of all
15 structures, facilities, and lands;

16 (7) areas where cooperative agreements may be
17 anticipated; and

18 (8) estimates of costs, both public and private,
19 of implementing and insuring continuing conform-
20 ance to the plan.

21 **SEC. 5. TERMINATION.**

22 The Commission shall be dissolved (1) upon the ter-
23 mination, as determined by its members, of need for its
24 continued existence for the implementation of the plan and
25 the operation or coordination of the entity established by

1 the plan, or (2) upon expiration of a two-year period com-
2 mencing on the effective date of this Act, whereupon the
3 completed plan has not been submitted to the Congress,
4 whichever occurs later.

5 **SEC. 6. PROPOSED AUTHORIZATIONS TO BE INCLUDED IN**
6 **PLAN.**

7 (a) IN GENERAL.—It is contemplated that the plan
8 to be developed may propose that the Commission may
9 be authorized to—

10 (1) acquire lands and interests therein within
11 the Great Falls of the Passaic/S.U.M. Historic Dis-
12 trict by purchase, lease, donation, or exchange;

13 (2) hold, maintain, use, develop, or operate
14 buildings, facilities, and any other properties;

15 (3) sell, lease, or otherwise dispose of real or
16 personal property as necessary to carry out the plan;

17 (4) enter into and perform such contracts,
18 leases, cooperative agreements, or other transactions
19 with any agency or instrumentality of the United
20 States, the State of New Jersey, and any govern-
21 mental unit within its boundaries, or any person,
22 firm, association, or corporation as may be nec-
23 essary;

24 (5) establish (through covenants, regulations,
25 agreements, or otherwise) such restrictions, stand-

1 ards, and requirements as are necessary to assure
2 development, maintenance, use, and protection of
3 the Great Falls of the Passaic/S.U.M. Historic Dis-
4 trict in accordance with the plan; and

5 (6) borrow money from the Treasury of the
6 United States in such amounts as may be authorized
7 in appropriations Acts on the basis of obligations is-
8 sued by the Commission in accordance with terms
9 and conditions approved by the Secretary of the
10 Treasury.

11 (b) PURCHASE OF OBLIGATIONS.— The Secretary of
12 the Treasury is authorized and directed to purchase any
13 such obligations of the Commission.

14 **SEC. 7. TITLE TO PROPERTY.**

15 Title to property of the Commission shall be in the
16 name of the Commission, but it shall not be subject to
17 any Federal, State, or municipal taxes.

18 **SEC. 8. AUTHORIZATION OF APPROPRIATIONS.**

19 There are authorized to be appropriated not to exceed
20 \$200,000 for the preparation of the plan authorized by
21 this Act.

○

Mr. VENTO. I wanted to comment, though, that for the past several years various activities have been under way in Wheeling involving National Park Service personnel and using Park funds for historic and cultural preservation purposes. Similarly, historic district redevelopment is occurring in the New Jersey proposal.

So we are faced with trying to redefine and rationalize how these Park funds are utilized, how that fits in with the scope of the Park Service work, along with the corridor concept.

We passed a few of these heritage corridors in the past laying out somewhat of a framework, but that is obviously not adequate to deal with the myriad of concerns that are rising from this issue.

I believe the concept of heritage area corridors is one we need to examine carefully, and we can determine what action should be taken in these and other proposed areas. I am interested in hearing the views of my colleagues who are strong advocates of this position today.

Without objection, my full comments, those of the witnesses, and the Members will be put in the record in their entirety.

[Prepared statement of Mr. Vento follows:]

PREPARED STATEMENT OF CONGRESSMAN BRUCE F. VENTO

Today we will have a hearing on two bills, H.R. 1104, a bill to establish the great falls historic district commission in New Jersey, which was introduced by Representative Herb Klein, and H.R. 2843, a bill to establish the Wheeling National Heritage area, introduced by Congressman Mollohan. Both of these bills consider ways to preserve and interpret our nation's history and deal with aspects of our industrialized past.

H.R. 2843 is identical to a measure currently pending before the Senate Energy and Natural Resources Committee, S. 1341, introduced by Senator Byrd. For the past several years various activities have been underway in Wheeling, WV involving national park service personnel and using NPS funds for historic and cultural preservation purposes. These activities have taken place without an express legislative policy directing the use of those federal personnel and funds. Concerns have been expressed as to the role of the national government in this project as well as the extent of the duties and responsibilities of the involved parties. The legislation we are considering today (H.R. 2843) would formalize the various duties and responsibilities of the involved parties. The legislation we are considering today (H.R. 2843) would formalize the various duties and responsibilities for the historic and cultural preservation activities proposed to be undertaken in this area. There needs to be a legislative authorization for the Wheeling project. The FY 1994 Interior Appropriation Act also recognizes that need by placing a restriction of the use of funds in this area.

The second bill we are considering today, H.R. 1104, establishes the Great Falls Historical district Commission for the preservation and redevelopment of the Great Falls National Historic District in Paterson, New Jersey. I understand that representative Klein has been working with representatives from the National Park Service, as well as interested local officials and citizens, to refine some of the provisions of this legislation. While a bill incorporating some of the suggested changes was introduced last Wednesday, we lacked the time to notice that legislation, H.R. 3498, for this hearing. However, I understand that the park service and minority have copies of the bill introduced last week, and the administration witness is prepared to answer questions on its provisions.

While this subcommittee has authorized various heritage corridors, we have only begun to consider the heritage areas concept as another approach to resource preservation and interpretation. I believe that the concept of heritage areas is one that we need to examine carefully so that we can determine what appropriate action can or should be taken on these and other proposed heritage areas. Accordingly, I look forward to learning more about these proposed heritage areas and the concept behind heritage areas as well.

Mr. VENTO. With that, I would be pleased to recognize the distinguished junior Senator from New Jersey, Senator Lautenberg.

**STATEMENT OF HON. FRANK R. LAUTENBERG, A SENATOR IN
CONGRESS FROM THE STATE OF NEW JERSEY**

Senator LAUTENBERG. Thank you very much, Mr. Chairman.

Being junior with all this white hair is kind of an anomalous position, but I thank you for holding this hearing and for helping us move the process. I am so pleased to join the other relatively junior colleague from New Jersey, Congressman Herb Klein, who has done an outstanding job in the short time that he has been a Member of the House. I have enjoyed our opportunities to work together.

This one is particularly significant for me because I intend to introduce the Senate companion bill to Congressman Klein's bill H.R. 3489, a bill that recognizes, as you noted, Mr. Chairman, the historic significance of the Great Falls area of Paterson, New Jersey. Senator Bill Bradley joined me as a cosponsor of the Senate bill.

I was born in Paterson. I am proud that my father, like so many others during the beginning years of this century, worked in those silk mills. I know firsthand the historic importance of industries in that city.

Paterson is known as America's first industrialized city. Alexander Hamilton played a role there when, in 1791, he chose the area around Great Falls for his laboratory and to establish something we called the SUM, the Society for the Establishment of Useful Manufactures.

Textiles held a special significance, and Paterson was once called the Silk City as the center of the textile industry. While rich in history, the area is blessed by great natural beauty and splendor.

As you can appreciate, Mr. Chairman, this is an urbanized community. This oasis where we have the Great Falls is a place to visit and think and remember that this was there long before any of us and that it is part of a whole matrix of development that ought to be preserved. The opportunities are not just educational and cultural but economic and recreational as well.

The Federal Government acknowledged all of this by designating the area a National Historic Landmark, a formal recognition by the National Park Service. The roots and the contribution of this area run very deep. New industries were responsible for thriving, busy, tight-knit families, and for many of the residents, it was the first home of immigrants like my grandparents, who arrived in the United States through nearby Ellis Island.

Many of the industries of Great Falls have moved elsewhere, but we are left with an area whose significance is great for people all around, but especially for those like I who live there and who have a history in the community.

I find a source of inspiration in remembering that my father worked in those thriving mills of Paterson. So when I look at the city—and I still have active contact with my birthplace—I go back to the same barber that I went to when I was going to college, which was a long time ago, but it brings me back into the community, and I love to visit.

We value our personal and collective histories because they connect us to our roots and to our families and to one another. And Paterson is not alone in this story. New Jersey has a rich industrial urban history. New Jersey played a major role in the Indus-

trial Revolution, and I sought to highlight this role when I secured funds in the fiscal year 1992 Interior appropriations bill to establish the urban history initiative in three cities in New Jersey; Paterson was one of them.

Paterson's urban history program is in its early stages. The cooperative agreement was recently signed, and things are moving. The infusion of funds has succeeded in initiating Paterson's historic revitalization, but this bill formalizes the current partnership among the city, its residents, and the Federal Government. It establishes the Great Falls Historic District and provides a long-term Federal presence in the area.

The resources of the Great Falls are just beginning to be tapped, and we need this bill to give those resources the focus they deserve. Such historical recognition provides important educational and cultural benefits. Its value is immeasurable.

The Secretary of the Interior will enter into a cooperative agreement with nonprofits, property owners, State and local governments, to assist in interpreting and preserving the historical significance and contributions of the Great Falls to the city, to the region, to the industry, and to our heritage.

This bill doesn't impose the Federal Government's heavy hand on the residents and businesses. The city doesn't want that, neither does the Park Service. Instead, the bill initiates and facilitates cooperative agreements among the interested parties. The Secretary will determine properties of historical or cultural significance and provide technical assistance, interpretation, restoration, or improve these properties. This historical and cultural recognition will lead to economic revitalization in the area as well.

Once again, Mr. Chairman, I want to thank my colleague, Congressman Klein, for his persistence and his skill as well as his diligence in crafting a bill with broad support. The mayor of Paterson, Mayor Bill Pascrell—and I don't know whether the mayor has—

Mr. KLEIN. He has just arrived.

Senator LAUTENBERG. Well, that is good timing. The mayor has a penchant for knowing just the right moment as we welcome him here, and Mr. Frank Blesso of Paterson as well, who was so instrumental in helping develop the coalition of support that we have, and the National Park Service which is working so hard on the urban history initiative in Paterson.

So, again, Mr. Chairman, I thank you for the opportunity to testify, and I look forward to making this bill a reality and working with Congressman Herb Klein to make that happen.

Thank you.

[Prepared statement of Mr. Lautenberg follows.]

TESTIMONY OF SENATOR FRANK R. LAUTENBERG
H.R. 3489 - Establishes the Great Falls
Historic District in Paterson, New Jersey
House Subcommittee on National Parks, Forests & Public Lands
November 16, 1993

Good Morning. I'm pleased to join Congressman Herb Klein in introducing the Senate Companion to H.R. 3489, a bill that recognizes the historic significance of the Great Falls area of Paterson, New Jersey. Senator Bradley will join me as a cosponsor of the Senate bill.

I'm proud to say that I was born in Paterson. My father worked in the mills, and I experienced first-hand the historic importance of industry in the City.

Paterson is known as America's first industrialized city. Alexander Hamilton played a role here when, in 1791, he chose the area around the Great Falls for his laboratory and to establish the Society for the Establishment of Useful Manufactures. Textiles held special significance; Paterson was once called "Silk City" as the center of the textile industry.

While rich in history, the area is also blessed by great natural beauty and splendor. Its resources offer not just educational and cultural opportunities, but economic and recreational ones as well.

The Federal government acknowledged all this by designating the area a National Historic Landmark, a formal recognition by the National Park Service.

The roots and contributions of this area run deep. New industries were responsible for thriving businesses, tight knit families and for many of the residents, the first homes of immigrants, who arrived in the United States through nearby Ellis Island.

Many of the industries from Great Falls have moved elsewhere. But we are left with an area whose significance is great for people like me.

I find a source of inspiration in remembering my father in those thriving mills of Paterson, so I look at Paterson, and the Great Falls area, as a reminder of who I am. We must value our personal and collective histories, because they connect us to our families and to each other.

Paterson is not alone in this story. New Jersey is rich in industrial, urban history. New Jersey played a major role in the industrial revolution.

I sought to highlight this role when I secured funds in the FY92 Interior Appropriations bill to establish the Urban History Initiative in three cities in New Jersey. Paterson is one of those cities.

Paterson's urban history program is in its early stages. The cooperative agreement was recently signed and things are moving. This infusion of funds has succeeded in initiating Paterson's historic revitalization.

But this bill formalizes the current partnership among the City, its residents and the Federal government. It establishes the Great Falls Historic District and provides a long-term federal presence in the area. The resources of Great Falls are just beginning to be tapped -- we need this bill to give the resources the focus they deserve.

Such historical recognition provides important educational, economic and cultural benefits. Its value is immeasurable.

The Secretary of the Interior will enter into cooperative agreements with nonprofits, property owners, state and local governments to assist in interpreting and preserving the historical significance and contributions of the Great Falls to the City, to industry and to our heritage.

This bill does not impose Federal government's heavy hand on the residents and businesses. The City doesn't want that, and neither does the Park Service.

Instead, the bill initiates and facilitates cooperative agreements among interested parties. The Secretary will determine properties of historical or cultural significance, and provide technical assistance, interpret, restore or improve these properties. This historic and cultural recognition leads to economic revitalization in the area.

I thank Congressman Klein for his diligence in crafting a bill with broad support; Mayor Pascrell and Frank Blesso of Paterson for their dedication and perseverance; and the National Park Service, which is working so hard on the Urban History Initiative in Paterson.

Thank you for the opportunity to testify, and I look forward to making this bill a reality.

Mr. VENTO. Thank you very much.

Senator, I don't know if your schedule permits, but I was going to invite your colleague here, Representative Klein, to make his statement. Are you able to remain, or do you need to—

Senator LAUTENBERG. Depending on my beeper.

Mr. VENTO. Okay. Then why don't we go ahead, and perhaps a few comments by myself to both of you and to others concerning the measure.

Representative Klein—Herb—a friend of mine, serves with me on the Banking Committee, so I see him in a different venue here today.

**STATEMENT OF HON. HERB KLEIN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF NEW JERSEY**

Mr. KLEIN. Thank you very much, Mr. Chairman. It is always a pleasure to work with you on the Banking Committee and particularly a pleasure to work with you in connection with this legislation. I want to begin by thanking both you and Vice Chairman Hansen for the opportunity to have this hearing.

I also want to thank and commend Senator Lautenberg, the junior Senator from New Jersey, for his leadership in connection with this very important legislative initiative.

I also want to commend Mayor Pascrell, Mr. Frank Blesso, and others from the city of Paterson who, for many, many years have carried the torch for this very important project.

It is my very sincere and distinct honor to represent the Eighth District of New Jersey, which is home to one of the truly unique areas in our great Nation. There are many areas of natural beauty throughout the United States and many areas of unique cultural significance, but I know of no other single area which brings together these two characteristics as does the Great Falls district of Paterson, New Jersey.

At this time, I would only briefly describe the history and significance of the Great Falls since other witnesses will cover this in greater detail later.

In 1791, Alexander Hamilton and others founded an industrial venture known as the Society for the Establishment of Useful Manufactures, the so-called SUM. This was generally known as the first planned industrial community in the United States, and the Society was the practical embodiment of the theory which Hamilton espoused in his Report on Manufacturers published in 1791 that the establishment of American industries was the best way to fortify American independence.

Under Hamilton's guidance, the Society acquired land surrounding the Great Falls of the Passaic River in order to supply power to various mills and factories through a 2.5-mile system of raceways.

As for natural beauty, the appeal of the Great Falls is obvious, and I just wish that we could have this hearing in the city of Paterson. If I may digress for a moment, we did have a field hearing of the Subcommittee of Technology in Paterson several weeks ago. Chairman Valentine at that time had the opportunity to see the Great Falls and the historic district, and he was most impressed, couldn't imagine that there was anything of that combined

beauty and historical significance anyplace in the entire United States.

Where else in urban America can one find a waterfall of such magnitude? For those who do not know, Great Falls is the second largest waterfall east of the Mississippi. Great Falls is a magnificent sight which, unfortunately, is an underpublicized and an underutilized scenic resource.

The preservation of the area's heritage and natural beauty has the potential to stimulate a large economic recovery in this economically hard hit region. The establishment of a National Heritage Area would not only give the Great Falls district the appropriate national recognition, it would also serve to attract tourism and stimulate the local economy.

Past studies have shown that redevelopment of the Great Falls would serve as a linchpin to a larger revitalization plan, and this is one of the principal causes underlying my legislative efforts on behalf of this legislation.

I initially introduced H.R. 1104, and that was done and modeled after legislation that had been introduced by my predecessor through the dedicated efforts of Congressman Bob Rowe. However, after discussions with the subcommittee staff and the National Park Service, it became apparent that there were areas in which H.R. 1104 needed improvement and refinement.

After incorporating many of these changes that had been suggested both by the subcommittee staff and the Park Service, H.R. 1104 had changed so much, we introduced a committee substitute, and then we finally concluded that the best way to deal with the problem in terms of legislative clarity would be to introduce a new improved bill as a separate measure.

I believe that the new bill, H.R. 3498, satisfies substantially all of the concerns of the subcommittee and of the Park Service, and I want to express my willingness to work with the subcommittee and the Park Service on any remaining items which may remain unresolved.

In the absence of formal guidelines of what a, quote, National Heritage Area is and what it will do, this will give the Great Falls the national recognition it deserves.

Although the Falls district is now included in the National Register of Historic Places, this is really not sufficient for an area as unique and notable as the Great Falls district.

I understand that there is general legislation which would define National Heritage Areas, and at such time as that legislation might be passed, we would certainly comply with any technical or procedural requirements which might be necessary to bring it in line with the guidelines.

However, I do not believe it is necessary to wait nor appropriate to wait until a National Heritage Area omnibus bill is introduced and that definition is defined since the situation in Paterson needs immediate attention.

While the Park Service and this subcommittee should be lauded in for its efforts to protect and preserve our national heritage, the preservation of the Great Falls cannot wait for that process to be completed.

H.R. 3498 does not ask the Park Service to be responsible for the entire redevelopment of Paterson. The bill simply formalizes and clarifies an existing relationship between the National Park Service and the city of Paterson in order to provide the specialized assistance that is needed to protect and preserve the unique structures and waterways of the Great Falls.

While this effort was begun under Senator Lautenberg's Urban Historical Initiative, I believe that it is necessary for Congress to formalize the Federal Government's commitment to the Great Falls beyond a one-time influx of funds. Let's make sure that we see this task through to completion.

I want to thank the subcommittee staff for its assistance in perfecting the legislation. The guidance of the staff has been indispensable in creating a quality piece of legislation. I also want to thank the many people in the National Park Service both in Washington and in the regional office in Philadelphia for their advice on how best to proceed with the work that needs to be done, and I look forward to working with them in the future to ensure that this unique natural resource is preserved for future generations.

Mr. Chairman, let me also note that, in addition to the city of Paterson, there is support for the Great Falls bill on the part of the State of New Jersey, the Port Authority of New York and New Jersey, and the Paterson Historical Society, all of whom, with the chair's permission, are willing to provide the subcommittee with written testimony for the record.

Finally, I want to again thank my good friend, Senator Lautenberg, for his support and his leadership in this initiative and thank you, Mr. Chairman, for giving us the opportunity to be here today.

[Prepared statement of Mr. Klein and attachment follow:]

TESTIMONY OF U.S. REPRESENTATIVE HERB KLEIN
ON THE GREAT FALLS HISTORIC DISTRICT
OF PATERSON NEW JERSEY

BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS & PUBLIC LANDS
NOVEMBER 16, 1993

Mr. Chairman, let me begin by thanking you and the Vice-Chairman, Mr. Hansen, for the opportunity to have this hearing. It is my sincere honor to represent the 8th District of New Jersey, which is home to one of the truly unique areas in our great nation. There are many areas of natural beauty throughout the United States, and many areas of unique cultural significance. But no single area brings together these two characteristics as does the Great Falls District of Paterson, New Jersey.

At this time, I will only briefly describe the history and significance of the Great Falls, as the other witnesses will cover this in greater detail later. In 1791, Alexander Hamilton and others founded an industrial venture known as the Society for the Establishment of Useful Manufactures (S.U.M.) This society was the practical embodiment of the theory Hamilton espoused in his *Report on Manufactures* (1791), that the establishment of American industries was the best way to fortify American independence. Under Hamilton's guidance, the Society acquired land surrounding the Great Falls of the Passaic River in order to supply power to various mills and factories through a 2-1/2 mile system of raceways.

As for natural beauty, the appeal of the Great Falls is obvious. Where else in urban America can one find a waterfall of such magnitude? For those who do not know, the Great Falls is the second largest waterfall east of the Mississippi. The Great Falls is a magnificent sight which, unfortunately, is under-publicized and under-utilized scenic resource.

The preservation of the area's heritage and natural beauty have the potential to stimulate a larger economic recovery in this economically hard-hit region. Past studies have shown that redevelopment of the Great Falls would serve as a linchpin to a larger revitalization plan. This is the root cause for my legislative efforts on behalf of the Great Falls.

My first bill (H.R. 1104) was introduced as soon as I got to Congress, as the need for historic preservation and redevelopment in Paterson. For the most part, H.R. 1104 represented the dedicated efforts of my predecessor, Congressman Bob Roe. However, after discussions with Subcommittee staff and the National Park Service, it became apparent that there were areas in which H.R. 1104 needed improvement.

After incorporating many of the changes that had been suggested by this Subcommittee and the Park Service, H.R. 1104 had changed so much that it seemed simpler just to introduce the improved bill as a

separate measure. I believe that the new bill, H.R. 3498, satisfies most of the concerns of this Subcommittee and the National Park Service and I am want to express my willingness to work with the Subcommittee and the Park Service on any remaining matters which remained unresolved.

In the absence of formal guidelines of what a "National Heritage Area" is and what it will do, this will give the Great Falls the national recognition it deserves. Although it is included in the National Register of Historic Places, this is hardly sufficient for an area as unique and notable as the Great Falls. Once "National Heritage Areas" are defined, only technical corrections would be required in order bring the Great Falls into accord with those guidelines.

I have elected not to wait until a "National Heritage Area" is defined as the situation in Paterson needs immediate attention. While the Park Service and this Subcommittee should be lauded for its efforts to protect and preserve our national heritage, the preservation of the Great Falls cannot wait for that process to be completed.

H.R. 3498 does not ask the Park Service to be responsible for the entire redevelopment of Paterson. This bill formalizes and clarifies an existing relationship between the National Park Service and the City of Paterson in order to provide the specialized assistance that is needed to protect and preserve the unique structures and waterways of the Great Falls. While this effort was begun under Senator Lautenberg's Urban

Historical Initiative, I believe that it is necessary for Congress to formalize the federal government's commitment to the Great Falls beyond a one-time influx of funds. Let's make sure that we see through this task to its completion.

I want to thank the Subcommittee staff for their assistance in perfecting this legislation. Their guidance has been indispensable in creating a quality piece of legislation. Also, I want to thank the many people in the National Parks Service, both in Washington and in the regional office in Philadelphia, for their advice in how best to proceed with the work that needs to be done, and I look forward to working with them in the future to ensure that this unique national resource is preserved for future generations.

Mr. Chairman, let me also note that, in addition to the City of Paterson, there is support for the Great Falls Bill on the part of the State of New Jersey, The Port Authority of New York & New Jersey, and the Paterson Historical Society, all of whom, with Chair's permission, are willing to provide the Subcommittee with their written testimony for the record.

REBUILDING PATERSON:
The Third Century

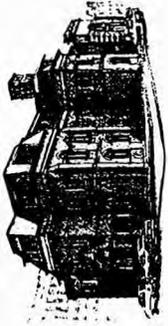
OCTOBER 1991

Local Assistance Program

The Port Authority of
New York and New Jersey



LOCAL ASSISTANCE PROGRAM



The Local Assistance Program is an activity of The Port Authority of New York and New Jersey. It is aimed at helping selected urban communities help themselves in accomplishing specific economic development work. These activities not only benefit those communities, but are consistent with the world trade and economic development agenda of The Port Authority. Initiatives involve the use of Port Authority professional expertise on an available basis to assist local governments, community groups, and others in assessing and/or recommending implementation strategies for their economic development projects. These projects expand the Port Authority's overall mission and increase the level of good-will toward selected communities in the Port District.

Local assistance is provided to help create jobs, increase the local tax base, encourage additional investment in the community, and/or enhance Port Authority community relations especially in areas around Port Authority facilities.

Such assistance allows the Port Authority to contribute to many geographically diverse, older urban area efforts, and fosters a better relationship with select municipalities throughout the Port District.

This report summarizes the Local Assistance initiative on *REBUILDING PATERSON: THE THIRD CENTURY*. It contains the background on the assignment as well as relevant documents forwarded to the client.

INTRODUCTION

At the request of Paterson's Mayor, William J. Pascrell Jr., The Port Authority of New York and New Jersey undertook a local assistance initiative for the City of Paterson, New Jersey. This work consists of a physical revitalization plan and recommendations for the improvement of the Great Falls Historic District and the Central Business District.

This effort is strictly conceptual in all areas and will require further design and implementation input by others to make it become a reality.

Next year marks the anniversary of two centuries in Paterson, where the nation established its initial Industrial Center. A great deal of similarities exist in the early saga of the development of Paterson and in today's Paterson. We can also draw from certain factors that established Paterson as "The Cradle of American Industry." Thus, this effort is called: *REBUILDING PATERSON: THE THIRD CENTURY.*

Paterson: The First Century
Alexander Hamilton and George Washington, while on their way to the Dey Mansion in Wayne, stopped and viewed the Great Falls and were extremely impressed by the extraordinary power that it generated. Inspired by this great source of energy, Hamilton, envisioned the Great Falls area as a manufacturing mecca that would once and for all free the United States from dependency on foreign manufactured goods.

In 1791, with the founding of the Society for Establishing Useful Manufacturers (S.U.M.) by Hamilton and the development of a raceway system designed to harness the power of the river, America started on the road to demonstrate the profitability of manufacturing on it's own soil.



INTRODUCTION



Tremendous support from the Governor of New Jersey and the New Jersey Legislature established S.U.M. as a corporation granting it many financial and governmental privileges with power to implement planning and economic growth.

Through these efforts, Paterson established itself as the country's first manufacturing center and led to the evolution and development of this country as an industrial nation.

Paterson: The Second Century
The three factors that drove Paterson's early prosperity and development were 1.) the abundance of inexpensive energy 2.) daring immigrants with ambition and a desire to obtain the American Dream. The energy source was the magnet that created the idea of Paterson but it was the entrepreneurs and the people who provided the spark and determination to make the city a leader, and a leader it did become.

The City has a vast history of firsts and inventions. The expansion of the raceway system in the early 1800's provided Paterson with the ability to expand its manufacturing capabilities to the east of the river. The new availability of additional land and a power source brought a flood of industrialists into the area along with a large immigrant population seeking opportunity.

These industrialist entrepreneurs, such as Peter and Samuel Colt, Thomas Rogers, John Royle and John Holland helped plant and nurture the industrial seeds of America in Paterson. With the development of such innovative products and practices, they put Paterson on the map. Cotton duck sails and other cotton products produced in the city were unchallenged. The invention of the Colt Revolver, the Rogers Steam Locomotive, the bustling mills manufacturing

INTRODUCTION

textiles, especially silk also added in the national prominence of the city. Not to be underscored was the invention of the first practical submarine and the Wright aeronautic engines. These are but a few examples of the contributions Paterson has made to the nation and the world.

Along with these developments, the citizens of Paterson were also a significant ingredient in the establishment of making this a great city. It was here, that the citizens, led the nation by demonstrating that hard work resulted in bettering themselves and their families. For the immigrants it also provided opportunities for education, a livelihood and joining into mainstream America.

Paterson: The Third Century

As so many older urban cities today, Paterson has it's problems but it has a vast array of wonderful assets. It is on these assets that we suggest building. Thus, the comprehensive plan which follows includes new concepts which utilize Paterson's natural resources and positive socioeconomic attributes.

What Can Be Done?

The City of Paterson can:

1. Further energize a pro-active constituency among municipal, county and local businesses.
2. Get increased support from state and federal officials.
3. Plan out an Economic Revitalization blueprint.
4. Seek maximum private and public funding.

The Port Authority will provide through this report:

1. A physical revitalization plan
2. Suggestions on transportation improvements
3. Suggestions for promoting Paterson with a new positive image.

Welcome to Paterson: The Third Century!



EXECUTIVE SUMMARY

At the request of the Mayor of the City of Paterson, the Port Authority of NY & NJ under its Local Assistance Program has studied both the Great Falls Historic District and the Central Business District of Paterson, N.J. This report outlines the Port Authority's findings and recommendations in the following four major areas:

1. Physical Revitalization - Downtown

- Development of a City Commons
- Expansion of Great Falls Park
- Retail Development
- Central Business District Improvements
- Residential Development
- Historic Preservation
- Transit Link - Trolley Line
- Signage Improvements

2. Park Physical Revitalization - Great Falls Park

- Expansion
- Renovate Historic Buildings and Artifacts
- Improved Circulation
- Esplanade along the Passaic River
- Festival Grounds
- Band Shelter for Entertainment
- Expanded Visitor Center
- Restaurant and Observation Deck
- Viewing Areas of Falls
- Refurbishment Of Hinchcliffe Stadium
- Site Improvements - Plantings and Site Furnishings
- Illumination of the Falls and Major Smokestacks

EXECUTIVE SUMMARY

- 3. Transportation
 - Mass Transit Aspects
 - Roadway Network
 - Signaling
 - Signage
- 4.) Promoting Paterson: The New Image
 - Entrance Improvements
 - Promotion Suggestions

PHYSICAL REVITALIZATION

Downtown



The successful physical revitalization of the Downtown Paterson-Great Falls area can be accomplished by the implementation of a concept plan consisting of eight major elements discussed herein. (See Exhibits A and D)

1. City Commons:

A new Central Plaza with underground parking to replace existing surface parking lots which occupy the two city blocks bounded by Main, Smith, Church, and Ward Streets. This area should be landscaped and will serve as a focal point centrally located with respect to many of the major landmarks and public buildings of Downtown Paterson. It will also open up the vista to these buildings as well as provide an attractive entry point into Downtown Paterson for traffic coming off the new highway 19 off ramp (now under construction) onto Oliver Street.

2. Expanded Great Falls Park:

The park should be extensively re-landscaped and expanded to incorporate blighted areas below the falls now covered with burned-out buildings. Also, a pedestrian footpath link from above the Falls along the north side of the river to west side of the park should be built to provide a continuous riverfront trail well beyond the limits of the existing Great Falls Park. Below the Falls, approximately 1/4 mile, a footbridge crossing the river should be built creating a continuous pedestrian circuit around the Falls area. This would also make the rocky area along the north bank of the river below the falls safer and more inviting than it does today. The entire park area should be cleaned and a program

PHYSICAL REVITALIZATION

Downtown

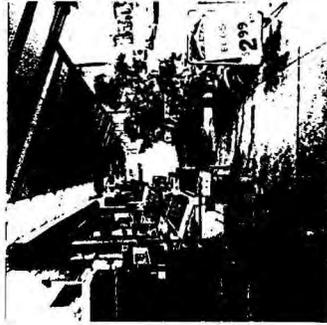
of security measures and regular maintenance should be instituted to prevent littering. (For more information see the section titled *Park Physical Revitalization - Great Falls Park*)

3. Retail Development:

The existing Washington Street Market is an excellent example of the type of retail development that should be encouraged in Downtown Paterson. It is physically attractive and serves the specific and unique needs of local residents. The Washington Street market concept should be expanded to adjacent blocks, particularly west along Washington and Main Streets to create a link with the core retail area centered on Main and Market Streets. The international flavor of the Washington Street Market should be encouraged throughout Downtown Paterson to accentuate and to service the growing international diversity of Paterson's population, as well as to give downtown Paterson a unified theme and unique identity.

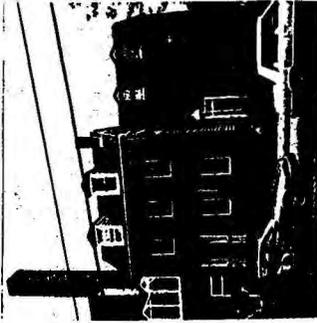
4. Central Business District Improvements

Within the Central Business District itself, centered along Main and Market Streets, a program of physical improvements should be implemented. This would include upgrading store facades, installing more attractive signage, encourage more attractive window merchandise displays, plant sidewalk trees, install attractive benches and other street furniture and perhaps even put in new sidewalk paving (brick, etc.). Downtown Paterson should not attempt to compete with nearby shopping malls (Wayne, Paramus, etc.) so it must position itself primarily to serve local residents and day workers. It must also provide a unique shopping experience such as emphasizing the international flavor of the



PHYSICAL REVITALIZATION

Downtown



area as previously discussed. If, for instance, downtown Paterson becomes the main place where one can find an extensive array of Central and South American or Middle Eastern or East European foods and groceries, then people from surrounding areas will soon flock to the area to go shopping for those particular items.

5. Residential Development

A vibrant, prosperous downtown is difficult to achieve without a large, economically-stable residential population nearby. Residential development should thus be encouraged on vacant tracts adjacent to downtown Paterson, particularly north of Cianci Street extending to and perhaps including some of the buildings within the Historic District. There are vacant lots and underutilized tracts within an area roughly bounded by Oliver, Cianci, Mill and Van Houten Streets. Filling in these areas with housing (market-rate as much as possible) would not only make good use of the vacant land, but it would also improve the link between the downtown business district and the Falls and Historic areas. The height, size, bulk, and design of new housing, moreover, should conform to a reasonable extent, with existing two and three-story housing stock which predominates in the area. Large isolated high-rise buildings surrounded by seas of asphalt parking lots should be avoided. Attractively designed and well-proportioned housing will also be a strong selling point to prospective middle-class residents.

6. Historic Preservation:

The Historic Area should be cleaned and

PHYSICAL REVITALIZATION

Downtown

upgraded. First, buildings worth saving should be identified and recycled for appropriate uses - e.g. residential, offices, etc. Cleared vacant sites should be infilled with new development, primarily residential, as an extension of new residential development north of Cianci St. as previously discussed, or be landscaped and incorporated into the Great Falls Park such as the site of burned out buildings at the corner of Van Houten and Mill Streets.

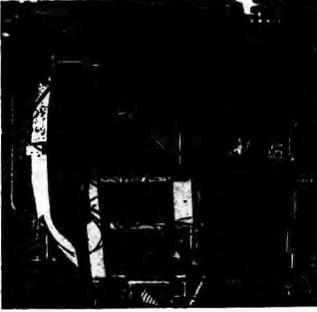
7. Transit Link:

A trolley line making a rough figure-eight circuit should be installed connecting the downtown, newly emerging residential, historic, and Great Falls areas and all the major buildings and points of interest along the way, thus tying all these places together physically and psychologically. A light rail utilizing a single track is preferred but a high caliber rubber tire trolley type system could be a viable and less expensive alternative. The trolley line should follow existing vehicular traffic lanes and use historic motif street cars which would be the optimal preference in most respects. It would also become symbol of a reborn Paterson and become an attraction unto itself. Similar trolley lines have been installed in a number of North American cities with very successful results. Moreover, Paterson would be at the forefront within the New York metropolitan region of a nationwide trend toward re-establishing light rail as a viable transportation mode within central cities. However, the City needs to determine the additional costs of such a rail line over a bus service and then decide if the added costs are worth the risk. We believe that there are sufficient potential benefits to pursue the option of a trolley rail line.



PHYSICAL REVITALIZATION

Downtown



8. Signage: There exists a surprising lack of awareness, even within the metropolitan region, of the existence of Great Falls and other points of significance in Paterson. One of the reasons for this is the almost total lack of signage at the various sites and along streets and highways leading to the area. To the casual traveler who might otherwise visit Great Falls, the lack of signage psychologically diminishes the importance of the area implying that it must not be very important nor worth visiting. Attractive, readable directional and informational signs should thus be installed at strategic locations, particularly along arterial streets and highways leading to downtown Paterson and Great Falls, including along Interstate 80 as it approaches Paterson. Signs might be installed along Interstate 80 as far away as the New Jersey - Pennsylvania Border informing eastbound travelers that Great Falls is one of the premier attractions in New Jersey.

PARK PHYSICAL REVITALIZATION

Great Falls Park

The successful revitalization of the Great Falls Park can be accomplished by the implementation of a concept plan consisting of the following elements: (See Exhibit B)

1. Expansion:

Great Falls Park should be expanded to include Haimes (Overlook) Park, Hinchcliffe Stadium, Raceway Park, The River Walk and the Colt, Mallory and Waverly Mill sites. These parcels will double the size of the park and provide a much needed level open space which could be used as a Festival Grounds for staging events. Without the mill sites the park will not have sufficient space for proper circulation and additional uses.

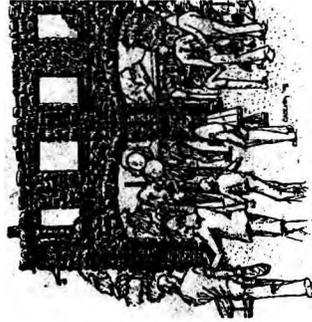
2. Renovation:

Several buildings fall within the park boundaries and should be restored:

- *S.U.M. Conduit House* - (at the park entrance) can be renovated to provide an information, souvenir and vending shop.
- *Hinchcliffe Stadium*- make improvements to the structure and provide parking.
- *Colt Mill*- restore the brownstone structure and turn into a restaurant and outdoor cafe which could service the park.
- *Mallory Mill* - very little remains-save and restore the smoke stack and turn the rest of the site into open space. The structure attached to the smoke stack could be used for park operations.
- *Waverly Mill* - save what can be saved of the arched facade and use this as a gateway entrance into the park. Remove the rubble and keep the remaining land as park land.

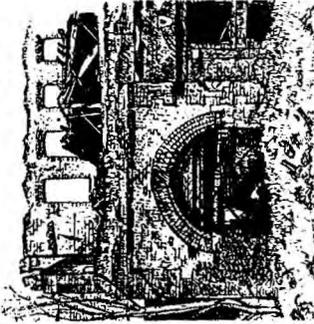
3. Circulation:

Circulation of pedestrians through this park is critical for access and security. In it's present



PARK PHYSICAL REVITALIZATION

Great Falls Park



state, Great Falls Park lacks sufficient circulation. There is a need for emergency and security patrol access throughout the park as is the case in any urban park system. The following steps should be implemented for a sound circulation system:

- Create a loop circulation system which connects the east and west sides of the river with the addition of a Light, Vehicular / Pedestrian Bridge which will be an extension of Mill St. This alleviates the dead end situation that occurs below Hinchcliffe Stadium and provides a more direct pedestrian connection with the stadium.
- The inner loop brings pedestrians to the esplanade and up to the visitor center.
- The outer loop connects pedestrians to the sidewalks of Mill St. and McBride Ave. or along the paths of the middle raceway.
- The bridge over the chasm is a direct route from McBride Ave. and the River Walk but the area around the hydroelectric plant has to be cleaned and made more user friendly.
- The Wayne Ave. bridge is the only crossing available above the falls. The sidewalks on McBride Ave. (across from the visitor center) and the Wayne Ave. bridge should be treated in a way that they are clearly defined as the recommended path to the west side of the park.
- Create a path from the western end of the Wayne Ave. bridge to Overlook #3 which brings pedestrians to the S.U.M. Conduit House and Overlook #2.

4. Esplanade:

Bringing the public to the riverfront is essential and can be successfully accomplished by extending an esplanade along the Passaic River from Mill St. (the northern end of the festival grounds) to the hydroelectric plant where one can

PARK PHYSICAL REVITALIZATION

Great Falls Park

take in a breathtaking view of the Great Falls and feel the spray of the water. The esplanade will serve a dual purpose:

- Pedestrian Access to the Riverfront - lined with park furnishings, trees and shrubs.
- Vehicular Access for Emergency and Security Patrol.

5. Festival Grounds:

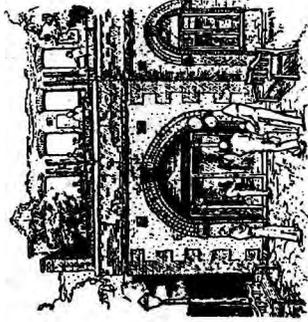
The park needs a central meeting area to hold large crowds of people when staging events. Events can range from open air markets, ethnic festivals, carnivals, church bazaars to major promotional happenings. The main entrance to the festival grounds would be at the corner of Mill St. and Van Houten St. through the restored ruins of the Waverly Mill. Parking demand for these events could be met by the lots on Ellison St. and Ciamco St. also the large parking garage on Curtis Place. Permanent and transient vendors can occupy space around the mill complex.

6. Band Shelter - Stage:

Located at the southern end of the festival grounds at the foot of the basalt cliffs will be a lively entertainment area tucked into the cliffs which provide a natural backdrop. A weekly entertainment series could be scheduled in the summer months for all to enjoy, showcasing local talent.

7. Visitor Center:

Expansion of the visitor center at its present location is desperately needed including increased visibility at the corner of McBride Ave. and Spruce St. Utilize the Market St. parking lot as the visitor center parking lot and introduce a path at the western end of the lot that takes visitors over the middle raceway up behind the visitor center. Design a new entrance at the rear



PARK PHYSICAL REVITALIZATION

Great Falls Park



of the visitor center to accommodate these patrons. This parking lot provides excellent access to the Paterson Museum and the Historic District.

8. Restaurant - Observation Deck:

The best view of the falls is to the left of the current observation platform on the grass slope. This location is an ideal spot for a restaurant with large windows viewing out to the falls. The restaurant should be tucked into the slope with terraces and an outdoor eating area, maybe even a food court with international fare. On the roof of the restaurant would be an observation deck with seating and lighting. The observation deck would be accessible from Haines Park.

9. Overlooks - Viewing areas:

Establish three major locations for viewing the falls.

- Overlook #1 - would be a cantilevered terrace which is accessed off the sidewalk of McBride Ave.
 - Overlook #2 - would be a viewing area above the chasm of the falls on the east side. At one time a seat wall lined the edge of this area. Some of the wall remains but is fenced off to the public. The fence should be removed, the wall reconstructed with a wrought iron railing (similar to what was used at Battery City Park (N.Y.) to allow better viewing and access to feel the power of the falls.
 - Overlook #3 - would be on the western bank of the river by the foundation of the old S.U.M. Steam and Boiler Plant. This location offers a pleasant view of the top of the falls, the Passaic river and Carrot Mountain.
- Along all of the paths in the circulation system we recommend that much of the understorey and

PARK PHYSICAL REVITALIZATION

Great Falls Park

voluntary vegetation be removed and controlled for better viewing and security reasons.

10. Hinchcliffe Stadium:

This stadium is a major asset to Paterson but only a small percentage of its potential is being used. The stadium needs an overhaul and we were told that the City has been approached by several minor league baseball franchises to locate a team in Paterson. We were told as well that teams have offered to refurbish the stadium that seats approx. 6000. Lack of parking is a major problem. There is a large vacant lot to the east of the stadium which could be a suitable site for parking and or a parking structure. Some of the most spectacular views of the city can be seen when seated in the stadium. The stadium could be a revenue producer by staging major championship games, sporting events, concerts, flea markets, shows etc.

11. Picnic Groves:

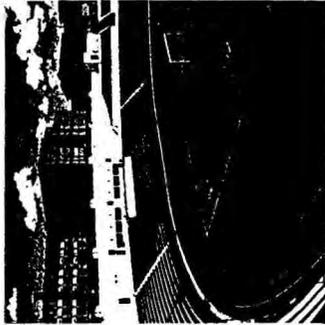
Areas to be designated for picnicking with site furnishings are the following:

- Wooded area between the band shelter and Haines Park.
- Several locations above the falls and in the natural area below the falls on the river.

12. Site Improvements:

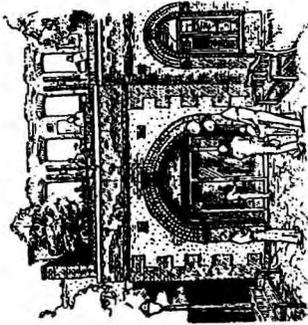
A Landscape Architect should be brought in to prepare plans for:

- *Sidewalk and Streetscape*- repair sidewalks and unify the finish of the sidewalks to identify the walks of the Historic District. Start an aggressive street tree program which will green up the city streets. Continue to use the palette of street furnishings established back in the seventies when the first wave of restoration took place. Establish a set of street furnishing



PARK PHYSICAL REVITALIZATION

Great Falls Park



- standards and guidelines.
- *Landscape Planting Plan*- a comprehensive park planning plan is needed.
 - *Park Furnishings*- to conform to the standards set for use in the Historic District.
 - *Lighting of the Falls*- this is essential for making the District an attraction at night.
 - *Lighting of Major Smokestacks*- these are a symbol of American industry. Paterson has quite a diverse collection and some of the key stacks should bear the name of Paterson's revitalization and become a major element in the city's skyline after dark. This would be done consistent with FAA requirements.

TRANSPORTATION

The condition of the local and peripheral roadway network and availability of mass transit are key issues to be considered in any redevelopment project. Secondary concerns involve signing, signal phasing and parking needs. (See Exhibits C & E)

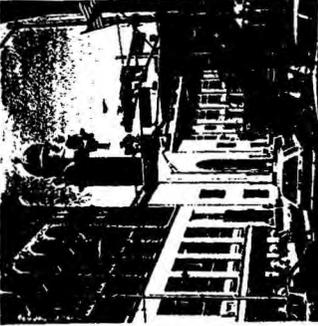
1. Mass Transit:

The mass transit portion of the transportation network permits travel within the various districts in Paterson. NJ Transit (NJT) operates approximately 16 bus routes serving Paterson. Twelve of these routes connect Paterson to Passaic, Clifton, Bergen County and other points in New Jersey. Four New York City (NYC) routes terminate at the Port Authority Bus Terminal (PABT). NJT has prepared a Passaic County transit guide illustrating the routes and their alignments. This guide should be distributed with information requests and or traveler information packs. Intra NJ trips also access the Willowbrook and Wayne Hills Malls and the Meadowlands.

The four NYC routes connect Paterson with lower Midtown Manhattan's PABT and the NYC rapid transit system. Transit users traveling downtown can access the "1, 9, C, E, N and R" subway trains. From the PABT, passengers also can connect to Penn Station and Grand Central Station via the subway. At Penn Station and Grand Central, passengers can connect with the Long Island Railroad (LIRR), Metro North and AMTRAK.

Paterson is located on New Jersey Transit's Main Line commuter railroad. The line begins at Port Jervis in Orange County, New York stops at Paterson and continues south to Hoboken. Fourteen trains per day stop at Paterson. From Hoboken, passengers could access downtown

TRANSPORTATION



Manhattan via the Hoboken ferry or PATH. Herald Square (6th Avenue and 33rd Street) is also accessible via PATH.

Publicizing and improving the connectivity of the transit network is an integral segment of a successful revitalization of Paterson. Providing an uncomplicated, inexpensive transit system should keep the auto usage and the related problems caused by congestion to a minimum. Marking the mass transit access to the Falls and the Historic District might breathe new life into the tourist market and retail sectors.

2. Secondary Concerns:

The roadway network appears to be in need of moderate improvements. Many of Paterson's streets have missing street signs, signs not properly located and signs that are faded. The pavement markings also are in poor condition. Initial work should include the replacement of missing signs and worn pavement markings. New signs and pavement markings are needed to direct tourists to the desired locations.

Construction of the new Route 19 interchange ramp from I-80 to Paterson should improve access to the city core. The design layout for the local roadway network must accommodate the potential increases in traffic flows. If the increased flows of traffic are just routed to the center of town, serious congestion could result and adversely affect the demand. Lane delineation and traffic signal optimization are needed.

The increased traffic flows also have to be directed to areas where parking is available. Visitors should not have to recirculate on local streets looking for a parking spot since the City appears to have an adequate amount of parking available.

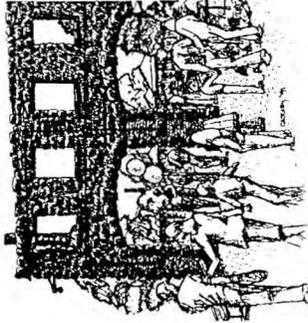
TRANSPORTATION

Additional refinement of the street signals should be made after the interchange is opened and at periodic intervals as the City's development continues.

The City should enlist the services of the N.J. Department of Transportation or a traffic consultant to assist the city engineer and help forecast future traffic demands, inventory the available parking, optimize the traffic signal network and take part in the overall redevelopment effort.

PROMOTING PATERSON

The New Image



Improvements to the major entrances of the City are essential. These would include:

- *N.J. Transit Rail Station* - The City should work with NJ Transit and possibly others to upgrade the Main Line station as soon as possible. This would be valuable not only to City residents and visitors but also would create a positive impression on the thousands of NJ Transit business commuters who pass through everyday. These commuters would carry the message of "Good things are happening in Paterson!"
 - *Route 19 into Main St.* - the image of the Route 19 corridor has to be special. It's not only a vehicular artery but an image artery as well. Landscape the roadside, make it green, make it alive! Clean the facades of the buildings in the visual corridor. There are several blank walls that could have some wonderful murals painted on them reflecting Paterson's past!
 - *Major roads that enter the city are Broadway, West Broadway, McBride Ave. and Market St.* - Clear identification of the city limits and a campaign theme of "Pride in Paterson" should be reflected as an image.
 - *Bus Terminal* - The City should study the feasibility of relocating the terminal to a more central location and to expand, if necessary, to meet the future demand by the proposed development.
- The Big Sell: Promotion-**
Any effort, anything positive, any development has to be promoted! The public has to be reminded on a sustained basis of the great things that are happening in Paterson. Here are a few suggestions for promotion both initially and ongoing:

PROMOTING PATERSON

The New Image

- Press Releases and Press Conferences
- Advertisements in the media
- Brochures and handouts
- Entertainment
- Events, Festivals, Celebrations, Happenings focused on the Revitalization effort
- Historic Significance- Tours, School Trips - A Living Museum of the Industrial Revolution
- Signage- Local and afar
- TV commercials- NJ and You
- Linkage with State and Federal promotion
- Federal and National Park status
- State Tourism Office
- Road Maps- Point of Interest- The First Industrial City (including enhanced references on both private and public sector - published maps)
- Periodic "flyers" or articles in NJ Transit (NJT) publications and on trains and buses promoting Paterson events and getting there by NJT
- NJ Transit mass transit tie-ins with other NJT serviced cities

SUMMARY

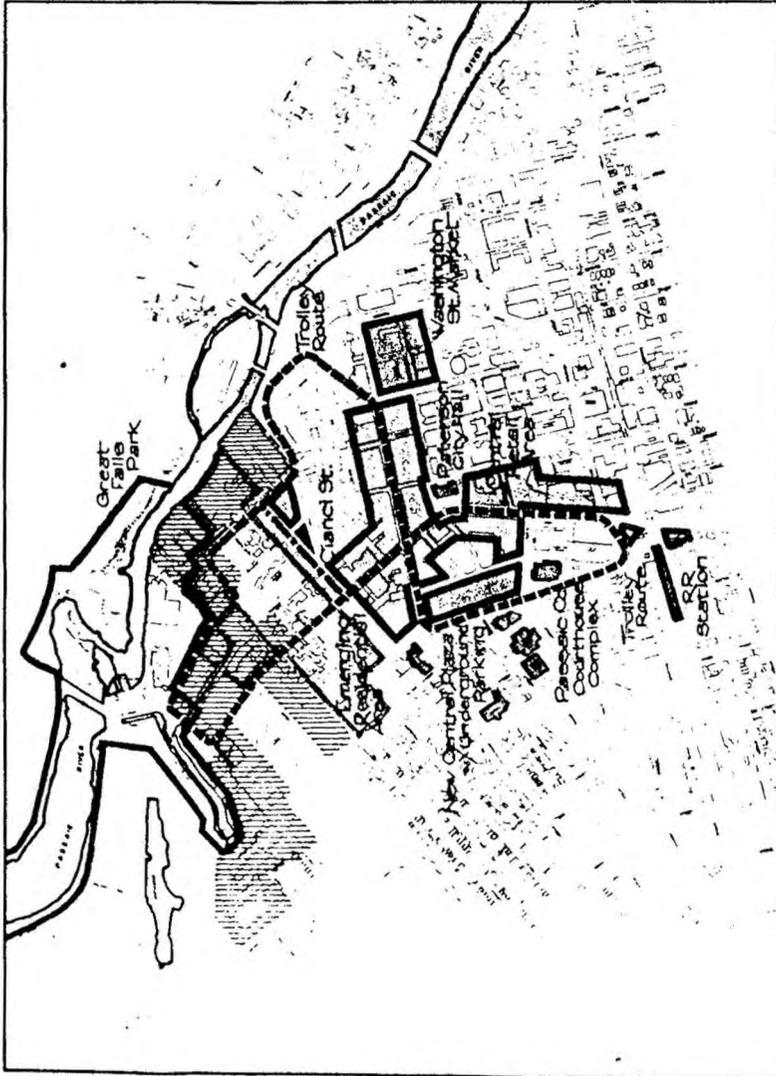
In conclusion, The Port Authority feels that the concepts outlined in this report meet the objectives of its Local Assistance Program as well as the objectives of the City of Paterson, New Jersey. The implementation of the physical revitalization plan, transportation improvements and promotion of this great City, by the City of Paterson and its constituents, should create new jobs, increase the local tax base and encourage additional investment in the community. Hence, we look forward to the effort by the City of Paterson of *REBUILDING PATERSON: THE THIRD CENTURY*.

DOWNTOWN PATERSON CONCEPT PLAN

Major Elements:

1. New Central Plaza w/Underground Parking garage will serve as downtown focal point & visual gateway.
2. Expanded Great Falls Park w/new facilities & new landscaping.
3. Expanded Washington St. International Market.
4. Upgrade existing Central Retail District w/improved store facades, signage, landscaping, etc.
5. Emerging Residential Area ties Downtown to Historic & Falls areas.
6. Upgrade Historic District... renovate salvagable buildings for residential & other uses.
7. Trolley Line will tie all areas & major focal points together as well as to become an attraction unto itself.

Exhibit A



DOWNTOWN PATERSON GREAT FALLS PARK

CONCEPT PLAN Major Elements:

1. Parking Structure -
For Winchcliff Stadium
and Park Events.
2. Festival Grounds -
For weekend events,
carnivals, open-air
markets ... etc.
3. Band Shelter -
Entertainment in the
park, i.e. weekly series
4. Visitor Center/
Restaurant - Great
view and outdoor dining.
5. Esplanade - tree lined
walk along the river
with seating.
6. Pedestrian Bridge -
Expands circulation
to both sides of river.

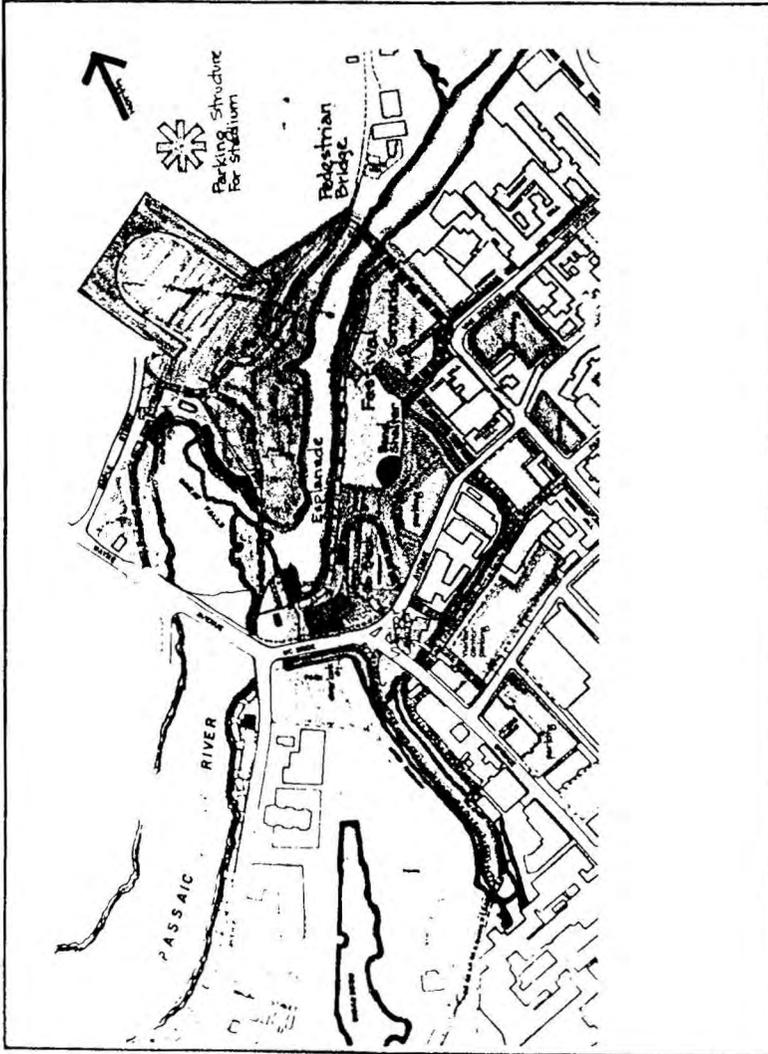


Exhibit B

**DOWNTOWN
PATERSON
TRANSPORTATION
PLAN**
Downtown Bus
Routes



Exhibit C

LAND USE PLAN

-  Park
-  C.B.O. (commercial, retail, offices, etc.)
-  Mixed Res.-commercial
-  Hi-Density Res. (Hi-Rise)
-  Med-Density Res.
-  Low Density Res.
-  Institutional (Gov., Ed., Church, etc.)
-  Parking
-  Industrial (non-Haz.)
-  Historic District



Exhibit D

Mr. VENTO. You are welcome, and thank you both for appearing here. It certainly underlies the importance of this, and I don't want to delay you and don't want to repeat myself throughout the hearing, and frankly, I very much appreciate the work that you have done.

I think the bill is a much improved bill. Although we didn't have time to notice it for the hearing today, I hope that others that are testifying today will reflect on the modifications made in your work with the subcommittee staff and with your local community.

We face really two problems in this, two challenges. First is the issue of not having a well-defined heritage area or corridor generic legislation in terms of trying to define a partnership relationship between the Park Service and State and local communities to accomplish the mission and the goals that you both seek in terms of this preservation, whether it is cultural, recreational, or natural areas. So that is a major challenge. We have on the agenda a number of proposals waiting for the definition of that format.

The second problem is, once that is done, then we face the budget constraints. Once we formalize and talk about what the governance structure and the relationship is with the Department of the Interior and the National Park Service, we face the budgetary problems.

Senator Lautenberg, with your work on the appropriations process, you and Senator Bradley have moved forward with funding, sort of putting it on a path before we have really defined what the policy is. This is not unique, but we obviously have a lot of tension between the committees trying to say what the policy path should be. It is not that we disagree.

Much of this comes about too because of inadequate funding of programs like the Historic Preservation Fund, which is authorized for a big amount but which the Appropriations Committee has not made appropriate to fund that at a greater level. So the States and communities are strapped, and we have to come up with some sort of a common-sense notion and policy about how we are going to deal with that.

I don't think that there is any disagreement, especially here, on the national landmark or the historic district in terms of how we could work together. I mean that is recognized. It is a question of trying to define whether this becomes a unit of the National Park Service, what the partnership role is going to be, and then trying to provide some consistency so that what we do in policy in New Jersey is similar to what I might do in Minnesota or California. That is a principal concern.

Then I am certain that you would agree that if the national government places money in there we have other money matched from the local level, and it ought not to be disregarded in terms of what happens in the future to those properties or assets that are placed in that area.

So there are really some very common-sense notions here. Do we need another additional governance structure at the local level? Can we build upon local or State governments on a compact basis? Should the national government, especially the Department of the Interior, be put in the place to appoint people to a group that is

going to have some governance structure in local communities? These are common-sense questions.

It seems to me that if you want local control, you ought to look to the people that are elected regularly and try to build on that basis. If they want to create advisory and other groups, so be it, but I don't know that I should be sitting here defining what the local government of Paterson, New Jersey, is in terms of how it deals with this historic district. It complicates matters greatly, and we need to have a fiscally responsible agent, whether it be the State, the county, or the local government, if we can establish a compact, an agreement or contract.

You talk about cooperative agreements in here. I think that is the right way to go, and I think most of it is common sense, and a lot of the other ends up not just being window dressing but ends up complicating our job in terms of implementing a policy without any real benefit to the goals or objectives that you have. So I will work with you on this.

Senator?

Senator LAUTENBERG. Mr. Chairman, if I might respond to your very thoughtful comments, first of all, this is a relatively amorphous structure. What we are looking to do is to get the benefit of the experience that the National Park Service has, to get their input, to try and establish a yardstick by which historic preservation perhaps in the future will be measured, because everyone knows that that period, the Industrial Revolution, the energy and the vitality that existed in that early part of our country, has to be preserved if we are to remember what it is that built this country.

It is wonderful to see Yellowstone and the other National Parks, and they have great attraction, but their attraction is simply—not to dismiss it—the natural beauty, the splendor of those areas. They are breathtaking. I am a visitor to the National Parks and the countryside of our Nation.

But when you look at what happened in the period of time that the Falls district was developed, Alexander Hamilton's presence, the condition of urban America today, what kind of hope, what kind of vision, can there be for kids who are brought up in a relatively bleak, competitive area where the natural beauty is a rare availability to them?

Here we have it right in the middle of Paterson, and as Representative Klein said, it has the second largest waterfall east of the Mississippi. It is truly unique, and it encourages those young people, and I know because I visit the schools in Paterson, and a lot of them are new immigrants. A lot of the youngsters come from very poor homes. A lot of them come from structures that are not, in my view, designed to help build the kind of interest that you hope to see in young people. And here we have a chance to bring them together to visit this facility, at the same time to acknowledge what it took to build our country.

So what we are looking for, Mr. Chairman—and once again your comments were appropriately delivered—is to try and establish a structure that recognizes the budget constraints that exist.

I am a member of the Appropriations Committee, as you noted. I am chairman of the Transportation Subcommittee. Mr. Chair-

man, I don't know whether you have been to visit me yet, but I would say a lot of your colleagues have, and obviously, the bridge, the interchange, the rail spur, all those things are necessary, and I am not winking at you, Mr. Chairman, I promise you.

But in the course of events, we are competing for very sparse resources, and in this bill we are not asking for anything specific. I am hoping that through the appropriations process we will be able to encourage the Park Service to focus on that area.

So the admonition is heard, observed, and we appreciate your patience and interest.

Mr. VENTO. I appreciate your response, and I will not repeat what I said, but it is beyond defining what type of focus could be this new special relationship, this partnership relationship between the national government, the Park Service, and these heritage areas, and/or corridors.

Mr. KLEIN. Mr. Chairman.

Mr. VENTO. Yes, Mr. Klein.

Mr. KLEIN. If I just may add to what Senator Lautenberg has very eloquently stated, I specifically want to address your observations with regard to the generic legislation.

We spent a good deal of time talking to the people at the National Park Service, first of all to get their concerns, and second to get some idea of what their view was of the concept of a National Heritage Area. Then we looked at some of the legislation that is already in place.

I am sure the chairman is far more familiar than I with the fact that already National Heritage Areas have been established and indeed there are other bills pending for the establishment of them. So we have tried to model the latest bill after these predecessors, and we certainly want to be in keeping with the broad guidelines that have been established by prior precedents.

The one important thing I want to add specifically is that we have an area that I am sure the chairman and, I would suspect, virtually most all other Members of the House have been unaware of. The reason why you are unaware of it is because it has not received the national attention that it is clearly entitled to by virtue of its very unique and special combination of characteristics.

We think that only through the establishment of a National Heritage Area or some affiliation with the National Park Service will it attain that recognition. We think it is very, very important for the reasons that are expressed by Senator Lautenberg and in order to achieve the attraction of tourism so that people in other parts of the country will learn about this, will have an opportunity to see this as part of America's great historical heritage, and will benefit from that experience.

Mr. VENTO. Thank you very much. I know that all of our agendas are busy and full.

Thank you, Senator.

Senator LAUTENBERG. Thank you, Mr. Chairman.

Mr. VENTO. And Representative Klein, if you have the time and would like to join the committee at the dais, I would invite you. I know the Senator has to return to the other side, but if you would like to do so, you are free to do so now or later if you would desire.

Mr. KLEIN. I would be most pleased to remain throughout the hearing and to join you at the dais if I may.

Mr. VENTO. Yes.

Congressman Rahall is present and obviously has an active interest in the measure for West Virginia.

Representative Mollohan had appeared at the onset of the hearing but has been called away to the Appropriations Committee, and we will invite him to participate as he can return and his schedule permits and it is appropriate within the context of our witness list.

Did the gentleman from West Virginia have any initial comments that he wanted to make?

STATEMENT OF HON. NICK JOE RAHALL II

Mr. RAHALL. Just briefly, Mr. Chairman, I would like to commend you for holding this hearing on H.R. 2843, a bill establishing the Wheeling National Heritage Area in the State of West Virginia and sponsored by my very fine colleague and friend from the northern part of the State, Representative Allan Mollohan.

In this regard, I would note that the Senate sponsor of the same measure is our senior Senator and chairman of the Appropriations Committee, Senator Byrd.

The bill is based on a final concept plan prepared by the Park Service and is intended to highlight the numerous and outstanding cultural and historical resource values in the Wheeling area. These values, I might add, are, in my opinion, worthy of Federal assistance so that they may be preserved and interpreted for the benefit of all Americans.

I again wish to commend my colleague, Allan Mollohan, for his leadership in this area and you, Mr. Chairman, for allowing us to hold this hearing today on this issue.

Mr. VENTO. Well, thanks.

I think we will now ask the regional director, B.J. Griffin, who has just recently assumed that post, to offer her testimony—B.J., first on the New Jersey matter for some degree of continuity, and then perhaps if Representative Mollohan appears, we will place him on the agenda for comments, and then we can go to the Wheeling discussion briefly.

So if you would, in that order, I think it would be helpful to the Members.

Ms. GRIFFIN. Thank you, Mr. Chairman.

Mr. VENTO. Your statement has been made part of the record. You can feel free to summarize it. I have read the preliminary statements last evening. I commend you for the thorough analysis which is very helpful to me in terms of both these matters.

STATEMENT OF B.J. GRIFFIN, REGIONAL DIRECTOR, MID-ATLANTIC REGIONAL OFFICE, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY KATE STEVENSON, ASSOCIATE REGIONAL DIRECTOR FOR CULTURAL RESOURCES AND PLANNING

Ms. GRIFFIN. I will briefly summarize the comments since you do have the testimony for the record.

First let me say how pleased I am. This is my first appearance before you, Chairman Vento, and I look forward to a long, good,

and productive relationship with the committee. It is nice to be in uniform, too, again.

Mr. Chairman, thank you, and we will comment on H.R. 1104, the Great Falls Preservation and Redevelopment Act of 1993. It would establish in Paterson, New Jersey a nine-member commission to prepare a plan for the Great Falls Historic District.

We recommend against enactment of H.R. 1104. The National Park Service is already fulfilling an appropriate preservation assistance role in the historic district of Paterson. We understand though that Congressman Klein has offered a substitute, and we are happy to work with him on the items of mutual interest and concern in that new bill, and it is getting much closer to what the National Park Service would recommend in the area.

It is important to point out that the Great Falls Historic District has already been federally designated. It was designated a National Historic Landmark by the Secretary of the Interior, May 11, 1976. The Park Service has undertaken community-based planning in Paterson over the last 15 months as part of the New Jersey Urban Heritage Initiative, a congressionally funded initiative to provide technical assistance to local governments.

The bill, while accurately capturing both the significance and potential of the district, would result in a duplication of efforts. In contrast, the New Jersey Urban Heritage Initiative efforts are already funded and limit the National Park Service role to a temporary technical assistance one. This assistance is designed to create mechanisms that would enable the city to manage the district and Paterson's other historic resources on its own.

The National Park Service has been involved in planning for the long-term preservation since the summer of 1992. At that time, the National Park Service commenced work in three New Jersey cities for which approximately \$7.8 million had been appropriated in 1992. These foster historic preservation activities; \$4.147 million of this money was appropriated for Paterson. A cooperative agreement between the National Park Service and the city establishing the mechanisms by which these funds are to be obligated was executed September 30, 1993.

The following objectives set down the National Park Service role in providing technical assistance in Paterson: Long-term regulatory mechanisms, build on prior Federal investment, promote and facilitate development, and foster a local constituency.

With these assumptions in mind, the National Park Service proposed and the city's advisory committee enthusiastically accepted a list of projects which are provided to you for the record in my testimony.

The Park Service recognizes and shares the bill's intention to create a management structure for the district that effectively contributes to its long-term preservation. Where the Department takes exception to the bill is over the question of what, in fact, is the most appropriate management structure for the district.

The work that the Park Service has been doing to date in Paterson has essentially been a community-based planning effort designed to keep management decisions in the hands of the local community while strengthening the mechanisms and the quality of information available to the community.

We believe it sends the wrong message to suggest, as does H.R. 1104, that the best way or only way to protect such resources as the district is through the establishment of a Federal commission or long-term Federal presence. In the long run, the district will be the best protected by local commitment and acceptance of a broad range of preservation techniques. The success or failure of such local mechanisms in the district will also have a profound effect on whether and how the city decides to manage its other historic resources.

[Prepared statement of Ms. Griffin on H.R. 1104 follows:]

STATEMENT OF B.J. GRIFFIN, REGIONAL DIRECTOR, MID-ATLANTIC REGIONAL OFFICE, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, HOUSE COMMITTEE ON NATURAL RESOURCES CONCERNING H.R. 1104, TO ESTABLISH THE GREAT FALLS HISTORIC DISTRICT COMMISSION IN PATERSON, NEW JERSEY.

November 16, 1993

Mr. Chairman thank you for the opportunity to present the Department of Interior's views on H.R. 1104, the "Great Falls Preservation and Redevelopment Act of 1993."

H.R. 1104 would establish in Paterson, New Jersey a 9-member commission to prepare a plan for the Great Falls Historic District. The plan would be required to be submitted to Congress in 18 months. A substitute drafted on September 10 by Representative Klein would establish a 5-member commission to prepare a plan for the historic district, acquire and restore property, and provide assistance to owners of significant properties in the district. The substitute would also authorize the Secretary of the Interior to provide rescue, firefighting, and law enforcement services.

We recommend against the enactment of either H.R. 1104 or the proposed substitute. The National Park Service is already fulfilling an appropriate preservation assistance role in the historic district of Paterson.

In addition, we understand that the Department of Justice has concerns regarding the process for appointing Commission members. We also note that the President has issued an Executive Order requiring each agency to prepare a detailed review of all existing advisory committees. As a general policy and pending completion of this review, the Administration does not support provisions that would establish or reauthorize advisory commissions.

It is important to point out first that the Great Falls Historic District has already been federally designated. The area under consideration is a National Historic Landmark District, having been so designated by the Secretary of the Interior on May 11, 1976.

The National Park Service has already undertaken community-based planning in Paterson over the last fifteen months as part of the New Jersey urban Heritage Initiative (NJUHI), a congressional funding initiative to provide technical assistance to local governments. H.R. 1104, and the proposed substitute, while accurately capturing both the significance and potential of the District, would result in duplication of efforts and would require a permanent National Park Service presence in the District and its management. In contrast, the NJUHI efforts are already funded and limit the NPS role to temporary technical assistance, probably over a period of a few more years. This assistance is designed to create mechanisms that would enable the City to manage the District and Paterson's other historic resources on its own. The NPS does

not wish to expand permanently its responsibilities by participating in a Commission, and believes that its limited funds can be better spent elsewhere.

The National Park Service has been involved in planning for the long-term preservation of the Great Falls District since the summer of 1992.

At the time, the National Register Programs Division of Planning and Resource Preservation in the Mid-Atlantic Regional Office commenced work in three New Jersey cities for which approximately \$7.8 million had been appropriated in FY92 to foster and support historic preservation activities. Of these funds, collectively known as the New Jersey Urban Heritage Initiative, \$4.147 million was appropriated for Paterson, with the balance being divided approximately equally between Trenton and Perth Amboy. These funds are in the NPS construction budget. A Cooperative Agreement between NPS and the City establishing the mechanism by which these funds are to be obligated was executed on September 30, 1993.

The City of Paterson had originally proposed a variety of ambitious projects in its pursuit of the NJUHI funding. The Park Service and the City quickly realized, however, that some of these were not currently feasible--in particular, the proposal to re-fill with water substantial portions of the historically important raceway system that originally powered the District's mills. The resulting

reevaluation of the proposed projects was undertaken primarily by the Park Service but with the full understanding and input of an Advisory Committee assembled by the City at NPS's request. The Committee consists of representatives from a range of City government departments as well as private non-profit organizations active in the District.

The following objectives on which the NPS based its revised list of projects were presented to and accepted by the Advisory Committee:

- Projects should focus on long-term regulatory and administrative mechanisms for the City to manage the District on a sound historic and professional basis, without the involvement of the Park Service beyond the life of the NJUHI funds.
- Projects should to the extent possible build on prior federal investment in the District, primarily including the six certified historic rehabilitation projects.
- Projects should promote and facilitate development that is compatible with the District's historic industrial character.
- Projects should foster a local constituency for the District's preservation by interpreting and promoting its history for the City's residents.

With these assumptions in mind, the National Park Service proposed and the City's Advisory Committee enthusiastically accepted a list

of projects including but not limited to the following:

- Assessment of existing physical condition of all buildings in the District;
- Physical stabilization of selected buildings to halt imminent deterioration and prevent loss of fabric;
- Establishment of low-interest facade rehabilitation revolving funds and purchase of historic facade easements;
- Participation in the development of District-specific design guidelines and zoning overlay proposals;
- Environmental assessment of a 7-acre City-owned abandoned industrial site to prepare for its reuse and development;
- An oral history project;
- Funding of a staff position for the recently-established Paterson Historical Commission for a 1-2 year period;
- Undertaking a marketing analysis of the economic development opportunities and constraints in the District;
- Supporting and guiding an overall plan for interpretation and future development in the District;
- Possible rehabilitation of selected building(s) and/or part of the raceways as a model for work by private entities.

The Cooperative Agreement executed on September 30 incorporates the framework for the projects that I have just summarized, although it is less specific about the component projects, to allow for future flexibility.

As these proposals show, the Park Service recognizes and shares H.R. 1104's intention to create a management structure for the District that effectively contributes to its long-term preservation. Where the Department takes exception to H.R. 1104 is over the question of what in fact is the most appropriate management structure for the District.

The work that the National Park Service has been doing to date through NJUHI in Paterson -- as I hope the above summary has made clear -- has essentially been a community-based planning effort, designed to keep management decisions in the hands of the local community, while strengthening the mechanisms and the quality of information available to that community.

Allow me to give you a specific example of this approach. It is only recently that the City has created the Paterson Historic Preservation Commission, while simultaneously designating the Great Falls District as its first local historic district. We understand that the creation of this local Commission and District was the culmination of a lengthy and difficult local political process, and it is the most important example to date of the City's recognition of the District's special management needs.

As is typically the case, this new local Commission has oversight to the District's resource through the City's building permit process, which gives it the most direct and immediate influence

possible. In its work with the City through NJUHI, the Park Service has recognized that this fledgling local Commission presently has none of the human resources or regulatory and administrative tools necessary to do its important work. A number of the NJUHI projects described earlier and developed in concert with the City are designed to address these needs. They include the development of a zoning overlay study for the District; the preparation of design guidelines for new construction and alteration within the District; the stabilization of threatened structures (so as to avert the inevitable future cases before the Commission of demolition by neglect); and even the funding of a staff position for the Commission. All these activities are already locally authorized, but need support and expertise to be realized.

I hope this example demonstrates our support for and belief in a locally-based planning process for Paterson. Moreover, we believe it sends the wrong message to suggest, as does H.R. 1104, that the best or only way to protect such resources as the District's is through the establishment of a federal Commission. In the long run the District will be best protected by local commitment and acceptance of a broad range of preservation techniques. The success or failure of such local mechanisms in the District will also have a profound effect on whether and how the City decides to manage its other historic resources, which are considerable.

This concludes my prepared remarks, Mr. Chairman. I would be pleased to respond to questions at this time.

Ms. GRIFFIN. That concludes my remarks on the Great Falls legislation. Do you want me to proceed with Wheeling?

Mr. RAHALL [presiding]. Yes, please. Why don't you proceed on the West Virginia bill, H.R. 2843.

Ms. GRIFFIN. Okay. H.R. 2843 would designate the Wheeling National Heritage Area in Wheeling, West Virginia, and authorize the establishment of the Wheeling National Heritage Area Corporation to carry out the purposes of the area. We recommend deferral on the action until the Administration has submitted its proposal on National Heritage Areas.

The fact that we are recommending that Congress defer action on the bill does not mean that we oppose the purposes or intent of H.R. 2843. Also, the Secretary and the director have committed to having legislation on the heritage proposal by the next session.

As you know, there is considerable interest within the Congress for designating National Heritage Areas evidenced by a variety of bills pending before you. In addition, there is a great deal of pressure on the Park Service to add new units to the system.

The notion of a National Heritage Area as an alternative to the traditional designation as a unit of the National Park System has been discussed with the agency over the past few years. In response to this interest, we are reviewing our proposal that should be to you shortly.

A National Heritage Area could be defined as a place where natural, cultural, and historic resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These areas provide rich educational, recreational, and environmental opportunities, yet they may not currently enjoy any special recognition or management.

The idea is a concept for a national effort to help communities conserve these landscapes in a new way that would confer national recognition and support while keeping management decisions in the hands of the local community. The National Park Service is developing a program to establish National Heritage Areas, and, as I said before, that will be in front of you shortly.

We have worked extensively with the State of West Virginia, the city of Wheeling, and the Wheeling Heritage Area Task Force to develop a strategy for conserving, interpreting, and promoting the natural, historical, and cultural resources of Wheeling and the region.

Given the considerable quantity of unmet needs at existing National Park Service units, we need to consider the priority of Federal expenditure related to new areas and programs.

If the Congress were to act on this measure, we would request an authorization ceiling. Designation as a National Heritage Area, if that concept is approved, may provide a viable means for advancing the goals of recognition and conservation while keeping management and financial responsibility primarily at the local level.

The plan for the Wheeling area calls for a Federal funding level of some \$45 million over the next 10 years. Of this amount, the plan recommends approximately \$28 million come from the National Park Service. Funding for this bill would be subject to the administration's budgetary priorities consistent with the Omnibus Budget Reconciliation Act of 1993. We understand the Department

of Justice is reviewing the bill and may have comments regarding the appointment of corporation members and the corporation's executive powers.

This concludes my prepared remarks, Mr. Chairman. I would be pleased to respond to your questions.

[The prepared statement of Ms. Griffin on H.R. 2843 follows:]

STATEMENT OF B. J. GRIFFIN, REGIONAL DIRECTOR, MID-ATLANTIC REGION, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS OF THE HOUSE COMMITTEE NATURAL RESOURCES CONCERNING H.R. 2843, A BILL TO ESTABLISH THE WHEELING NATIONAL HERITAGE AREA IN WEST VIRGINIA.

NOVEMBER 16, 1993

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on H.R. 2843, a bill that would establish the Wheeling National Heritage Area in West Virginia.

H.R. 2843 would designate the Wheeling National Heritage Area in Wheeling, West Virginia and authorize the establishment of the Wheeling National Heritage Area Corporation to carry out the purposes of the area.

We recommend that action on H.R. 2843 be deferred until the Administration has submitted its proposal on National Heritage Areas later this fall. The fact that we are recommending that Congress defer action on the bill does not mean that we oppose the purposes or intent of H.R. 2843.

As you know, there is considerable interest within the Congress for designating "National Heritage Areas", as evidenced by a variety of pending bills including H.R. 2843 and its Senate companion bill, S. 1341. In addition, there is a great deal of pressure on the Park Service to add new units to the National

Park System. The notion of a "National Heritage Area" as an alternative to the traditional designation as a unit of the National Park System has been discussed within the Agency over the past few years. In response to this interest, we are reviewing a proposal that offers an alternative approach that would meet the needs of local communities without creating a management and financial burden for the federal government.

A "National Heritage Area" could be defined as a place where natural, cultural, and historic resources combine to form a cohesive, nationally distinctive landscape arising from patterns of human activity shaped by geography. These areas provide rich educational, recreation, and environmental opportunities, yet they may not currently enjoy any special recognition or management.

This idea is a concept for a national effort to help communities conserve these landscapes in a new way that would confer national recognition and support, while keeping management decisions in the hands of the local community.

The National Park Service is developing a program to establish National Heritage Areas. This needs to be reviewed within the Department before we will be able to comment definitively on specific heritage area proposals.

Wheeling West Virginia enjoys a rich heritage. It began as an early Ohio River crossing, and grew to national importance as a center of transportation and industry in the first half of the nineteenth century. It played an important part in the settlement of this country by serving as the western terminus of the National road in the early 1800s, by serving as the crossroads of America throughout the nineteenth century, and by serving as one of the few major inland ports during that period. The diversity of geologic resources found in the area contributed to Wheeling's development as a commercial and industrial center. Industries there that were crucial to the development of our nation include: coal, iron and steel, tobacco, glass, china and tile, and boat building. Many of these resources are still active today or have the means to be easily interpreted. The numerous resources that the City of Wheeling possesses are of exceptional value in illustrating and interpreting the themes of our Nation's heritage and are worthy of national recognition and conservation for future generations.

The National Park Service has worked extensively with the State of West Virginia, the City of Wheeling, and the Wheeling Heritage Area Task Force to develop a strategy for conserving, interpreting and promoting the natural, historic and cultural resources of Wheeling and the region. Given the considerable quantity of unmet needs at existing NPS units, we need to consider the priority of Federal expenditures related to new

areas and programs. If the Congress were to act on this measure, we would request an authorization ceiling. Designation as a National Heritage Area, if that concept is approved, may provide a viable means for advancing the goals of recognition and conservation while keeping management and financial responsibility primarily at the local level.

The plan for the Wheeling National Heritage Area calls for a Federal funding level of some \$45 million over the next 10 years. Of this amount, the plan recommends that approximately \$28 million come from the National Park Service. Funding for this bill would be subject to the Administration's budgetary priorities consistent with the Omnibus Budget Reconciliation Act of 1993.

We understand that the Department of Justice is reviewing the bill and may have comments regarding the appointment of corporation members and the corporation's executive powers.

This concludes my prepared remarks. Mr. Chairman, I would be pleased to respond to your questions.

Mr. VENTO [presiding]. Yes, thank you.

I regret I had to step away for a moment but, having had the testimony, I at least had the preliminary understanding of what your testimony was, Director Griffin.

We are getting into a general discussion of the heritage areas and corridors, but let me just revert to some of the specifics with regard to the Great Falls issue first.

What is the nature of the agreement between the city of Paterson and the Park Service as of this date with regard to the urban historic renewal funding program there?

Ms. GRIFFIN. We have followed the guidelines that we would normally follow in our Grants Administration Program, incorporating into that agreement plans for spending the \$4.1 million that has been appropriated.

Mr. VENTO. How much has been spent, do you know?

Ms. GRIFFIN. No, I don't know how much has been spent, but the agreement does define about \$3 million worth of those projects.

Mr. VENTO. For instance, in that grants program, are there reverts or any assurance that once money is expended, that the improvements will not be disregarded by future action of the city?

Ms. GRIFFIN. Yes, Mr. Chairman, there are covenants in all of those projects.

Mr. VENTO. So what is the remedy in the event that something were to happen that would change or modify or vitiate the Park Service expenditure or grant?

Ms. GRIFFIN. Mr. Chairman, I have with me the associate regional director for cultural resources and planning, and I would like to have Kate Stevenson respond to that.

Mr. VENTO. Yes.

Kate, welcome, and we appreciate your help today. Did your hear my question?

Ms. STEVENSON. Yes, sir, I did hear your question.

We have not actually executed any grants to any individual properties. The procedure we would follow is the similar procedure that we follow with the grants-in-aid that we use under the Historic Preservation Fund, and they would be consistent with the amount of money that was actually expended on a property. So there would be a commitment of a property owner or of the city to long-term maintenance consistent with the amount of money that was funded.

Mr. VENTO. There has been further assessment of the raceway areas in terms of reevaluation, I understand, in Paterson, Ms. Griffin—you are obviously aware of it—and that there is some question as to whether the expenditure should go forward in this area, that the ramifications of the cost of doing it and the feasibility is apparently—

Ms. GRIFFIN. Okay, I would ask Ms. Stevenson to respond.

Mr. VENTO. Yes.

Ms. STEVENSON. Yes. We have been working very closely with the city. There is a problem with rewatering the raceways, and we have been working with them to identify alternatives to the expenditures of funds on the raceways. They are very interested in maintaining and preserving the raceways, and since they are an integral part of the National Historic Landmark we share those con-

cerns. We need to find a way with them to make that happen effectively.

Mr. VENTO. The initial legislation before us has been pretty dramatically modified by a subsequent version introduced by Congressman Klein, but your testimony is focusing on the initial version. I know that your testimony highlighted it, but I wanted to also amplify that through this question.

What would be the change in terms of the Park Service relationship with the city or the State of New Jersey based on the legislation that we have, the initial legislation that was introduced?

Ms. GRIFFIN. The initial legislation proposed a nine-member commission. I think the new legislation does not include that provision.

Mr. VENTO. I know that, but if we had taken the first measure, what would be the effect on the relationship between the city and the Park Service as it exists now? I mean my point is, wouldn't this radically change? In other words, wouldn't there be an entire sea change here in terms of whom you would be dealing with based on this legislation?

Ms. GRIFFIN. Yes, sir. There would be quite an array of different partners involved, whereas now we are dealing with the two parties to the agreement right now, the National Park Service and the city only.

Mr. VENTO. And this would be a wholly new entity.

Ms. GRIFFIN. It would introduce a whole new entity into the situation.

Mr. VENTO. The Justice Department has initiated a whole series of questions about the whole commission structure and issue even in some that we had set up in the past where we have given the Secretary clear authority. I am now told that, for instance, there are questions with the date in the Aviation Historic District. Are you aware of that?

Ms. GRIFFIN. I am aware that they have concerns and that they are reviewing it. I anxiously await their advice.

Mr. VENTO. Would the Park Service view be that there ought to be some clear necessity and need to have such a commission with actual power and authority?

Ms. GRIFFIN. Yes, sir. I think that that is what is behind the heritage legislation proposal to the National Park Service.

Mr. VENTO. It is behind what?

Ms. GRIFFIN. The national heritage legislation proposal. It would put a process in place that would carefully guide these and determine what the levels of involvement should be in the partnership mix.

Mr. VENTO. Well, I agree, but I would think that the focus could or would be on a partnership agreement in a compact with the local government or the State. Wouldn't this be a much more clear or coherent way to establish such relationships?

If they want to establish advisory groups or delegate responsibility, I think it might be appropriate on the local or State level, but I don't know why we should be involved in terms of setting up another local unit of government from the national level with the Park Service in charge or the Department of the Interior in charge of appointing the officials.

Ms. GRIFFIN. Yes, sir, I hear your concerns. I don't know what is exactly in the proposal for the heritage legislation. I am fairly new to the process in being at the regional level. But I do understand that there is a provision for different levels of involvement. In other words, it wouldn't necessarily involve a Federal official on the commission depending on the plan, the scope, the complexity, and significance of the site that is being considered.

Mr. VENTO. You mean a national official?

Ms. GRIFFIN. Right.

Mr. VENTO. I think these should be Federal heritage areas.

Ms. GRIFFIN. There is an overall Federal commission overseeing the program.

Mr. VENTO. A national commission?

Ms. GRIFFIN. A national one, yes, sir.

Mr. VENTO. What commission is that?

Ms. GRIFFIN. That would be in the new proposal, as I understand it.

Mr. VENTO. Oh, this is the proposal that is being refined by the Park Service.

Ms. GRIFFIN. Yes, sir.

Mr. VENTO. We get a little confused because we have these two bills before us and then the other ideas.

Well, I think the Park Service, insofar as that, ought so get advice wherever they need it.

Ms. GRIFFIN. I agree.

Mr. VENTO. But whether or not we should further subdivide the authorities of the Department of the Interior and the Park Service in terms of setting up other groups—is the Park Service unable to exercise this particular authority for some reason that they need to establish other governance structures within the Department of the Interior to do so? Do we have such for National Park work? I am not aware of it.

I think the commissions are almost individual to the legislation but not to the generic law, are they?

Ms. GRIFFIN. As far as I know, they are specific legislations.

Mr. VENTO. To the actual unit.

Ms. GRIFFIN. To the actual unit.

Mr. VENTO. As opposed to some sort of—

Ms. GRIFFIN. That is correct.

Mr. VENTO. I mean the subdivision or the further delineation of the agency—restructuring it—is this part of reinventing government? I wasn't aware of that.

Ms. GRIFFIN. Congressman Vento, I am not sure that I can respond with any intelligence to what you are saying.

I think that the basis for the legislation, as I understand it, is to give a cohesiveness to an area that is better off managed locally without necessarily a heavy Federal investment or Federal presence, and it gives continuity, recognition, and adds to the quality of life in the area. This is a mechanism to provide for that.

Mr. VENTO. Yes.

Well, there are just a lot of questions here that I think need to be resolved. I think sometimes people get carried away with these different ideas about how they want to restructure things, but I think you are almost always better off to rely on the State or the

local government that has all the fiduciary and other legal and other responsibilities.

If they want to create groups that can help them, so be it, but I think our relationship ought to be the Department of the Interior Park Service to the State or local government, then we can set up whatever advisory groups we need to advise you, if you want national consistency, you had better keep the Park Service and Department clearly in charge, and then at the local level, and then you have got a true Federal relationship of a Federal heritage area or corridor.

Ms. GRIFFIN. Yes, sir. I hear your concerns, and I would be happy to discuss them with the National Park Service, and I know the National Park Service would be delighted to work with you on this.

Mr. VENTO. I would just suggest that we have obviously written on an ad hoc basis a number of heritage areas, but they are not inconsistent with what I am suggesting other than the fact we have on occasion set up advisory groups or commissions, but in the end they end up being subordinate to a general management plan approved by the Department of the Interior.

So we may be guilty of bad nomenclature in terms of referring to them, but we will remedy that. I think these things ought to be remedied in whatever generic and/or whatever legislation we pass out prior to passing out generic legislation.

There are some proposals that are being placed under the concept of heritage corridors which were never established as such. They were more or less established as studies with the commission, but now they are taking on apparently the cloak of being a heritage corridor. As far as I know, there are only three or four of these that we have done.

I notice that Representative Mollohan is here, and I know he has a busy schedule. We need him back in the Appropriations Committee to deal with the recision and reinventing government issue.

So, Alan, if you would take a chair and present your testimony. We have heard from the Park Service witness. Regional Director Griffin, I don't know if you have met our colleague. In any case, he is someone that you will be working closely with in your capacity as regional director on this Wheeling, West Virginia, proposal.

But Alan, let me invite you to make your presentation, and then we can respond to maybe a few questions or just permit you to leave and get back to work.

Please proceed.

STATEMENT OF HON. ALAN B. MOLLOHAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WEST VIRGINIA

Mr. MOLLOHAN. Thank you, Chairman Vento. I am especially pleased to appear before you and my colleague and close friend, Congressman Rahall, who has served with great distinction on this subcommittee for a long time.

This is very familiar, being back here; it is familiar territory. I started my career in the United States Congress serving on the Interior Committee. It is a pleasure to be back, and thank you for your welcome.

I am particularly pleased to be here today to testify on behalf of legislation that I have introduced, H.R. 2843, companion legislation to S. 1341 introduced by Senator Byrd on the Senate side, to establish the Wheeling National Heritage Area in the State of West Virginia.

I would like to thank you, Chairman Vento, for the opportunity to discuss H.R. 2843 in this hearing before the Subcommittee on National Parks, Forests and Public Lands.

I would also like to offer my personal welcome, Mr. Chairman, to the witnesses who have traveled from the First District of West Virginia to participate in today's hearing. I am glad to see Patrick Cassidy and Roland Hobbs, cochairmen of the Wheeling National Heritage Area Task Force; Paul McIntire, director of the Department of Development for the city of Wheeling; Rebecca Payne, director of West Virginia Independence Hall for the West Virginia Division of Cultural History; and Emory Kemp, director of the Institute for the History of Technology and Industrial Archeology located at West Virginia University. I look forward to hearing from each of these witnesses as well as the other witnesses joining us today.

Senator Byrd, Mr. Chairman, has been working with local leaders in Wheeling and the National Park Service in addition to the State of West Virginia since 1989 in a cooperative planning effort to conserve Wheeling's unique historic, cultural, and scenic resources.

Wheeling originated as an early Ohio River crossing, and it grew to national importance in the nineteenth century as the western terminus of the National Road. When the Wheeling Suspension Bridge was completed in 1849, Wheeling became the gateway to the West. As such, the city became a center of trade and industry.

The city played a significant role in the Civil War's pro-Union movement and in the creation of our Nation's 35th State, West Virginia. When West Virginia seceded from Virginia in 1863, Wheeling became the first State capital.

As the Nation's transportation infrastructure came to be dominated more by canals and railroads, the country became less reliant on the National Road. Wheeling's predominance in the region continued nevertheless, a function of its growing significance in America's basic industries, coal mining, iron and steel making, glass manufacturing, chemical production, just to name a few.

Of course, with such a significant industrial base, Wheeling was ripe to play a formidable role in the development of organized labor in the late nineteenth and early twentieth centuries, a movement of global significance for workers' rights.

I offer this brief history, Mr. Chairman, of the city of Wheeling so that you may appreciate why bringing this multifaceted past to life in historic interpretation is a most worthy endeavor for the National Park Service. The local community, the State, and the National Park Service together produced a draft concept plan in 1991 for the development of the Wheeling Heritage Area. After the extensive public comment process, the plan was approved by the Park Service's Washington office.

This plan addresses the interpretative themes of the endeavor and details a strategy for project management and financing. It has

been carefully worked through, Mr. Chairman. This plan forms the basis for the legislation that we are holding hearings on today.

The financing package for Wheeling heritage deserves special mention, Mr. Chairman, because I know that you are particularly interested in the financing of such a proposal. Wheeling's proposal should be very attractive for the Federal Government because the citizens of Wheeling are committed to making this heritage area financially self-sustaining. The Federal Government is only asked to provide short-term funding to aid in the influx of capital to assist in the development of the interpretative venues for the project. Wheeling Heritage will become self-sustaining because the legislation requires that operational responsibility for the project be assumed locally.

Of course, oversight of the area will be shared by all parties so that the integrity of this national designation is maintained. These innovative provisions make the Wheeling project quite different from the traditional National Park model.

The current Federal budget situation makes it very difficult to start new discretionary initiatives in the National Park Service, to be sure. However, our valuable historic resources cannot be allowed to expire. The Wheeling National Heritage Area model will allow the Federal Government to provide leadership in the heritage area arena now without having to assume significant Federal outlays in the future.

As a member of the Appropriations Committee, I am particularly sensitive to the significance of this approach. As you are aware, Mr. Chairman, the National Park Service is currently working on a proposal to proceed with the heritage area concept nationwide. I believe the Wheeling National Heritage Area can serve as a prototype in creating self-sustaining National Heritage Areas. All the preparation for the Wheeling National Heritage Area is complete. Once Congress has formally designated the Wheeling National Heritage Area, we can proceed with the implementation of this important project because of the fine high-quality groundwork that has been laid.

Mr. Chairman, I thank you again for the opportunity to appear before you.

[Prepared statement of Mr. Mollohan follows:]

REMARKS BY CONGRESSMAN ALAN B. MOLLOHAN
BEFORE THE HOUSE COMMITTEE ON NATURAL RESOURCES
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS
ON
ON H.R. 2843, A BILL TO ESTABLISH THE WHEELING NATIONAL HERITAGE AREA
NOVEMBER 16, 1993

Good Morning, Mr. Chairman. I am very pleased to be here today to testify on behalf of legislation that I have introduced, H.R. 2843, to establish the Wheeling National Heritage Area in the State of West Virginia. I would like to thank Chairman Vento for the opportunity to discuss H.R. 2843 in this hearing before the Subcommittee on National Parks, Forests, and Public Lands.

I would also like to offer my personal welcome to the witnesses who have travelled from the First District of West Virginia to participate in today's hearing. I am glad to see Patrick Cassidy and Roland Hobbes, Co-Chairmen of the Wheeling National Heritage Area Task Force; Paul McIntire, Director of the Department of Development for the City of Wheeling; Rebecca Payne, Director of West Virginia Independence Hall for the West Virginia Division of Culture and History; and Emory Kemp, Director of the Institute for the History of Technology and

Industrial Archaeology. I look forward to hearing from each of you, as well as the other witnesses joining us here today.

H.R. 2843 is a companion bill to S. 1341, introduced by Senator Robert C. Byrd. Senator Byrd has been working with local leaders in Wheeling, the State of West Virginia, and the National Park Service since 1989 in a cooperative planning effort to conserve Wheeling's unique historic, cultural and scenic resources.

Wheeling originated as an early Ohio River crossing and it grew to national importance in the 19th century as the western terminus of the National Road. When the Wheeling Suspension Bridge was completed in 1849, Wheeling became the "gateway to the west". As such, the City became a center of trade and industry.

The City played a significant role in the civil war's pro-Union movement and in the creation of our Nation's 35th State, West Virginia. When West Virginia seceded from Virginia in 1863, Wheeling became the first State Capital.

As the Nation's transportation infrastructure came to be dominated more by canals and railroads, the country became less reliant on the National Road. Wheeling's predominance in the region continued nevertheless, a function of its growing significance in America's basic industries -- coal mining, iron and steel making, glass manufacturing, and chemical production,

to name a few.

Of course, with such a significant industrial base, Wheeling was ripe to play a formidable role in the development of organized labor in the late nineteenth and early twentieth centuries -- a movement of global significance for workers' rights.

I offer this brief history of the City of Wheeling so that you may appreciate why bringing this multifaceted past to life in historic interpretation is a most worthy endeavor for the National Park Service.

The local community, the State, and the National Park Service together produced a draft concept plan in 1991 for the development of the Wheeling Heritage Area. After an extensive public comment process, the plan was approved by the Park Service's Washington, DC office. This plan addresses the interpretive themes of the endeavor, and details a strategy for project management and financing. It also forms the basis for the legislation that I bring to you here today.

The financing package for Wheeling Heritage deserves special mention. Wheeling's proposal should be very attractive for the Federal government, because the citizens of Wheeling are committed to making this heritage area financially self-sustaining. The Federal government is only asked to provide

short - term funding to aid in the influx of capital to assist in the development of the interpretive venues for the project.

Wheeling Heritage will become self-sustaining, because the legislation requires that operational responsibility for the project be assumed locally. Of course, oversight of the area will be shared by all parties, so that the integrity of this national designation is maintained. These innovative provisions make the Wheeling project quite different from the traditional National park model.

The current federal budget situation makes it very difficult to start new discretionary initiatives in the National Park Service. However, our valuable historic resources cannot be allowed to expire. The Wheeling National Heritage Area model would allow the federal government to provide leadership in the heritage area arena now without having to assume significant federal outlays in the future. As a Member of the Appropriations Committee, I am particularly sensitive to the significance of this approach.

As you are aware, the National Park Service is currently working on a proposal to proceed with the heritage area concept nationwide. I believe that the Wheeling National Heritage Area can serve as a prototype in creating self - sustaining National Heritage Areas. All of the preparation for the Wheeling National Heritage Area is complete. Once Congress has formally designated

the Wheeling National Heritage Area, we can proceed with the implementation of this important project.

Mr. Chairman, I thank you again for the opportunity to appear here today. I hope that your committee will be able to report H.R. 2843 to the Full House very soon.

Mr. VENTO. Thank you very much, Alan, for your testimony and your interest in this and your willingness to be a guinea pig. I don't know that we will take you up on that. I do think that, whatever we do, we want to have in this bill consistent with at least some sort of a broad agreement in terms of issues.

I notice that Representative Klein made the point as well as Senator Lautenberg and yourself about the historic nature of not just Wheeling but the Great Falls area in Paterson. In my way of thinking, we have numerous areas across the country that could qualify, from a cultural, a recreational, or a natural resource view. When you talk about the second greatest height in terms of waterfall east of the Mississippi in Paterson—I see you do have some natural qualities here that could, in fact, take on this particular type of a responsibility or try to achieve a certain designation.

Alan, this also represents a pretty significant commitment on the part of the State and/or the local government in this area, doesn't it?

Mr. MOLLOHAN. Yes, it does. There is a commitment in this instance, speaking for the Wheeling heritage project, the local citizenry and the State. They are most willing to pick the project up.

Mr. VENTO. So they obviously have some landmarks. Do they have an historic district designation right now in West Virginia in Wheeling?

Mr. MOLLOHAN. Yes, indeed, and a number of historic designations associated with this.

I think what will impress you and the committee as they look into this is the preparatory work that has preceded the introduction of this legislation. It is impressive, and I know that you and your committee rightly want to look at these kind of proposals in terms of some standard, some sort of objective criteria by which to judge their merit.

I think because of the preparatory work that has been laid, the Wheeling group and the Park Service working together in wonderful cooperation, that this is an excellent opportunity to see what would be appropriate objective criteria. I propose the Wheeling Heritage Area project as a prototype for that reason.

Mr. VENTO. I think that there has been a lot of work done here, and I think it is just a question now of trying to develop the type of compact or agreement between the local and State governments and the Department of the Interior, Park Service, and then defining a role.

I note in your comments that you believe that after a certain point, it would become self-sustaining, that there would not be a necessity for operation and maintenance dollars from the national government after an initial period. Is that correct?

Mr. MOLLOHAN. I think we are particularly sensitive to that for a couple of reasons: First of all, because we recognize the kind of budgetary environment that we are all operating in; and, second, I am particularly impressed by your concerns in that area. Of course the Park Service has legitimate concerns about how it can spare resources beyond its current commitments.

Obviously, the heritage area concept is an example of thinking in different terms. One of the things that has to be considered as we think about how we preserve, nurture, present, and interpret

areas is the cost that would be associated with an area's designation if the Park Service were to pick up that responsibility. I think we agree that that would make this a very difficult thing for you.

Mr. VENTO. Obviously, Congress has from time to time designated areas, and I think the end result is that it becomes a hollow designation, that it doesn't fulfill the expectations of those that perhaps have moved in that direction. In the end I think it ends up representing really an enigma, a real problem to the Park Service in terms of not having a governance structure or expectations or responsibilities and articulation of what the Park Service is to do or the Department of the Interior and the local or State government.

If you are going to have a partnership, you both have to come to the table. In these areas where there are all sorts of the regular problems with any type of community or area, you aren't going to have the control that you have over the boundaries of a Yosemite or an Independence National Historic Park in Philadelphia. So we have got to define that and point the way.

For instance, we are talking about matching funds which is very helpful. Part of this grows out of the lack of availability of funds in the Historic Preservation Fund in recent years, and so the consequence is that the States and others are saying, "Well, we have got special areas that we are willing to take on this responsibility and do something beyond the norm in terms of preserving this historic district," or these landmarks. Clearly trying to tie them together and bring them together and present them in a format holistically with the community which is making this considerable effort is a goal that is worth attempting to define.

Mr. MOLLOHAN. Mr. Chairman, may I just make an observation? You used the word "expectation," which I think is insightful. There is this wellspring of nostalgia partially because of true intellectual and academic understanding of the value of these areas, what they have meant to our history, what they have meant to the culture of our people, and what they mean in dealing with industries that are in a decline. It is very important to deal with them in a way that will make them meaningful to the current generation and, in an historic sense, lay an interpretive groundwork, to carry on that meaningfulness in a broad societal sense into the future. There is a very strong groundswell of desire to have these areas managed in a way to make them meaningful for future generations.

Now there are all kinds of different expectations associated with that need to have these areas interpreted. I think controlling these expectations, through the authorization process is an appropriate way to approach that need and to satisfy that need. It is thinking in new terms, but I believe the country and this committee need to do that.

Mr. VENTO. It causes, I think, the Park Service and the precepts in terms of a consistent national recognition of significant feasibility and the other factors that go into designation of traditional Park Service units, some deterioration when issues are brought up or if they appear to be designated it as a unit of the National Park and then are managed at a much lower common denominator.

Mr. MOLLOHAN. I didn't understand that, Mr. Chairman.

Mr. VENTO. Well, I think that there is a deterioration of the designation of national consistency with designation of Park Service units when something is managed at a lower common denominator. It has a tendency to slip itself into what areas would not be and should not be managed in that way. So I think we need to define this accurately.

Mr. MOLLOHAN. We are agreeing on that.

Mr. VENTO. Yes, we are. I think we are. In any case, let me yield to my colleague from West Virginia, Mr. Rahall, if he has any questions of you or comments.

Mr. RAHALL. Thank you, Mr. Chairman. I have no questions of my distinguished colleague. This has been an excellent discussion, and I think we are in agreement on what has been said.

Alan, you have given an excellent, although brief, history of the Wheeling area, and I know you have assembled an excellent panel that will supplement your testimony in those individuals that you have already introduced.

I want to pay special recognition to the gentleman sitting almost directly behind you, Dr. Emory Kemp, who will be testifying later and whom you have already introduced. He is probably one of our most respected scholars in the State of West Virginia on matters relating to the preservation of our cultural heritage. I am very much aware of the excellent study he has done on Blair Mountain down in the southern coalfields which I have the honor of representing, and I just want to say he has also made a number of contributions to our Coal Heritage Initiative down south, and I want to particularly welcome Dr. Kemp to our committee today as well. Thank you for your excellent testimony.

Mr. MOLLOHAN. Thank you.

Mr. VENTO. Did you have any questions?

Mr. RAHALL. No, no questions.

Mr. VENTO. Well, thanks, Alan, very much, and if your time permits, I would welcome you to join us at the dais.

Mr. MOLLOHAN. Thank you.

Mr. VENTO. You can join us, and we will be in communication with you about these issues.

I wanted to return now to the questions of Ms. Griffin, the regional director, and see if my colleagues had any questions of her at this point.

Mr. MOLLOHAN. May I express appreciation to Ms. Griffin for allowing me to interrupt this testimony. When I sat down at the table, I didn't actually understand I was interrupting testimony.

Mr. VENTO. Well, we were just asking some questions. She had concluded her testimony.

Mr. MOLLOHAN. Okay.

Mr. VENTO. We appreciate her patience with our erratic schedule.

Mr. MOLLOHAN. I didn't recognize that, and let me say now that I very much appreciate your allowing me to interrupt.

Mr. VENTO. I had asked her indulgence prior to your appearance. We understood the schedules and problems.

Mr. MOLLOHAN. Thank you, Mr. Chairman. I will join the committee later if I have time. Thank you.

Mr. VENTO. Yes, you are certainly welcome to do so. Thanks. Alan.

Congressman Rahall, did you have any questions of Ms. Griffin?

Mr. RAHALL. No questions, Mr. Chairman.

Mr. VENTO. Congressman Klein, without objection, you may question the witness.

Mr. KLEIN. Thank you, Mr. Chairman.

First of all, I just want to commend the gentleman from West Virginia for his fine presentation. Like West Virginia, New Jersey would like to participate in the prototype so that both projects can go forward.

I did want to just clarify for the record two things with Ms. Griffin.

Ms. Griffin, in the meetings that you and I have had, you have voiced objection to the commission concept, as the chairman did, and as a result of your suggestion, I think you did suggest that we remove that from the legislation. Am I correct?

Ms. GRIFFIN. That is correct.

Mr. KLEIN. Okay.

Of course, as you know, the new bill, at your suggestion, does eliminate that. Just so that the record is clear, it is my understanding that the Park Service has not had an opportunity as of yet to complete its analysis of the new bill, and none of the testimony that you have given today is directed toward the new bill. Am I correct?

Ms. GRIFFIN. That is correct.

Mr. KLEIN. Thank you very much.

Mr. VENTO. The magnitude of these projects is really very significant.

I note in the document accompanying this, the approved plan that my colleague from West Virginia was commenting on, that the funding to complete this project in Wheeling, West Virginia, is \$57 million. That is the total from all sources, and nearly \$28 million from the Park Service. I think your testimony suggested it was a different number. Am I misunderstanding something?

Ms. GRIFFIN. The \$28 million one is consistent—

Mr. VENTO. That is the Park Service responsibility.

Ms. GRIFFIN. Yes. I had \$45 million for the total.

Mr. VENTO. Yes, the total actually says it is \$57 million here, unless it is a different plan, that it is going to be modified in some way that I am not aware of.

The other point is, I think the magnitude of this has to be looked upon as the basis. What is the budget for the entire mid-Atlantic region in terms of projects this past year?

Ms. GRIFFIN. Are you asking about the Federal involvement? The National Park Service share?

Mr. VENTO. Well, I am asking about your whole mid-Atlantic region. Are you aware for the Parks what the budget is? What is your budget for the Parks for the mid-Atlantic region?

Ms. GRIFFIN. The budget for the operating dollars—I guess the point to be made here is that this would be capital investment. This would not be a continuing presence of operations.

Mr. VENTO. I know, but what is your capital budget for the entire mid-Atlantic region?

Ms. GRIFFIN. I don't know what the capital budget was. It varies from year to year.

Mr. VENTO. Yes, I know it does and it can. Last year it was \$55 million. That would be almost half of it just for a single year. Considering the number of units you have, it obvious is a big—I am just trying to point out the magnitude of a single area, and of course you have some other single areas in the mid-Atlantic region that have been also championed and have had a significant impact on availability for funds generally.

So if we go through this, I think we have to understand it would obviously be capital. It would be a one-time expenditure.

Do you agree, Director Griffin, that the operation and maintenance ought not to fall back to the Park Service in most of these areas, heritage areas, or heritage corridors?

Ms. GRIFFIN. That is correct. We would look at this kind of concept as the National Park Service providing, for the most part, technical assistance. The money would be a one-time expenditure but not necessarily a one-year expenditure.

Mr. VENTO. Yes, and I think that is important, and that is your point, that it wouldn't come all out of the—

Ms. GRIFFIN. We would bring it to a certain point then, and the concept of the partnership then would take it on as an operational—

Mr. VENTO. Yes. What I have seen here is that they are talking about Phase 1 and Phase 2 and Phase 3 in terms of the Wheeling proposal. It is a 10-year commitment, so it would be something like \$2.8 million a year in terms of Wheeling.

These particular proposals, especially the Wheeling proposal and many other heritage have in them the economic development as one of the goals of these projects. Do you have any views on that? Do you think that ought to be articulated in the legislation, and what role does the Park Service play or should they play?

Ms. GRIFFIN. My view is that the objectives of this kind of project would be conservation, education, environmental enrichment. The spinoff or the by-product of the quality of life that has been enhanced as a result of that would certainly be an economic benefit to the area, but that would be secondary to the primary objectives.

Mr. VENTO. Do you believe that the heritage areas ought to have access to the Historic Preservation Fund as units of the National Park Service would have access to or to the Land and Water Conservation Fund funding from the Park Service?

Ms. GRIFFIN. It is my understanding that this is thought to be a separate appropriation, but I am not sure about that.

Mr. VENTO. Yes, but what would be your recommendation? I mean should I put in the legislation that they can't have access to it, or they should have access to it, or should it come out of the Historic Preservation Fund authorization? Should these funds come wholly out of it, as we are proposing for the black universities and colleges? Do you have any view with regard to that?

Ms. GRIFFIN. I haven't thought that one through, Mr. Vento. I would have to get back to you on that.

Mr. VENTO. You see, there are many questions. When we are expending money in such areas, should they only be expended on authorized units of the Park Service or landmarks or other structures

that have actually been recognized under the Historic Preservation Act? In other words, what type of criteria do we use in expending dollars in such areas? Do you have any views with regard to what criteria we should utilize in expending dollars in these areas?

Ms. GRIFFIN. I think that the National Park Service would—the planning that is involved in the ones that you alluded to earlier and the ones that are before us today should yield very good guidance as to the level of significance of the structures that would receive Federal money. But it is important to realize that then the National Park Service would have to put in priority any of the heritage concepts that would be so designated so that the more nationally significant properties would receive the proper level of funding.

Mr. VENTO. Do you believe with a not-for-profit corporate structure as is developed in the Wheeling, West Virginia, proposal before us, that that assures adequate control by local government and State officials with such a structure, with appointed people by the Department of the Interior to such slots?

Ms. GRIFFIN. I think that we would certainly have further agreements that would protect the investment.

Mr. VENTO. My point is, in a partnership, how can we be certain that a commission or a not-for-profit corporation would actually represent the constituency in the Wheeling, West Virginia, area if they are appointed by the Department of the Interior Secretary?

Ms. GRIFFIN. I think I could speak for the Park Service in saying I share your concern, and we would want to ensure that the undertaking would have the protection in it that you speak about.

Mr. VENTO. Do you believe it is desirable to put in place another level of protection at some juncture in the system other than, for instance, a local government putting in place a State historic preservation office approval or some other structure to try and screen or to qualify actions by the government within such an historic area or heritage area or corridor?

Ms. GRIFFIN. I think in a unique proposal such as this, we ought to look at the mechanisms in place, and if we feel unsure that they would provide add adequate protection, then I think the Park Service would want to add protection to it.

Mr. VENTO. You agree and worked with Congressman Klein in terms of setting up the cooperative agreements compact, and those agreements would satisfy that particular concern for at least the Park Service commitments in dollars. Is that right?

Ms. GRIFFIN. That is correct, and that is mainly because we used the rules that we already had in place for the other programs, and that was agreed to by the city. It was a very good agreement.

Mr. VENTO. But that really is the key, whether the city or the State—I mean who else could sign such agreement?

The other question is not to specify in a compact or such cooperative agreement, and then for the city and for the National Park Service to, in essence, delegate to some other intermediary group the right to make such decisions.

Ms. GRIFFIN. I would certainly make every effort to have such an agreement that would protect that.

Mr. VENTO. Well, it just raises too many questions.

Now I know that in Blackstone Corridor where we had done such designation that, before dollars are expended on any particular

grant, that the Secretary of the Interior must approve that and that they have an overall plan. So that, in essence, does on a project-by-project basis give the Secretary of the Interior the opportunity to judge the validity and to put in place such reverters and other limitations as to assure the soundness and the future of such investments. Is that correct?

Ms. GRIFFIN. I don't know whether it is correct or not. I think it is the way it should be.

Mr. VENTO. Yes. Well, that is what we strove to do. I don't know in each instance whether or not that has occurred. But we have had a number of models out there. Can you, at this point, point to any particular model that works better than another model in terms of the Park Service experience with such partnerships? If you had to select a model or an example of what we would be enacting, could you point to models today?

Ms. GRIFFIN. I am just beginning to look into the different structures and the way the ones operate in my region. I have not looked into it enough to comment.

Mr. VENTO. I think we have a whole host of things, some of which have been invented out of thin air, and others—for instance, you have the Michigan-Illinois, not to pick on that model, but I wonder how it works. I didn't work on that. It was the handiwork of the Appropriations Committee, and I would be interested to see what the level is.

So we don't really have to make these decisions based on my best guess or yours. I mean we can look at what actually exists, and I was just wondering if we had some blueprint here for what actually would predictably work. I think it is important that we do that.

I appreciate the fact that we have gone beyond the scope. I am certain most of the panelists waiting to testify are wondering what the hell I am talking about. But the truth is, there isn't any debate here about the historic or cultural resources that are here. These are admittedly important cultural and historic resources. Wouldn't you agree, Regional Director?

Ms. GRIFFIN. I would agree that they are very important, and the hallmark of this is the local people being interested in doing this and being interested in being partners.

Mr. VENTO. Well, there is a lot of willingness, but things don't always turn out well in these marriages if you don't define what the expectations are.

The concern here is, how are we going to accomplish it? What types of commitments are being made? The Park Service isn't going to take over the town of Wheeling, West Virginia, nor Paterson, New Jersey, unless you want them to. They run larger things.

Mr. Klein has been moved to make some statements.

Mr. KLEIN. I simply was going to state, first of all, the obvious; we don't expect the Park Service to take over Paterson, New Jersey. I have been listening very, very intently to the chairman's comments, and I do want to say that we have endeavored diligently to try to pursue a model that would satisfy both the Park Service and the committee, and certainly any suggestions that can improve the governance model would be welcome by us.

Mr. VENTO. Well, I think you are on track. I think there is a broader issue, as I implied to you when we spoke of this, and I

think you are on track, but good intentions are always better to engage prior to the initiation of the activity, not after the fact, because sometimes the assumptions don't manifest themselves in the reality of what takes place.

I no longer am going to take a leap in faith with regard to some of these matters, and I would hope the discussion here would help both to work with the Park Service and with the sponsors of these initiatives to try to better define and focus on a policy path concerning the heritage areas and corridors.

I think we can do something, but we have got a real dilemma because there are a lot of these waiting in the wings, and I think we want to define what the requirements or expectations are in such a way that will benefit the Park Service and its role. There is a great enthusiasm to be designated.

Ms. GRIFFIN. Yes.

Mr. VENTO. But after that, it ought to do something. If we are going to designate, it ought to carry with it some consequence, some reality in what happens on the ground rather than just be a little extra feather in someone's hat with regard to the area. That is the expectation of the sponsors today, and that is what everyone ought to understand, that there ought to be some commitment responsibilities that follow that can reasonably be carried out and be expected to be funded.

You have been very patient, Regional Director, and we will move along and give you an opportunity to discuss this at numerous instances in the future. We appreciate your willingness. It just so happens, your region has good examples of such creative thinking.

Ms. GRIFFIN. Yes, it does.

Mr. VENTO. In fact, you have Delaware LeHigh.

Ms. GRIFFIN. Lackawanna.

Mr. VENTO. And the Blackstone. I don't know if that is in your area.

Ms. GRIFFIN. No.

Mr. VENTO. But the other canals, and there is something in southwest Pennsylvania. We don't know quite what it is yet. I thought the word "amorphous" would quite well fit that particular creature.

So we will be looking further at that and maybe others that should be considered partnerships.

Thank you very much for your patience, and now we will get back to hear about all of the cultural and historic splendor of these sites which often occupies a goodly amount of our consideration of these matters. But if we want to accomplish the goals, we have to have the structure in place and the money to do it. Thank you very much.

Ms. GRIFFIN. Thank you. We look forward to working with you on it.

Mr. VENTO. I am pleased to welcome a panel of witnesses from the community of Paterson, New Jersey, the Honorable William Pascrell, Junior, the mayor, who was introduced and recognized upon his entrance by the Senator; the Honorable Pat Kramer, former mayor of Paterson; and Frank Blesso, the director of community development, Paterson, New Jersey.

Mr. Kramer isn't here. We will have to do with the two witnesses, who I am sure will be able to carry this heavy responsibility.

Mayor, do you want to yield to your director of community development? Is that what you are indicating?

Mr. PASCHELL. Yes, if we may, Mr. Chairman.

Mr. VENTO. Director Blesso.

Did the gentleman have my comments to welcome his colleagues here, or do you want them just to go ahead with their testimony?

Mr. KLEIN. I will very, very briefly welcome both Mayor Pascrell and Mr. Blesso. Mayor Pascrell and Mr. Blesso together have led the work in connection with the preservation of the Great Falls Historic District. Mr. Blesso, of course, has been more responsible than any other person in terms of the hands-on work that has been done in that area, working with the National Park Service, and Mayor Pascrell has for many years, even before he became mayor, been the inspirational leader for the preservation of the Great Falls Historic District, and it is a pleasure to welcome both of these gentlemen to the committee.

I might say that former Mayor Pat Kramer, I understand, has had some personal problem that prevented him from being here today, but nonetheless I know he is totally committed to the project.

Thank you very much, Mr. Chairman.

Mr. VENTO. Thank you.

Mr. Blesso, please proceed with your statement. It has been made part of the record, so feel free to summarize it.

PANEL CONSISTING OF FRANCIS J. BLESSO, DIRECTOR OF COMMUNITY DEVELOPMENT, PATERSON, NJ; HON. WILLIAM PASCHELL, JR., MAYOR, PATERSON, NJ; AND DR. RUSSELL FRIES

STATEMENT OF FRANCIS J. BLESSO

Mr. BLESSO. Thank you, Mr. Chairman. I am happy to be here to talk about the Great Falls and Paterson. I have prepared some quite lengthy statements, but those I will try to summarize briefly.

My involvement in Paterson came about 25 years ago when I came to work for the city. At that time, there was a major highway planned to cut right through the center of town and through the historic district. It had planned to demolish about 50 mill buildings.

There was an effort through the local citizens, primarily led by Pat Kramer's wife, Mary Ellen, particularly with the help of some graduate students from Columbia University who provided the detailed documentation to prepare a nomination form for the National Register. That nomination form, once it was accepted, had the impact of really stopping the highway acquisition work and resulting in a revised shortened highway connector which took about 15 years ultimately to build.

But the research and the documentation for the National Register put into effect a chain of events that turned the emphasis for Paterson back on its beginning, back on the Great Falls, back on

the area, back on the types of manufacturing and products that were developed over the 200 years of our existence.

During that period, we undertook many studies, and it seems that the chairman and the committee are well aware of the national significance, so I will not dwell on that matter but just talk about some of the studies, high quality studies, that are already in place. We don't think additional studies are needed, and in fact under the present cooperative agreement, one of the activities is to review the studies that are already in place. We think any additional work can be done through the present cooperative agreement. I would like to talk for a few minutes about the agreement.

The present agreement under the New Jersey Urban History Initiative has set forth an excellent program for the city and for the Park Service. We have had some excellent cooperation. We have a program of about 16 specific activities that we are working on together. These activities were developed jointly and are responsive to our current needs. The original activities were to be concerned with the raceway and some of the physical improvements.

We had meetings in Paterson. We stressed our current urgent need to care for the vacant and abandoned properties in the city of Paterson. Right now, this is our pressing need, and in some of the documentation we have one site of seven acres in which there were originally approximately 24 individual structures. Right now, there are only perhaps two or three that can be salvaged. Together with the Park Service and their technical assistance, we have a program to evaluate that and try to undertake and solicit a development proposal to salvage what can be salvaged in that seven-acre site.

As part of my involvement, the city has built many high-quality public improvements in the historic district. We have been fortunate to use our own resources to get some other Federal and State resources and have done some excellent quality work in restoring sections of the raceway, restoring actual buildings, building decorative streetscape and pavements appropriate for that area. We have done some good work, and we have other projects planned in the future.

I was very encouraged to see the West Virginia proposal and the use of the word "self-sustaining." That certainly is our objective, to be self-sustaining. I would like to point out, though, that because of the high percentage of public areas in our district and the unique nature of the raceway; for example, hand-cut stone walls with a clay bottom, three different tiers, spillways, flow to be maintained, and things like that, streetscape improvements involving bluestone, brick sidewalks and so on, things that are very difficult and expensive to maintain.

In terms of the interpretative program, we share the concern of the Park Service and already have a very significant visitors bureau staffed really by one person, almost singlehandedly at a salary that is pretty much a volunteer salary and doing an excellent job. We have a tremendous demand for interpretative work and for tours that far outstrips our ability to service it at this time.

In terms of the current legislation, we are confident that some of the management plan will be developed under the Urban History Initiative. We feel that we have an advantage in that we already

have a good relationship with the Park Service staff. We are working on activities that will help set up that district management plan.

Our concern is in the ability to become self-sustaining, and perhaps Mayor Pascrell can speak to that issue.

[Prepared statement of Mr. Blesso follows.]

TESTIMONY OF FRANCIS J. BLESSO
ON THE GREAT FALLS HISTORIC DISTRICT
OF PATERSON, NEW JERSEY

Mr. Chairman, I would like to thank you and the members of your sub-committee for the opportunity to speak about the Great Falls District in Paterson, New Jersey. My name is Francis J. Blesso, and my employment with the City of Paterson started in 1966. I am the Redevelopment Director for the City.

EARLY HISTORY

When Alexander Hamilton first visited the Great Falls of the Passaic River, he not only viewed 77 feet of natural beauty, he recognized a tremendous energy source. Hamilton envisioned building the new nation's first manufacturing center as a step towards true independence. In 1791, he encouraged the creation of the Society for the Establishment of Useful Manufactures, SUM, with major help from New Jersey's Governor, William Paterson. Hamilton conceived harnessing the massive power of the falls, using it to move the water wheels of future mills. Pierre L'Enfant was hired to plan and engineer the town. The plan required substantial modification by others, but evolved over three decades into a three-tiered mile-long network of open stone-walled channels called raceways. These were used to funnel water in and out of the mills and eventually back to the river.

Paterson was incorporated on July 4, 1792, establishing itself as the Cradle of American Industry. The original

cotton-based industries developed over two centuries to include the whole spectrum of manufacturing, from revolvers to locomotives and aircraft engines. But it was through textiles that the world came to know Paterson as the Silk City.

ROUTE 20 PERIPHERAL HIGHWAY

In 1966 when Lawrence "Pat" Kramer, Jr. took office, Paterson had only a handful of active silk mills. Its industrial base, although diversified, had declined. Downtown, which was once a thriving regional commercial center, was also in decline and suffering from the competition of highway shopping centers.

On September 20, 1968, in what was generally hailed as a major accomplishment, Kramer signed off on the 200-scale planning map for the new peripheral highway. Route 20 would intersect with Interstate 80, then under construction through Paterson. The alignment was to skirt the western and northern side of the central business district (CBD) and parallel the Passaic River on its south side and connect to the existing McLean Boulevard in the City's Riverside section. The New Jersey Department of Transportation began aggressively carrying out its land-acquisition program while the highway moved into the final design stage.

ENTER COLUMBIA UNIVERSITY STUDENTS

Shortly afterward, a group of architectural students from Columbia University came to Paterson to study its industrial

architecture. The group, led by John Young, met with Mary Ellen Kramer, the Mayor's wife, and began to explore, photograph and document the industrial area near the Great Falls.

John Young's Master's thesis "A Proposal for Paterson" helped raise the awareness of Mary Ellen Kramer and others of the rich treasure present in the industrial architectural fabric of Paterson. Young's research provided the documentation for a nomination form, to place the Great Falls/SUM area on the U. S. Department of Interior National Register of Historic Places, as an 89-acre historic district. The nomination was approved and entered on the National Register on April 17, 1970.

GREAT FALLS COMMITTEE

Meanwhile, Mrs. Kramer had helped organize a citizens group which began to question whether the planned highway was good for Paterson. The three-tiered mile-long raceway system which once energized the mills would be purchased and obliterated. Many of the major buildings which contained active and productive industries had already been acquired and others were shutting down in anticipation of purchase. The loss of ratables and jobs would be significant. John Young and his associates, became Urban Deadline, a group of advocate architects, who sought out low- or no-budget projects overlooked or rejected by professional architects. Urban Deadline prepared a proposal to the Great Falls project committee including sketches and drawings showing how, with community involvement and input, the

buildings could continue to function as factories, community centers, restaurants or industrial museums.

The citizens group began to explore modifications to the highway such as reduction from a six-lane elevated expressway to a four-lane at-grade boulevard. Ramp simplifications or eliminations were studied. Specific modification plans were prepared by John Young and his Urban Deadline organization, Cahn Engineers for the Paterson Redevelopment Agency and the Regional Plan Association. Although DOT officials listened politely to the group, the modifications were never officially endorsed by the Mayor, and therefore were not taken seriously by the State. Everything changed, however, when the realization of the significance of the listing of the Great Falls Historic District on the National Register hit home. DOT officials, many of the City business leaders and a few highway right-of-way property owners not yet acquired were devastated. Since the peripheral highway was to be constructed with 50% to 80% federal funding, it now fell upon the Department of Transportation to evaluate all possible alternatives to minimize impact on the District. All acquisition ceased. The citizens group had never intended to stop the highway. They merely wanted to reduce its visual and economic consequences; to integrate it into the City rather than having it divide the City.

GREAT FALLS PARK

The citizens group began capitalizing on the renewed

interest around the Great Falls. An unused and ignored area at the top of the Falls was turned into Great Falls Park, largely through Mrs. Kramer's ability to solicit donations of labor and materials. A deck was placed over a bridge supporting a water pipe, thus opening access for pedestrians to Great Falls Park and providing a spectacular view close enough to feel the spray of the Falls.

GREAT FALLS DEVELOPMENT CORPORATION

The citizens group was incorporated into the Great Falls Development Corporation in 1971, a nonprofit public membership organization designed to plan and execute development of the area.

GREAT FALLS FESTIVAL

On Labor Day weekend of the same year, Mrs. Kramer spearheaded the first Great Falls Festival, a four-day cultural and entertainment celebration of Paterson including the return of a daredevil aerial act over the Falls. The Festival was a tremendous success and brought tens of thousands of citizens to the area.

SMITHSONIAN INSTITUTION REPORT

After the District was entered on the National Register, Mary Ellen Kramer called upon the National Park Service and the Smithsonian Institution to evaluate what was there in terms of national significance. Field visits were made by both agencies in 1972. Robert Vogel, an industrial expert from the

Smithsonian Institution wrote: "No other American city has the prospect for the imaginative development of a historically important industrial area than is now Paterson's." The field visits and reports provided additional national credibility to the area and helped set the stage for the involvement of the National Park Service. The project began to receive national attention. Publications about the District have appeared in American Home, Architectural Forum, Constructioner, H.U.D. Challenge, New York Times, Preservation News, Civil Engineering and Suburban Life.

HYDROELECTRIC PLANT

The local utility company, Public Service Electric and Gas, PSE&G, had operated a hydroelectric plant at the Falls when it was closed in 1969 after some flood damage. The plant, built by SUM in 1914, did not fit in with their future plans which were geared to nuclear power. Mrs. Kramer persuaded PSE&G to donate the facility to the City. In 1974, the Great Falls Development Corporation, prepared and submitted an application to the National Endowment of the Arts under its City Options competition, to explore the feasibility of reactivating the plant. The application was funded; and after several years of effort and design, the plant is now restored and operating.

Flow in the Passaic River, however, has been reduced due to a controversial upstream-diversion project, called the Two Bridges Diversion which was unsuccessfully opposed by the Great

Falls Committee. There currently exists the dilemma of weighing scenic value of flow over the Falls and through the raceways, versus the economic value of flow dropping through the penstocks of the hydroelectric plant, and generating power and revenue.

THE ROGERS BUILDING

DOT, in order to acquire the right-of-way for the Route 80 storm drain, purchased the rear yard and boiler room of the Rogers Erecting Shop on Spruce and Market Street. Mrs. K, again using her persuasive powers, convinced the owner to donate the remaining structure to the Great Falls Development Corporation.

ARCHAEOLOGY

The design and construction of Interstate 80 required a storm drain through the District to the Passaic River. This intrusion gave the Great Falls Committee the ability to negotiate an agreement with DOT to install the drain by jacking or tunneling it under most of the District, and to fund a salvage archaeology project related to its work. The project uncovered hundreds of artifacts and photographed and documented numerous features of the early raceway and building construction. Perhaps its most interesting find was the accidental discovery, as a result of the Department of Transportation's storm-drain excavation, of a completely intact covered section of the lower raceway extending along the north side of Market Street from Mill Street.

HAER TEAM

The National Park Service's Historic American Engineering Record (HAER) spent two summers measuring and preparing detailed drawings of many of the structures and features in the District. This work, which included over 40 quality maps and the research into the history of the buildings, provided further documentation of the significance of the area.

NATIONAL LANDMARK

During the early '70s, several trips to Trenton and Washington were made to seek consideration of the establishment of a State and/or National Park. Unfortunately, the efforts were not successful. At the federal level, the administration was trying to close, not open, national parks.

A former member of the HAER team, Russell Fries, who will testify today, was hired by the City and prepared a voluminous report proposing a National Park which resulted in the designation of the Great Falls as a national landmark. President Gerald Ford visited Paterson on June 6, 1976, and made the presentation at a ceremony attended by 60,000 residents.

DISTRICT EVENTS

The Falls area had always attracted tourists. The new publicity brought groups and individuals from all over the world to visit and participate in tours. The Great Falls Development Corporation, on February 15, 1976, sponsored a "Winter Walk of Paterson and the Great Falls" that drew 1,300 people on a cold

and dreary Sunday. On May 15, 1977, a 12-mile bike tour featuring the District and the Paterson area attracted hundreds from the region. Many groups, such as the Northeast Victorian Studies Association, the Victorian Society of America, the American Society of Civil Engineers and the Association of American Geographers, organized tours around the District.

The District served as the backdrop for a Paterson director's first feature-length film. The film contained many shots of the District including a grizzly murder scene from the interior of the unrestored Rogers Building. "Communion," premiered in Paterson on November 13, 1976, at the downtown Fabian Theater. Proceeds from this gala world opening were donated to the Great Falls Development Corporation. The murder-mystery, ultimately released as "Alice Sweet Alice," is perhaps most notable for containing the debut of a New Jersey 12-year old, Brooke Shields.

NATIONAL CIVIL AND MECHANICAL ENGINEERING LANDMARK

The Great Falls power and raceway system were designated as a national Civil and Mechanical Engineering landmark. A dedication ceremony was held May 29, 1977, the 50th anniversary of Lindbergh's crossing the Atlantic powered by a Wright aeronautics engine made in Paterson.

EDA TITLE IX FUNDING

In the late '70s, Paterson received substantial funding from the Federal Economic Development Administration, under its

Title IX program. This enabled the City to make substantial progress in implementing the Great Falls District multi-use concept. The preliminary survey and planning work undertaken by John Young and the Redevelopment staff, in the early 1970s, was updated and expanded. An official redevelopment area was designated for the Great Falls District. This enabled the City to have both control and flexibility when dealing with developers.

The Title IX funding enabled the complete restoration of the Rogers Erecting Shop, transforming it into a modern office building with the City museum on the first floor. This high-quality work serves as a standard for private developers.

Properties acquired by DOT intended for demolition were re-acquired by the City to be resold to private developers under the redevelopment plan.

The Essex and Phoenix mills were converted into 144 units of attractive loft apartments for artists and families. The City's Department of Community Development succeeded in obtaining a special waiver from HUD to permit single artists to receive Section 8 rent subsidies which are normally only granted to families, the elderly or the handicapped.

The Franklin mill was purchased and converted into a modern four-story office building retaining all the exterior features of the building.

Federici Park, with its gleaming fountain and attractive

gazebo, was created to ease the transition from the Historic District to the downtown area.

The upper-raceway area was transformed into a park with a walkway, lighting and benches.

The Ivanhoe Wheelhouse and adjacent spillway were restored.

New parking areas were created along with roadway and street-scape improvements.

The City amended its Zoning Ordinance to encourage loft apartments and to provide for a local Historic Preservation Commission with the responsibility for reviewing all construction in the District.

FIND A LOCOMOTIVE

From 1837 to 1923, Paterson was the home of six steam locomotive manufacturers which built approximately 23% of all 19th century American steam engines. They included the Rogers "General" and the Danforth-Cooke "Texas" Civil War engines, and the Rogers "119" Golden Spike Ceremony engine. Yet, there was not a single example remaining in Paterson. Mary Ellen Kramer and the City's Department of Community Development staff set out to remedy that situation. They searched the world and located an Alco-Cooke tender engine rusting away in Pennsylvania. The Great Falls Development Corporation mounted a fund-raising effort and brought the engine back to Paterson. The real prize example, however, a Cooke 2-6-0 "Mogul" engine "299" and tender were sitting on display since 1955 at the Balboa Heights

railroad station in the Panama Canal Zone. Only a few days before the Canal Zone was turned over to Panama, Mayor Pat Kramer, after a lengthy negotiation, stood on the docks at dawn in the Canal Zone when Engine "299" was placed on a giant tender for its final passage through the locks of the Panama Canal. At the end of its canal journey, it was hoisted onto a freighter for its final trip home, arriving on June 6, 1979. Both locomotives are now on display in the yard of the Rogers building and City museum.

MODIFIED HIGHWAY CONNECTOR

DOT officials and engineers, after being forced to abandon the original peripheral highway concept, worked with City officials and citizen groups to redesign the highway to a connector road, whose sole purpose is to serve the downtown and Great Falls area. The highway engineers adopted the City's design elements, which were developed for the Historic District and incorporated them into the connector road. The connector, now known as Route 19, was opened in October 1992. The early reviews and renewed interest by developers, in both the Historic District and downtown, appear to support the notion that the City at long last has a transportation link that serves rather than severs.

PROJECT UPDATE

The concepts and ideas developed in the late '60s and early '70s are still only partially realized. There were severe

setbacks due to disastrous fires and a depressed real estate market. The National Park Service, as a result of Senator Lautenberg's efforts, in 1992 allocated \$4.1 Million for the Great Falls Historic District under the New Jersey Urban History Initiative and is currently working with City officials on further improvements, focusing on the fire-damaged vacant and under-utilized structures in the District. A core advisory group of citizens and officials is working with the National Park Service staff.

Former Congressman, Robert A. Roe, in 1974, pursued the establishment of a National Park under the auspices of the Park Service. The City administration, however, had reservations about the possibility of losing local and community control of the area. Concerns vanished after seeing the impact of federal dollars successfully applied to another early industrial community, Lowell, Massachusetts.

There has been renewed activity related to the physical development of the District. The largest vacant structure, the four-story Cooke mill, has been completely restored as a \$9 Million mixed-use project, involving St. Joseph Hospital's Family Care Center on the first two floors and 34 units of affordable rental housing on the two upper floors.

The City recently foreclosed and regained possession of 13 parcels of land and buildings from a developer who was unable to obtain financing to complete the rehabilitation. One structure,

the former School 2 at Mill and Passaic Streets, vacant and deteriorating since its purchase by DOT in 1970, has been transferred to the school district. Plans are being prepared and funding is in place to restore the building to its original school purpose as a modern early-childhood learning center. The Department of Community Development is currently negotiating with several developers for the sale and redevelopment of the remaining parcels, including a seven-acre tract along the river, which contains the historic but fire-damaged Colt, Todd and Waverly mills.

CONCLUSION

We believe that the national significance of the Great Falls Historic District has been well documented through numerous high-quality studies over the past 25 years. If any review or refinement is necessary, it can be performed under the current cooperative agreement with the National Park Service.

The City of Paterson, with its own resources along with significant financial assistance from the State of New Jersey and the Federal government, has constructed many high-quality and historically accurate public improvements in the Great Falls District. These improvements, however, are constantly threatened by the City's inability to provide proper routine maintenance due to other demands on its limited resources.

Although we operate a Visitors' Center headed by Grace George, a retired Paterson School Teacher, who does a tremendous

job, the demand for tours and public information far outstrips our ability to properly interpret this great national treasure. Help us do the job for the country.

Thank you for the opportunity to present these comments.

Mr. VENTO. Yes, Mayor, please proceed with your statement.

STATEMENT OF HON. WILLIAM PASCRELL, JR.

Mr. PASCRELL. Good morning, Mr. Chairman.

Mr. Chairman, this is the third largest city in the State of New Jersey of which we speak today, and a part of that city, 120 acres—a little bit more than 120 acres—60 of those acres are privately owned. We are talking about approximately 40 acres that we would consider to be in the public domain.

To be very specific and direct with you, Mr. Chairman, I listened very carefully to your remarks today, and I am enthused at what you see as a necessary because up until this day—I will be very frank with you—I have always felt that urban historic preservation was an oxymoron. When I look at the past history of the Park Service in terms of urban park areas, I find that policy is tremendously wanting.

I studied in the seventies the relationship between the Park Service in Lowell, Massachusetts, where for the first time a commission was established through legislation or else they still would not have developed into what they are today. I remember the words of Senator Tsongas at the time. We don't wish to in any manner, shape, or form to come before you with our hat in hand. We are a very proud city, a gritty city, an old city. We don't wish to put purple ropes around the old buildings or blocks in order to preserve them for whatever.

We are talking about preservation of values. The very source of economic development in industrialization of this Nation started in the Lowells and the Patersons of this country.

We need support and help in whatever kind of partnership and agreement that we come to in the maintenance and the security of this area where people from all parts of the world started their families. People from all parts of the world started to manufacture sails and trains and the Colt revolver. These started, and the mills developed into the places where the silk industry of Paterson was the silk capital of the world at one time. Like many other urban areas in the past 30 to 35 years, manufacturing has left us primarily because there was no manufacturing policy or industrial policy in this Nation, and, second of all, because we did not understand the value.

So we are returning to our roots, you might say. We are returning to where the city started in the very center of things. Three minutes from City Hall, there is this magnificent falls; one minute from the falls is an area that you heard Frank Blesso talk about just a few moments ago that, since 1980, there have been 13 fires.

The city does not have the resources to maintain these historic areas which are not simply bricks and mortar. We are talking about the very values which this historic district represents, the values that I know you support, Congressman Vento, and be assured that we support it as well.

Whatever this agreement is, we don't want to get caught up in the minutiae of deciding which kind of a contract or agreement, because we will go another 25 years with nothing happening. Part of the fact that nothing happened is our fault, because we did not

move swiftly enough, because we couldn't decide what we needed and what we wanted.

We are not asking to have our hand held, we are asking not only for technical involvement and environmental involvement on the part of the Park Service, and to that degree they have been splendid in their desire to help us, but what I am talking about is preserving what is left, helping us secure those areas and then moving on.

We believe in self-help. We believe that it is the cities and the historic preservation of those cities and particular parts of those cities that is going to be the very basis of economic development in the future. If we write those areas off, then the very jewel at the center of Paterson's crown and all cities' crowns will have been lost forever.

Mr. Chairman, we know of your tremendous amount of work in this committee. This is not Yellowstone Park we are talking about, but there was in commission in Yellowstone Park. If we want to preserve these areas in urban America that are worth preserving, that do reflect the values that you have heard spoken about today, whether it be Wheeling or Paterson, whether it be Lowell or the other cities of America, then I ask that we sit together and work an agreement that does not defy reason but that will help us accomplish what we all want to accomplish, to make these areas livable, to improve the quality of life, and to preserve and have the ripple effect affect the entire community of our city itself.

So, Mr. Chairman, I would be more than happy to answer any questions that you have.

Mr. VENTO. Yes, thank you very much, Mayor. I am encouraged by your comments.

As I said, the historic or cultural resource values are beyond question in areas such as this. I think it is really a question of how the Park Service can come together in terms of a general designation and what type of commitment or expectation there would be from such designation and whether there would be a local agreement.

Have you had a relationship with your State historic preservation authority or office with regard to this area?

Mr. PASCRELL. Yes, Mr. Chairman, and most of our State legislators, so we have tried at the same time to involve the State as much as possible so that there really is a comprehensive partnership.

Mr. VENTO. Do they have a regular funding program through the State that is trying to facilitate preservation or prevent the deterioration of such resources as exist in your community in this district?

Mr. PASCRELL. A very small amount of resources are available in the State of New Jersey, Mr. Chairman.

Mr. VENTO. Do you have an overall plan that you put together under the auspices of this urban historic preservation initiative that Senator Lautenberg had provided funds for? Could you briefly describe that plan?

Mr. PASCRELL. This is an area, Mr. Chairman, that is involved with industry, it is involved with residential living, and it is involved with parks and also some retail and commercial endeavors. What we have attempted to do is forge a plan which would include

the city and those people who live and work in this particular area rather than impose a plan upon the area, which government is very good at.

Mr. VENTO. Well, I know we are, and you do a lot more of it precisely and definitively and on a site-specific basis than what I think the Park Service or I want to do.

I think one of the difficulties here is, once a commitment is made—for instance, I note that the general plan here looks like there is a lot of open space, but along comes a project, and you say, well, that was a nice park, but we need to develop some jobs and housing. So the concern is you could always make exceptions to a plan and so forth, and I think there has to be some flexibility with local governments to deal with that.

Do you see any need for the Park Service or for the local governments here to give up authority to some intermediate group?

Mr. PASCHELL. No, Mr. Chairman, I don't. To clarify, we expect to preserve the open public area that exists right now. The area that Mr. Blesso spoke about before, which is called the Colt-Waverly Area, where we have had many of these fires that have burned down what were fairly good buildings. We want that area perhaps to have some development and also have some open space.

We foreclosed on this property. There was a developer who owned that parcel and didn't do anything with it, so we foreclosed and took that property over. Other properties that we have taken over in that district were where the private owners either did not pay their taxes or walked away or were playing the city for fools. Those properties are now being developed or in the process of being developed. But we want to maintain the open spaces we have now.

Mr. VENTO. When I asked about the general plan, one of the things I was going to try to do was to try to put some sort of a dollar parameter here of what the expectations would be over a long period of time.

I appreciated Mr. Blesso commenting about the operation and maintenance dollars for some facilities into the future and the necessary of high-cost hand-cut stones, the bluestones that came from up the Hudson River and so forth.

Our concern is with the operation and maintenance that it would be attainable without Park Service ongoing funding. The question is trying to bring some of the capital to stabilize some of the sites or whatever plan you have over a period of time. Do you have any dollar figure at this time, or it still too preliminary a period to give a dollar figure?

Mr. PASCHELL. Frank.

Mr. BLESSO. We do not have any dollar figure. We expect that some of the studies going now, the technical assistance, will help develop and move us in that direction.

Mr. VENTO. Yes. I want to point this out because I think it is important for you all to note that we are not going to act on legislation that just says such sums as are necessary. So we are going to have to have a specific dollar figure, and there are obviously no odds in putting a figure that is high because it is going to be a red flag in any case in terms of the action on the Floor. We are obviously in that type of environment.

You recognize that there should be a matching effort by the State or by nonprofit sources and tie the local governments. Is that true?

Mr. PASCRELL. Right now, the matching is 100 percent of what the city is doing in terms of maintaining and securing. We have a lot of volunteers that help us, for instance, clean the area, try to keep the area clean. It is a lot better than it was four or five years ago.

We are really talking about a bipartisan effort because this is an effort that has brought the community together over 25 years. It didn't matter what one's political persuasion was. People are involved.

What we are saying here is that in order to secure this property, because you can enter it in many different ways, we don't have the police power to do that. You may say, "That is your total responsibility, Mr. Mayor, to do that kind of thing," but if we are talking about preserving of historical values, then I think we need help.

That is why we are looking to the Federal Government for some kind of partnership. That is what part of this is all about.

Mr. VENTO. I understand that. I don't know whether or not we can meet those expectations on the practical basis. Through shots on the Appropriations Committee much can happen, but I don't know that I could hold it out as a national model in terms of being attained.

The other point that I would make is obvious here, but we don't talk about it. I work with my colleague on the Banking Committee, and we find very frequently that the costs of repairing or maintaining the cultural or historic integrity of buildings under the guidelines of the Historic Preservation Act actually mean that a house or a building is far more expensive than what it would be to construct a new house or building. I think probably that may be overstated in some cases, but it at least is a dilemma in terms of property values, especially when you are trying to repair a home that is a hundred years old. You may put hundreds of thousands of dollars into it, and then the neighborhood values end up pushing the value of it way down.

But once you get a certain critical mass of investment, you may then find that turns around in terms of gentrification and other aspects. I don't know how we would refer to it on the commercial side of it, but clearly trying to find means to, what we call adaptive reuse of these buildings, is the best policy with regard to making it self-sufficient and in meeting the expectations that you might have under such law or under such historic district designation.

Mr. PASCRELL. Mr. Chairman, I think if one were to look objectively at the buildings that have been preserved, we have been successful either by the public or private ownership. I think you would be very pleased to see these buildings. They are very functional. They fit into the community, the public loves them, and they are not simply idle buildings. They are buildings that are important.

Mr. VENTO. You have the same problem that we have nationwide with an excess of commercial office and sometimes industrial space, millions of square feet of mill space. We have no need for that and for manufacturing space, as you have indicated. Sometimes it is policy.

But here we are trying to put something in place in a dynamic community that has to keep changing, and so it represents a real special challenge. It is easy for us to set something aside and to hold it as it were in the early 1900s, but it is far different than to try to do it in a community that has the type of responsibility and growth necessity that you may have, Mayor.

Mr. Klein.

Mr. KLEIN. Thank you, Mr. Chairman.

You know, the old Chinese adage that a picture is worth one thousand words—I don't know whether the chairman has had an opportunity to see the—

Mr. VENTO. Are you saying I should have come with pictures today?

Mr. KLEIN. Yes, I am taking the pictures today.

But here's a great view, and it is in the packet that has been provided to all the Members, of the falls itself, and a statue of Alexander Hamilton is in the foreground. But I think it gives you an idea of what the scenic beauty is of this area.

There is also in the packet which we have provided to Members pictures of some of the buildings that have been restored. Incidentally, those that have been restored have been restored preserving both the historic heritage and at the same time providing a functional basis which makes sense today.

For example, you have got the Essex Mill property which has been refurbished into apartments which are primarily occupied by artists and others. There is also a photograph of the Waverly Mill which the mayor referred to, and that is the one that has been ravaged by fires. There is a photograph also of the raceway itself which is the oldest historic structure in the area.

But I think that if the Members do have an opportunity—and I realize, Mr. Chairman, that you are very, very diligent in that—I think it will give you an idea of what this area was, what it is today, and what it can be if the project that has been proposed by the city and is to be embodied in this legislation reaches fruition. I think it is very, very important.

You know, I was in Europe, I was in Spain, this past summer, and when one sees what those in Europe have done to preserve their historic heritage, I think we ought to do a lot more. We have got some great things to be very, very proud of. I don't think we want to lose them, and if we let them deteriorate and disintegrate, we lose them for future generations.

Mr. VENTO. I appreciate your insights. I think a lot of it has to do with our role in terms of urban policy and how we bring together very real cultural and historic resources and how those urban policies complement and amplify that particular need. So there is a real crossover here. I think the mayor's comments and the director's spoke to that precisely as well. So it is an important piece.

These heritage areas or corridors could be an important part of an urban policy in the Park Service, how to work with urban areas. You know, trying to transpose what we do in Yellowstone to Paterson and/or to Wheeling, West Virginia, is not a good fit, and it is becoming more and more apparent as we see these things ex-

trapolated out in terms of policy, in my judgment. But maybe others don't see it that way.

But I hope that we can come to a meeting of the minds here on this. I think that you have come a long way in your proposal. It seems to me you have got a good response from the mayor and the director here concerning this issue.

So I won't torture you with any more questions, Mayor. You have been very patient.

Mr. PASCRELL. You are not torturing at all.

Mr. VENTO. And I appreciate the efforts you are making there. It is very encouraging. And I will look through my pack, when I receive it, at the photos. Thank you very much, both of you.

Mr. KLEIN. And thank you again, Mr. Chairman, for all of your help, and I look forward to working with you.

Mr. VENTO. You are welcome. Thank you.

We have a comment here from Mr. Blesso.

Mr. BLESSO. Mr. Chairman, in the absence of Pat Kramer, we request your permission to introduce another witness to speak briefly on the background, a person who was involved in the early seventies in doing the documentation, now employed in the Washington area, Doctor Russell Fries, if we could indulge the committee for a few minutes.

Mr. VENTO. Well, just briefly. I think we can take a few minutes, but we really have to move to the other panels, if Dr. Fries is with you today.

Dr. Fries, we will just give you a few minutes. It is very unusual to have witnesses not scheduled. Someone may take their place. But in trying to be considerate of the mayor's request and the director.

STATEMENT OF RUSSELL FRIES

Mr. FRIES. Mr. Chairman, thank you very much for this special consideration. It is indeed a pleasure to be here today and to be able to talk with you just a little bit about Paterson and its role in the past.

I have a prepared statement that I have passed in.

Mr. VENTO. Without objection, it will be made part of the record.

Mr. FRIES. I would like to focus, I think, on why Paterson is important as part of our national heritage?

I guess the most important aspect for me in looking at the developments in Paterson has been its role in the changing industrial fabric of America, first as the planned industrial development that helped to bring this country from a state of literally economic dependency into the future direction of America, which was industrial development.

I think the most important aspect in this work was the concept of an industrial policy. Alexander Hamilton planned this. Pierre L'Enfant, the architect of the national capital, worked for many years on the Paterson development as well and helped to forward the development and bring European engineering talents to bear on the problem of how do we develop the area. All of these individuals worked to make Paterson a place that would work for the United States. It is now our opportunity to turn back and look at that past and say where have we been, where can we go?

The other thing that I think is characteristic, and Frank and Senator Lautenberg talked about it very eloquently, is that we have a heritage of diverse people coming together in Paterson. Each new wave of immigration, whether it was English or Irish or Italian or French Canadian or German or Czechoslovakian, each one brought its own special character and identity to the city of Paterson. There are new waves of immigration that have come to the city since then. Blacks and Puerto Ricans are in large numbers in the area now. I think each one of these waves represents remaking Paterson into a new image, and I think Paterson's historic fabric there can be as important for rebuilding this image as the new people that are there now.

With that, I would just like to say thank you again for the time.
[Prepared statement of Dr. Fries follows:]

PATERSON - INDUSTRIAL PROTOTYPE

Paterson represents the first of a string of American industrial "start-ups". In the days when it was OK to have an industrial policy, Paterson was America's industrial policy. It was our first attempt to take "Junk Bonds" (Hamilton's federal securities backed by nothing more than the credit of a totally debtor nation impoverished by the American Revolution) and eliminate America's complete dependency on a dominant economic power (Great Britain) and turn our debt into the means of obtaining our freedom.

It was our first attempt to harness these bonds and the relatively wealthy investors into a coherent policy to build industry to compete with Great Britain, the dominant economic power. While it did not reject agricultural pursuits, Hamilton's policy clearly looked to industries, primarily textiles, as the way to break our dependence. The Status Quo at the time of the writing of the Constitution was simply political independence but almost total economic dependence. Textiles were to be the key to breaking Great Britain's dominance, to be produced in mills owned by the Society for Establishing Usefull Manufactures, which Hamilton suggested and actively fostered.

Paterson also marked the first large-scale attempt in the United States to harness our abundant water-power resources for a large-scale development project. The Great Falls of the Passaic was 65' high, too high to be used on the heavy wooden waterwheels of the time for which 20' was about the largest practical diameter. Only a massive engineering project could tame the flow of the Passaic, and turn the impressive Great Falls into a powerful, but thoroughly domesticated industrial power source, divided into three 20' levels each individually compatible with the mill wheels of the time.

To develop this power Paterson drew on both domestic and foreign engineering talent. First to try to develop the Great Falls was the impractical American land speculator and financier William Duer, with dreams of thousand acre real estate sales fueled by industrial development. Then followed the thoroughly practical but capital-hungry European-trained engineer, Pierre Charles L'Enfant. He in turn was succeeded by the modest but successful local self-made engineer, Peter Colt, who completed one tier at a time. Colt's plan succeeded where L'Enfant's failed because small incremental ideas sometimes work better than Grand Designs, particularly when cash is short.

What came of Hamilton's industrial vision? There were both successes and failures. The first S.U.M. textile mill failed to compete successfully with British firms, leaving to Samuel Slater of Rhode Island the task of successful industrial espionage that brought British textile machinery to this country. But the S.U.M.'s failure was balanced by the start-up firms that sprang up to replace it. In the 1815 period John Colt spun flax into sails for the ships of this country. In the 1830's Thomas Rogers switched from textile machinery to railroad engines, and helped to develop the standard 4-4-0 style of locomotive that dominated American railroads during the 19th century. Samuel Colt built some hundreds of his patent revolvers in Paterson in 1836-1839, and supplied the budding Texas Republic with some of its arms. John Ryle, an immigrant from Ireland, helped to give Paterson its 19th century fame for silk manufacture that made its reputation around the world. And even the Wright Brothers had their association with Paterson, for Curtiss-

Wright had its factories in Paterson before and during World War II, making the Wright Cyclone and Whirlwind engines that helped power both Lindbergh's plane and America itself to a dominant position in the aircraft industry.

Behind these industrial successes lay thousands of stories of hard work, whether by natural born Americans, or the hundreds and then thousands of immigrants that streamed into Paterson during the 19th century. At first the workers were primarily English or Irish, but as time went on larger groups began to arrive from other countries such as Germany, Italy and French Canada until almost every European ethnic group was represented. They made Paterson into the melting pot of the history books. Some of these immigrants, like Ryle, succeeded beyond their dreams. Others failed and died with little but their dreams, but all contributed their stories to the vibrant community that Paterson was during the 19th century and early 20th century. Other later efforts developed larger water power sites. Other cities outgrew Paterson as steam and then electricity replaced water power for industry. Nowadays the idea of waterwheels and leather belt-driven machines seems only nostalgic and quaint rather than dynamic. But Paterson was the model that established the vision of what America was to become in the 19th century, and set the country on its path to equal and then surpass Great Britain. Hamilton was right. His vision of an independent America based on manufacturing fueled American development throughout the 19th century and well into the 20th as well.

Mr. VENTO. Thank you very much. I appreciate the expertise and the effort, and we will examine your prepared statement.

Mr. Kramer also can place a statement in the record if he chooses. We will keep the record open for ten days.

Mr. PASCRELL. Thank you.

Mr. VENTO. Thank you very much, gentlemen.

We have a vote. I will just ask the next panel to remain available. I will be back as quickly as I can from casting the vote on the Journal, and we will then be able to proceed hopefully through that panel and the other witnesses today. I won't ask as many questions. We will use some pictures.

[Recess.]

Mr. VENTO. The subcommittee will resume its sitting.

We have on this next panel four individuals who I think are around: Patrick Cassidy, the cochair of the Wheeling Heritage Task Force, who is accompanied by Roland Hobbs, whom I met when he was introduced to me by Congressman Mollohan earlier this morning; Ms. Rebecca Payne, director of the West Virginia Independence Hall; and McIntire, project coordinator and director of development of the city of Wheeling; and, finally, Dr. Emory L. Kemp, director of the Institute for the History of Technology and Industrial Archeology, West Virginia University.

We are pleased to welcome you and appreciate your patience. Your statements have been made part of the record. I think I am about to receive copies of them, and you can summarize them. It will probably facilitate the testimony process.

I regret that it is such a hectic and busy day for most Members, but please proceed with your statement, Mr. Cassidy. Welcome.

PANEL CONSISTING OF PATRICK S. CASSIDY, COCHAIR, WHEELING NATIONAL HERITAGE AREA TASK FORCE; REBECCA J. PAYNE, DIRECTOR, WEST VIRGINIA INDEPENDENCE HALL, WEST VIRGINIA DIVISION OF CULTURE AND HISTORY, DEPARTMENT OF EDUCATION AND THE ARTS, WHEELING, WV; PAUL T. MCINTIRE, JR., PROJECT COORDINATOR AND DIRECTOR, DEPARTMENT OF DEVELOPMENT, THE CITY OF WHEELING; AND DR. EMORY L. KEMP, DIRECTOR, INSTITUTE FOR THE HISTORY OF TECHNOLOGY AND INDUSTRIAL ARCHEOLOGY, WEST VIRGINIA UNIVERSITY

STATEMENT OF PATRICK S. CASSIDY, ESQ.

Mr. CASSIDY. Thank you, Mr. Chairman, and thank you for the opportunity to present the views of the Wheeling National Heritage Area Task Force on H.R. 2843, a bill to establish the Wheeling National Heritage Area in Wheeling, West Virginia.

Over the past three years, the city of Wheeling has been engaged in a partnership process in working towards the establishment of the Wheeling National Heritage Area with the city, the State, the National Park Service, and numerous community groups and individuals in the Wheeling area.

We have set out, Mr. Chairman, from the beginning to ensure that the Wheeling National Heritage Area would be established as a self-sustaining system, not dependent on continuing Federal appropriations beyond the initial years and managed locally by a not-

for-profit corporation. In this way, we believe that this would serve as a prototype of the kind envisioned by the National Park Service in its Heritage Partnerships Program.

Rather than depending on long-term Federal financial assistance, the role of the Federal Government is envisioned as short-term to aid in the influx of capital. This will assist in the planning and development of facilities and interpretative resources with a local nonprofit entity managing and financing its operation while maintaining representation of the interests of the Secretary of the Interior or his designee on the board of the local management corporation.

The proposed Wheeling National Heritage Area Corporation has, of course, been outlined in detail in the legislation, and we are currently in the process of developing a business plan to fully project how the system will work and to ensure its viability as a self-sustaining entity.

Mr. Chairman, Wheeling is a city proud of its historical, cultural, and natural resources and a city which is committed to preserving and sharing its largesse not only with its own citizens but the many visitors who come to Wheeling each year. It is a city which played an important part in the settlement of this country in the nineteenth century as the terminus of the National Road, the Baltimore and Ohio Railroad, and as a provisioning and departure point to the development of the Northwest Territories.

With the completion in mid-century of the historic Wheeling suspension bridge, the longest suspension bridge of its kind in existence at the time and now recognized as the most important civil engineering structure in the United States built before the Civil War, Wheeling became well established as the crossroads of America, a role it still largely plays today as Interstate 70 and 470 traverses the Ohio River near the historic suspension bridge which is now a National Historic Landmark.

Nearly 100,000 vehicles daily still pass through Wheeling and over the Ohio River. The location of Wheeling and its commerce and trade were so important to the young nation in the nineteenth century that Congress designated Wheeling as one of the few inland ports of entry in 1831.

Wheeling has numerous cultural resources. Oglebay Park, with more than 1,500 acres, is recognized as the only self-sustaining municipal park in operation in the United States. It serves as a national model for municipal parks. Another city park, Wheeling Park, with an additional 406 acres, Oglebay Institute, the Wheeling Symphony, WWVA, and Jamboree, U.S.A., six historic districts, and numerous historic structures listed on the National Register of Historic Places, and our fine Victorian architecture, all constitute treasures enjoyed today by not only Wheeling citizens but by three million visitors yearly from all over the Nation as well as Canada and other countries.

Many of Wheeling's seminal industries—steel, glass manufacturing, cigar making, such as the manufacturers of the famous Wheeling stogies—are still operating today as they have for over one hundred years.

When this Nation was involved in that great struggle for survival during the Civil War, the citizens of West Virginia met in Wheeling

in the Federal Custom House and established the new State, the Restored State of Virginia, which ultimately became the State of West Virginia, and Wheeling served as the capital of the Restored State of Virginia for two years and the first capital of the State of West Virginia. The Custom House, now West Virginia's Independence Hall, has also been designated a National Historic Landmark.

Wheeling played a role in the development of the great State of West Virginia much like Williamsburg did in the development of the great State of Virginia. All of these resources provide an excellent opportunity for the interpretation of nineteenth century America.

We feel confident the plan best represents the interests of everyone in recognizing the special importance of the history and development of the Wheeling area in the cultural heritage of the Nation, that it provides a framework to assist the city of Wheeling and other public and private entities and individuals in the city to preserve, enhance, and interpret its extant resources, and that it does so in a way not to constitute a continuing financial or management burden to the Federal Government but, rather, in a way consistent with the Park Service's plan for future heritage areas.

We urge passage of the Wheeling heritage bill.

Thank you, Mr. Chairman.

[Prepared statement of Mr. Cassidy follows:]

Wheeling Heritage Task Force, Department of Development, City County Boarding, Wheeling, West Virginia, 26060

Pat Cassidy 014 342 7991 Ron Hobbs 014 342 4215
Co-Chairmen

**WHEELING NATIONAL HERITAGE AREA
WITNESS STATEMENT-11/16/93**

STATEMENT OF PATRICK S. CASSIDY, ESQ., CO-CHAIRMAN, WHEELING NATIONAL HERITAGE AREA TASK FORCE, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS OF THE HOUSE COMMITTEE ON NATURAL RESOURCES CONCERNING HOUSE BILL H.R. 2843, A BILL TO ESTABLISH THE WHEELING NATIONAL HERITAGE AREA IN WEST VIRGINIA.



Mr. Chairman, thank you for the opportunity to present the views of the Wheeling National Heritage Area Task Force on H.R. 2843 a bill that would establish the Wheeling National Heritage Area in West Virginia. I am here today representing the Task Force along with Co-Chairman Roland Hobbs, and Paul McIntire, Director of the Department of Development for the City of Wheeling, West Virginia.

Over the past three years the City of Wheeling has been engaged in a partnership process in working towards the establishment of the Wheeling National Heritage Area with the city, the state, the National Park Service and numerous community groups and individuals, that have been involved in celebrating Wheeling's heritage through the years. We have set out from the beginning to ensure that the Wheeling National Heritage Area would be established as a self-sustaining system, not dependent on continuing federal appropriations beyond the initial years, and managed locally by a not-for-profit corporation. In this way, it serves as a prototype of the kind of National Heritage Area envisioned by the National Park Service in its Heritage Partnerships Program.

Rather than depending on long-term federal financial assistance, the role of the Federal Government is envisioned as short-term to aid in the influx of capital. This will assist in the planning and development of facilities and interpretive resources, with the local non-profit entity managing and financing its operation, while maintaining representation of the interests of the Secretary of the Interior or his designee on the Board of the local management corporation.

The proposed Wheeling National Heritage Area Corporation has been outlined in detail in the legislation and we are currently in the process of developing a business plan to fully project how the system will work and to ensure its viability as a self-sustaining entity.

Mr. Chairman, Wheeling is a city proud of its historical, cultural and natural resources, and a city which is committed to preserving and sharing its largess not only with its own

citizens, but also the many visitors who come to Wheeling each year. It is a city which played an important part in the settlement of this country in the nineteenth century as the terminus of the National Road, the Baltimore and Ohio Railroad, and as a provisioning and departure point to the development of the Northwest territories. With the completion in mid-century of the historic Wheeling Suspension Bridge, the longest suspension bridge of its kind in existence at the time, and now recognized as the most important civil engineering structure in the United States built before the Civil War, Wheeling became well established as the Crossroads of America, a role it still largely plays today as Interstate 70 and 470 traverses the Ohio River near the historic suspension bridge, which is now a National Historic Landmark. Nearly 100,000 vehicles daily still pass through Wheeling and over the Ohio River. The location of Wheeling and its commerce and trade was so important to the young nation in the nineteenth century that Congress designated Wheeling as one of the few inland ports of entry in 1831.

Wheeling has numerous cultural resources, Oglebay Park, with more than 1,500 acres, is recognized as the only self-sustaining municipal park in operation. It serves as a national model for municipal parks. Another city park, Wheeling Park, with an additional 406 acres, Oglebay Institute, the Wheeling Symphony, WWVA and Jamboree U.S.A., six historic districts and numerous historic structures listed on the National Register of Historic Places, and our fine Victorian Architecture all constitute treasures enjoyed today by not only Wheeling's citizens, but by three million visitors yearly from all over the nation, as well as Canada and other countries. Many of Wheeling's seminal industries--steel, glass manufacturing, and cigar making such as the manufacturers of the famous "Wheeling Stogies" are still operating today as they have for over 100 years.

When this nation was involved in that great struggle for survival during the Civil War, the citizens of Western Virginia met in Wheeling in the Federal Custom House and established a new state, The Restored State of Virginia, which ultimately became the State of West Virginia, and Wheeling served as the capital of The Restored State of Virginia for two years and the first Capital of the State of West Virginia. The Custom House, now West Virginia's Independence Hall, has also been designated a National Historic Landmark. Wheeling played a role in the development of the great State of West Virginia much like Williamsburg did in the development of the great State of Virginia.

All of these resources provide an excellent opportunity for the interpretation of nineteenth century America.

We feel confident the Plan best represents the interests of everyone in recognizing the special importance of the history and development of the Wheeling Area in the cultural heritage of the Nation, that it provides a framework to assist the City of Wheeling and other public and private entities and individuals in

the city to preserve, enhance and interpret its extant resources, and that it does so in a way not to constitute a continuing financial or management burden to the federal government, but rather in a way consistent with the Park Service's plan for future heritage areas.

We urge passage of the Wheeling Heritage Bill.

Mr. VENTO. Thank you, Mr. Cassidy.

Ms. Payne, I have your statement, and if you want to summarize it, that would be helpful in terms of facilitating the hearing. So please proceed.

STATEMENT OF REBECCA J. PAYNE

Ms. PAYNE. Thank you, Mr. Chairman.

My name is Rebecca Payne, and I want to express sincere appreciation for the opportunity to speak with you and also to thank you for your interest in and consideration of this issue.

I would certainly be remiss if I did not also express consideration and appreciation to Congressman Mollohan for his introduction of this bill and also to Congressman Rahall for his continued interest in heritage development throughout West Virginia.

I am director of West Virginia Independence Hall for the West Virginia Division of Culture and History, Department of Education and the Arts.

West Virginia Independence Hall was completed in 1859, having been constructed by the Federal Government as the Wheeling Custom House. West Virginia Independence Hall is a National Historic Landmark in recognition of its engineering and architectural significance and for its role as the Union-loyal capital for Virginia and birthplace of the State of West Virginia during the Civil War.

My responsibility today is to provide you with a description of the national significance of the resources in Wheeling and to explain why these resources and their interpretation justify the designation of Wheeling as a National Heritage Area.

I am sure you wonder, Why Wheeling, West Virginia? As an answer, let me give you a very brief overview of Wheeling's development.

Prior to settlement by Europeans, the area was primarily used as a hunting ground for a number of Native American tribes. The first Europeans to settle in what became Wheeling arrived in 1869, establishing residences and forts.

Because of its location on the Ohio River and the Wheeling creek system, Wheeling flourished, and by 1800 the population was 500. The river was the primary means of transportation prior to the road construction, and Wheeling served as the northern terminus of the Ohio River due to the summer dry season and winter freezing.

When the Federal Government began its first highway project, the route for the National Road was selected to intersect with the Ohio River network. Terminating in Wheeling in 1818, the National Road was the only established route for overland travelers and goods in westward expansion. Approximately 90 percent of all travelers followed the National Road.

Imagine, if you will, only one route from the east for all travelers and goods as the country was growing westward. This would have been the traffic level through Wheeling during most of the 1700s. Many of these people also decided to settle in Wheeling because by 1820 the population had increased to 1,500 people.

The presence of abundant natural resources in the Wheeling area added to its growth and development. For example, the high qual-

ity silica sand fostered the first commercial potteries which were established in the mid-18-teens.

This was also the beginning of one of Wheeling's more intricate contributions. Window glass, hollow wear, and eventually flint glass, better known today as lead crystal, were readily manufactured in Wheeling. Later, the formula for lime glass was perfected in Wheeling, revolutionizing the pressed glass industry. Colored and decorative glass were becoming popular, and by 1879 Hobbs Brockunier of Wheeling was noted as the largest glass company in the United States.

Numerous other companies including Warwick, Wheeling Tile, and Central Glass also thrived during Wheeling's heyday of glass production. The abundance of coal also provided resources for much needed iron and eventually steel as the demand increased for nails and other building materials.

Wheeling's first iron business was established by about 1832 with the construction of Top Mill. Centre Foundry, which is still in operation today, was opened in 1840, and in 1851 Bailey Woodward and Company was opened. Today that company is still operating as La Belle Nail Works of Wheeling Pittsburgh Steel and is the largest producer in the world of cut nails.

Tobacco was transported up the Ohio River to be made into stogies named for the Conestoga wagons and distributed regionally from Wheeling. M. Marsh and Sons opened in 1840 and is still in business today as is Bloch Brothers Tobacco, now part of Helme Tobacco Company.

Through construction of the National Road, the first bridge across the Ohio River was not built until 1849. This was the Wheeling suspension bridge, now another of Wheeling's National Historic Landmarks and still a part of the State highway system. The suspension bridge encouraged even more traffic through the area.

With the Ohio River, the National Road, and by 1852 the railroad, Wheeling was certainly the hub of transportation for the entire region and continued its role as gateway for goods and travelers heading west. By the late 1800s, Wheeling was also establishing itself as a melting pot with a diverse ethnic structure. The largest segment of the local population was German with German banks, German newspapers, German churches and breweries.

Other nationalities also sought jobs and homes in Wheeling including people from Greece, Ireland, Poland, and Italy, all bringing their talents, cultures, religions, and traditions with them. Many of these traditions have survived and even flourished, with many churches continuing their individual festivals of food and music.

Wheeling has what has been described as the greatest ethnic diversity in West Virginia with what has seemed to be a continuation of cultural pluralism rather than complete assimilation.

The Civil War brought conflict to Wheeling. Though no military battles were fought there, all the questions of a border State were personally felt by the families and businesses in the area. The Federal Government had constructed the Custom House in 1859 and retained that structure as a foothold for control of the all-important railroad. Troops were encamped on Wheeling Island, and numerous officers who contributed to the cause of the Union had temporary

headquarters in Wheeling homes. A group of Union-loyal Virginians established a State government also in the Wheeling Custom House and eventually worked to bring about the formation of West Virginia. The war also allowed businesses to expand through numerous war contracts.

By the 1880s, Wheeling was producing thousands of tons of iron products, particularly square cut nails. Nail plants in the Wheeling area produced one-third of the Nation's nail output and solidly dominated the nail market until after the Great Nail Strike of 1885/86.

Wheeling's period of greatest growth came with the industrial age. The National Road evolved into U.S. 40 and eventually Interstate 70, still a major east-west route. As is evident, Pittsburgh and other cities surpassed Wheeling. This allowed Wheeling to retain much of its built-in environment from the years before the skyscraper. La Belle Nail Works, Warwick Tools, Centre Foundry, M. Marsh and Sons, and Bloch Brothers Tobacco are just a few of the industries still in operation.

So the question I initially set out to address: Why Wheeling, West Virginia? can best be answered by the explanation that Wheeling is an excellent example of a National Heritage Area. We are a living, breathing community with outstanding operating examples of what one could term the American experience.

The growth and development of the country are embodied in Wheeling's growth and development from frontier town to transportation center, gateway for westward expansion, industrial growth, Civil War strife, birthplace of a State, and typical utilization of our natural resources. Yet we have maintained and fostered ongoing preservation of ethnic traditions and cultures, retained our built environment, and also fostered a tradition of environmental heritage.

Why Wheeling? Because the millions of people who currently visit Wheeling for its existing attractions and the many more millions who travel Interstate 70 should know the American experience of Wheeling as an early transportation hub, gateway, and industrial center. This heritage should be interpreted and recognized by having our existing and thriving resources designated as the Wheeling National Heritage Area.

Thank you very much.

[Prepared statement of Ms. Payne follows:]

TESTIMONY OF REBECCA PAYNE BEFORE THE
U. S. HOUSE OF REPRESENTATIVES
COMMITTEE OF NATURAL RESOURCES
SUB-COMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS
FOR DESIGNATION OF THE WHEELING NATIONAL HERITAGE AREA

NOVEMBER 16, 1993

My name is Rebecca Payne. I am Director of West Virginia Independence Hall for the West Virginia Division of Culture and History, Department of Education and the Arts. West Virginia Independence Hall was completed in 1859, having been constructed by the federal government as the Wheeling Custom House. The structure has been architecturally restored to the architect's original specifications, which were obtained from the National Archives. West Virginia Independence Hall is now part of the state museum and is open to the public on a daily basis with exhibitions and interpretive tours. The building is a National Historic Landmark in recognition of its engineering and architectural significance and for its role as the Union-loyal capitol for Virginia and birthplace of the State of West Virginia during the Civil War.

My responsibility today is to provide you with a description of the national significance of the resources in Wheeling and to explain why these resources and their interpretation justify the designation of Wheeling as a National Heritage Area. I am sure many of you wonder--Why Wheeling, West Virginia? As an answer, let me give a very brief review of Wheeling's development.

Prior to settlement by Europeans, the area was primarily used as a hunting ground by a number of Native American tribes. Though there are burial mounds in the region, none exist in the city and there have been no archeological findings of Native American habitation.

The first Europeans to settle in what became Wheeling arrived in 1769, establishing residences and forts. Because of its location on the Ohio River and the Wheeling Creek system, Wheeling flourished in 1800 with a population of 500. The first shipyard was started in

1808, and steamboats arrived on a regular basis as early as 1811. The river was the primary means of transportation prior to road construction, and Wheeling served as the northern terminus of the Ohio River due to the summer dry season and winter freezing. When the federal government began its first highway project, the route for the National Road was selected to intersect with the Ohio River network. Terminating in Wheeling in 1818, the National Road was the only established route for overland travelers and goods in the westward expansion. Approximately 90% of all travelers followed the National Road. Imagine, if you will, only one route from the east for all travelers and goods as the country is growing westward. This would have been the traffic level through Wheeling during most of the 1800s.

Many of these people also decided to settle in Wheeling because by 1820 the population had increased to 1,500. The Wheeling tradition of strong education began as early as 1814 with the founding of Linsly Academy known eventually as Linsly Military Academy and today is Linsly School. The need for food stuffs and hardware allowed for the establishment of various wholesale and retail businesses.

The presence of abundant natural resources in the Wheeling area added to its growth and development. The high quality silica sand fostered the first commercial potteries which were established in the mid 18-teens. Settlers heading west carried goods in crockery, which could not survive the trip across the mountains. This brought the demand for pottery upon travelers' departure from Wheeling. This was also the beginnings for one of Wheeling's more intricate contributions. Window glass, hollow-ware, and eventually flint

glass, known today as lead crystal, were readily manufactured in Wheeling. Later, the formula for lime glass was perfected in Wheeling, revolutionizing the press glass industry. Colored and decorative glass was becoming popular and, by 1879, Hobbs Brockunier of Wheeling was noted as the largest glass company in the United States. Numerous other companies including Warwick, Wheeling Tile, and Central Glass also thrived during Wheeling's heyday of glass production.

The abundance of iron ore and coal also provided resources for much needed iron and eventually steel, as the demand increased for nails and other building materials. Wheeling's first iron business was established by about 1832 with the construction of Top Mill. Centre Foundry, which is still in operation today, was opened in 1840. And in 1851, Baily, Woodward and Company was opened. Today, that company is still operating as La Belle Nailworks of Wheeling Pittsburgh Steel, and is the largest producer in the world of cut nails.

Tobacco was transported up the Ohio River to be made into "stogies," named for the conestoga wagons, and distributed regionally from Wheeling. M. Marsh and Sons opened in 1840, and is still in business today, as is Bloch Brothers Tobacco, now part of Helme Tobacco Company.

Though construction of the National Road continued to Vandalia, Illinois, the first bridge across the Ohio River was not built until 1849. This was the Wheeling Suspension Bridge, now another of Wheeling's National Historic Landmarks, and still a part of the state highway system. The Suspension Bridge encouraged even more traffic through the area, as ferrying was no longer necessary.

However, the bridge added to the rivalry with Pittsburgh, which was well established. Those boats which could have continued up the Ohio River, could not pass under the Suspension Bridge, until the development of smoke stacks which would tilt. The City of Pittsburgh even sued the City of Wheeling to remove the bridge until Congress established the National Road and the Suspension Bridge as a postal route.

The rivalry between the cities continued with arrival in Wheeling of the railroad in 1852. The route for the Baltimore to Ohio River railroad was to have been through Pittsburgh, but that was blocked by the State of Pennsylvania with the construction of the Pennsylvania Railroad to Pittsburgh.

With the Ohio River, the National Road and now the railroad, Wheeling was certainly the hub of transportation for the entire region, and continued its role as gateway for goods and travelers heading west. By the late 1800s, Wheeling was also establishing itself as a melting pot with a diverse ethnic structure. The largest segment of the local population was German, with German banks, German newspapers, German churches, and breweries. Other nationalities also sought jobs and homes in Wheeling, including people from Greece, Ireland, Poland, and Italy, all bringing their talents, culture, religions and traditions with them. Many of these traditions have survived and even flourished, with many churches continuing their individual festivals of food and music. The Upper Ohio Valley Italian Festival is the most popular, though St. John's Greek Orthodox, Our Lady of Lebanon, Our Lady of Perpetual Help Ukrainian Church, and others all offer celebrations at least once each year. Wheeling has what has been described as the greatest

ethnic diversity in West Virginia, with what has seemed to be continuation of cultural pluralism rather than complete assimilation. This diversity is threatened by extinction, however, with a recently announced plan to close a number of these churches. Thanks to current federal funding for the Wheeling Heritage Area, plans are proceeding to conduct an ethnographic survey to expand celebrations of Wheeling's ethnic diversity by July 4, 1994.

The Civil War brought conflict to Wheeling. Though no military battles were fought there, all the questions of a border state were personally felt by the families and businesses in the area. The federal government had constructed the Custom House in 1859, and retained that structure as a foothold for control of the all important railroad. Troops were encamped on Wheeling Island and numerous officers who contributed to the cause of the Union had temporary headquarters in Wheeling homes. The group of Union-loyal Virginians established a state government, also in the Wheeling Custom House, and eventually worked to bring about the formation of West Virginia, as the "Child of the Storm" as the state was poetically described.

The war also allowed businesses to expand through war contracts which provided a much needed boost to the local economy. Wagon manufacturers, grocers, textile factories and hardware companies flourished during those difficult years. By the end of the war, Wheeling boasted the following businesses: seven iron mills, two railroad iron works, seven foundries, five glass works, ten breweries, six tanneries, three paper mills, two oil distilleries, seventeen stogie makers, four steam saw mills, three planing mills, three sash and blind factories, plus suppliers of woolen goods,

clothing, furniture, harnesses and lead pipe. Though Wheeling had felt deeply the personal conflict of war, the city continued to thrive in what was to be the height of development.

By the 1880s, Wheeling was producing thousands of tons of iron products, particularly square cut nails. Nail plants in the Wheeling area produced one-third of the nation's nail output and solidly dominated the nail market until after the Great Nail Strike in 1885-1886. Even after the cut nail dropped in popularity, the iron and steel industry in Wheeling continued to be important because the mills were able to focus on manufacturing steel fabricating products.

Though use of the railroad had greatly surpassed the travel on the National Road, improvements to the Ohio River began in 1874 with the construction of a dam between Pittsburgh and Wheeling. This guaranteed a channel of adequate depth for increased traffic, and further solidified the continued growth of industry in Wheeling, due to the abundant natural resources and labor.

Wheeling's period of greatest growth came with the industrial age. Population continued to increase, and the use of the area's coal resources brought added development. The National Road was eventually improved in the 1920s and '30s with construction of U.S. 40, and eventually Interstate 70, still a major east/west route. However, as is evident, Pittsburgh and other cities surpassed Wheeling, which allowed Wheeling to retain much of its built environment from the years before the skyscraper. The 1990 census reports that over 56% of our residential buildings were constructed before 1939. This was housing for workers and industrialists alike. La Belle Nailworks, Warwood Tool, Centre Foundry, M. Marsh and Sons,

and Bloch Brothers Tobacco are just a few of the industries still in operation.

Today local organizations and state agencies provide extensive support through collections of archives and artifacts. A wide range of local groups have a wealth of information and appreciation for Wheeling's heritage. You have been given just two of the numerous publications relating some history of our built environment.

So, the question I initially set out to address--Why Wheeling, West Virginia--can be best answered by the explanation that Wheeling is an excellent example of a National Heritage Area. We are a living, breathing community, with outstanding examples of what one could term "The American Experience." The growth and development of the country are embodied in Wheeling's growth and development, from frontier town, to transportation center, gateway for westward expansion, industrial growth, Civil War strife, birthplace of a state and typical utilization of natural resources. Yet we have maintained and fostered ongoing preservation of ethnic traditions and cultures, retained our built environment, because we did not experience urban renewal of the 1960s and '70s, and also fostered a tradition of environmental heritage: Wheeling Creek provided fish for re-population of the Potomac, and the Ohio River is a National Wildlife Habitat, over 200 species of birds use the islands as habitat or migratory stop over.

Why Wheeling? Because the millions of people who currently visit Wheeling for its existing attractions, and the many more millions who travel Interstate 70, should know "The American Experience" of Wheeling as an early transportation hub, gateway, and for industrial center. This heritage should be interpreted and

recognized by having our existing and thriving resources designated as the Wheeling National Heritage Area.

Thank you.

Mr. VENTO. Thank you, Ms. Payne, for your statement.

Mr. McIntire, I have your statement and have read it, and you can highlight it if you want or read it.

STATEMENT OF PAUL T. McINTIRE, JR.

Mr. McINTIRE. Thank you, Mr. Chairman. On behalf of the city of Wheeling, West Virginia, I would like to thank you and the committee for this opportunity to speak to you today in support of H.R. 2843 establishing the Wheeling National Heritage Area. I would also like to extend sincere thanks to Congressman Mollohan and Congressman Rahall for their continued support and interest in this endeavor.

As director of the Department of Development for the city of Wheeling, I am acutely aware of the economic conditions within the Wheeling area and the past and current trends, and I am very excited—in fact, extremely excited—about the potential of the Wheeling National Heritage Area plan to reinforce our current economic development efforts.

The city of Wheeling has undergone dramatic change over the past 20 years, moving from an area once dependent on the coal and steel industries to a very diversified service-oriented economy. This change has been emphasized by the emerging tourism industry brought on primarily because of our rich stock of existent visitor resources as well as the aggressive initiatives by the people of Wheeling who recognize that cultural tourism is an important aspect of our local economic future.

One of the most significant initiatives is the creation of the Wheeling National Heritage Area. The city of Wheeling, West Virginia, enjoys a rich heritage, a place where a diverse mix of people, culture, and natural resources has contributed to a long and exciting history, and it is a source of great civic pride.

In the late 1980s, our community leaders recognized that there is a national story in Wheeling to be told, that part of the city's future may be tied to telling that story to residents and visitors, and that conserving Wheeling's heritage can and will maintain and enhance the city's character as well as its quality of life. It is also widely recognized that tourism is becoming a dynamic contributor to the local and regional economies.

Encouraged by a group of Wheeling citizens to plan for a future based upon the city's heritage, a cooperative effort has been established in 1989 among the city of Wheeling, the State of West Virginia, and the National Park Service. Wheeling City Council appointed a task force representing a broad base of community interest to guide this planning effort.

The first of five objectives contained within the plan for the Wheeling National Heritage Area is—and I'll quote—"to create an environment in Wheeling which highlights the city's heritage and enhances future community growth in a way that conserves natural and cultural resources, provides new employment opportunities for Wheeling citizens, and fosters economic revitalization based on those resources."

To this end, it is estimated that the heritage plan will have significant economic impact on the local area. Implementation of the plan will result in additional visitation and increased length of stay

for current visitors. An estimated 500,000 persons will visit the heritage area annually. Additional visitor expenditures in the local economy are estimate to exceed \$20 million annually, and this is all in addition to our existing current tourism base.

The investments represented in the plan represent the infusion of substantial construction into the community. The estimated investment in the district plans and transportation infrastructure should help leverage well over \$100 million in private induced development. Construction of the proposed improvements will represent approximately 1,150 man years on construction-related work for the public service expenditure and well over 1,800 man years for the induced private development. In addition many, many full-time jobs will be created in the local economy to service this increased tourism base. Finally, construction expenditures will generate direct and indirect expenditures within the Wheeling area through increased household earnings and business sales.

In summary, the various public and private investments anticipated within the heritage program will have significant positive economic impacts over the next decade. A recent economic strategy prepared in a cooperative effort with representatives of city and county government, the Wheeling Area Chamber of Commerce, the Ohio Valley Industrial and Business Development Corporation, and many, many other interests identifies the Wheeling National Heritage Program as the centerpiece of Wheeling's economic development program.

In closing, the community-wide participation and energy that has been invested in the heritage program to date is only the first step in the revitalization of Wheeling.

Mr. Chairman, there is an air of excitement in Wheeling today. It is an excitement supported by the expectation of a bright economic future via our rich heritage and by the continued support over the last four years from Congress and the National Park Service. With your continued help and passage of the Wheeling heritage bill, we at the city are eager to take our city into the twenty-first century.

Thank you.

[Prepared statement of Mr. McIntire follows:]

**WHEELING NATIONAL HERITAGE AREA
WITNESS STATEMENT 11/16/93**



STATEMENT OF PAUL T. MCINTIRE, DIRECTOR OF THE DEPARTMENT OF DEVELOPMENT FOR THE CITY OF WHEELING BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS OF THE HOUSE COMMITTEE ON NATURAL RESOURCES CONCERNING H.R. 2843, A BILL TO ESTABLISH THE WHEELING NATIONAL HERITAGE AREA IN WEST VIRGINIA.

Mr. Chairman, on behalf of the City of Wheeling, West Virginia, I want to thank you for this opportunity to speak to you in support of H.R. 2843, establishing the Wheeling National Heritage Area.

As Director of the Department of Development for the City of Wheeling, I am acutely aware of the economic conditions within the Wheeling area and the past and current trends, and I am very excited about the potential of the Wheeling National Heritage Area plan to reinforce our current economic development efforts.

The City of Wheeling has undergone dramatic change over the past twenty years, moving from an area once dependent on the coal and steel industries to a very diversified service oriented economy. This change has been emphasized by the emerging tourism industry brought on because of our rich stock of existent visitor resources, as well as the aggressive initiatives by the people of Wheeling who recognize that cultural tourism is an important aspect of our local economic future.

One of the most significant initiatives is the creation of the Wheeling National Heritage Area. The City of Wheeling, West Virginia, enjoys a rich heritage. A diverse mix of people, culture, and natural resources has contributed to a long and exciting history that is a source of great civic pride.

In the late 1980s, our community leaders recognized that there is a national story to be told in Wheeling - that one part of the City's future may be tied to telling that story to residents and visitors, and that conserving Wheeling's heritage can maintain and enhance the City's character and quality of life. It is also widely recognized that tourism is becoming a dynamic contributor to the local and regional economies.

Encouraged by a group of Wheeling citizens to plan for a future based on the City's heritage, a cooperative effort was established in 1989 among the City of Wheeling, the State of West Virginia, and the National Park Service. Wheeling City Council appointed a Task Force representing a broad base of community interests to guide this planning effort.

The first of five objectives contained within the Plan for the Wheeling National Heritage Area is, and I quote,

"Create an environment in Wheeling which highlights the City's heritage and enhances future community growth in a way that conserves natural and cultural resources, provides new employment opportunities for Wheeling's citizens, and fosters economic revitalization based on those resources."

To this end, it is estimated that the Heritage Plan will have significant economic impact on the local area.

- Implementation of this plan will result in additional visitation and increased length of stay for current visitors. An estimated 500,000 persons will visit the Heritage Area. Additional visitors' expenditures in the local economy are estimated to exceed \$20 million annually.
- The investments represented in the plan represent the infusion of substantial construction into the community. The estimated investment in the district plans and transportation infrastructure should help leverage well over \$100 million in private induced development.
- Construction of the proposed improvements will represent approximately 1,150 man years on construction related work for the public sector expenditure and over 1,800 man years for the induced private development. In addition, full time permanent jobs would be created in the local economy to service the visitors.
- Construction expenditures will generate direct and indirect expenditures within the Wheeling area through increased household earnings and business sales.

In summary, the various public and private investments anticipated within the Heritage Program will have significant positive economic impacts over the next decade. A recent economic strategy prepared in a cooperative effort with representatives of the City and County governments, Wheeling

Area Chamber of Commerce, The Ohio Valley Industrial and Business Development Corporation, and numerous other interests, identifies the Wheeling National Heritage Area Program as the centerpiece of Wheeling's economic development program.

In closing, the community-wide participation and energy that has been invested in the Heritage Program to date is only the first step in the revitalization of Wheeling. There is an air of excitement in Wheeling today, an excitement supported by the expectation of a bright economic future via our rich heritage and by the support over the last four years from Congress and the National Park Service. With your continued help and passage of the Wheeling Heritage Bill, we at the City are eager to take our fine city into the twenty-first century.

Mr. VENTO. Thank you, Mr. McIntire.

Finally, we have Professor Emory Kemp.

Welcome, and your statement is part of the record. Please proceed, Dr. Kemp.

STATEMENT OF DR. EMORY L. KEMP

Dr. KEMP. Thank you, Mr. Chairman.

I wish at this time to recognize the leadership and support from Congressman Rahall and Congressman Mollohan in the Wheeling initiative.

I guess I am serving as the cleanup batter, and I will try to keep my remarks brief, but I stand ready to answer any questions after the panel presentations that you may have.

My name is Emory Kemp from West Virginia University, where I serve as the director of the Institute for the History of Technology and Industrial Archeology. As an engineer historian, I have been involved in the documentation, interpretation, and, in selected cases, the preservation of engineering and industrial sites for the past three decades.

Since its founding in 1989, the Institute has been involved in more than 40 projects involving industrial sites stretching from New Jersey to New Orleans. In the course of our work, we have served the National Park Service, the U.S. Army Corps of Engineers, the Soil Conservation Service, the U.S. Forest Service, numerous State departments of transportation and other State level agencies, as well as private sponsors.

Since the 1960s the Institute and I have been involved in various projects in Wheeling including the internationally recognized Wheeling suspension bridge completed in 1849 which is a World Heritage structure, the 1859 U.S. Custom House, the La Belle Nail Works, the Warwick Tool Company, the Wheeling Waterworks, industrial housing, and a comprehensive guide to Wheeling's rich industrial heritage.

Recently we have been sponsors of the National Conference on Heritage Areas, a new development in partnership with the National Park Service. We are continuing our work with an Historic American Buildings survey documentation of the Custom House. That work goes on at the moment, and we stand ready to participate as fully as possible in this initiative in Wheeling.

Wheeling stands as one of the premier historic industrial sites in the Nation. As mentioned, the road from Cumberland reached Wheeling in the first two decades of the nineteenth century and is symbolized by the completion of the suspension bridge in 1849. This was followed by the Baltimore and Ohio, which, after 24 years struggle over the Appalachians, was completed to Wheeling in 1852.

With the summer of navigation on the Ohio at Wheeling, the city was the confluence of three major transportation systems and appeared destined to become a major industrial center, surpassing Pittsburgh by the end of the century.

One does not have time to elaborate on the historical significance of the myriad of industries represented in Wheeling. One can simply mention glass, pottery, tobacco, iron and steel, boat building, textiles, and transportation. The details are in this industrial

guide, and I would like to present this to you as part of the record, Mr. Chairman.

Mr. VENTO. Thank you, Dr. Kemp, and we will put one in the committee files. I did receive it. Thanks.

Dr. KEMP. Thank you.

The crown jewels of the industrial past of Wheeling are clearly the suspension bridge and the U.S. Custom House. The bridge was built by Charles Elliot, Junior, and completed, as I have said, in 1849. At that time, it was the world's largest suspension bridge and established America in a leadership role in suspension bridge design and construction which lasted for more than a century.

The Custom House, built by the U.S. Treasury under the direction of its first architect, A. B. Young, is significant in its own right as a symbol of the Federal Italianate style used throughout the country in the 1850s. In addition, it was a very early skeletal frame which was the predecessor of skyscrapers which were to arise from the ashes of the Great Chicago Fire. The long-span suspension bridge and the skeletal frame structure are two major contributions American engineers made to the world in the nineteenth century. In addition, the Custom House, as noted, served as the location of a series of meetings which resulted in the formation of the new State.

Much remains then of this period from the 1820s to the 1880s in terms of houses, buildings, roads, and railways, factories, and other vestiges of our industrial past. Few places can claim such a rich building stock of the period anywhere in the Nation. In addition to the visible remains of this period, there is a wealth of documentary evidence, including maps, photographs, published materials, and manuscript documents on various phases of Wheeling's history.

Much work has already been done documenting Wheeling's history by the Historic American Buildings Survey, the Historic American Engineering Record, and much documentary work that is done by my Institute, and a great deal of local historical work has been done by citizens in Wheeling. There is no lack of historical information for further developing the history of one of the Nation's most important antebellum centers, I think we can do this with great historic integrity.

Wheeling offers, thus, one of the most attractive possibilities for a new partnership development which would aid not only Wheeling as a historical center but, which has been said many times this morning, as a prototype for the entire Nation.

Thank you, sir.

[Prepared statement of Dr. Kemp follows:]



Institute for the History of Technology and Industrial Archaeology

West Virginia University

College of Arts and Sciences

November 12, 1993

My name is Emory Kemp from West Virginia University where I serve as the director of the Institute for the History of Technology and Industrial Archaeology. As an engineer/historian, I have been involved in the documentation, interpretation, and, in selected cases, the preservation of engineering and industrial sites for the past three decades.

Since its founding in 1989, the Institute has been involved in more than 40 projects involving industrial sites, stretching from New Jersey to New Orleans. In the course of our work, we have served the National Park Service, U.S. Army Corps of Engineers, Soil Conservation Service, U.S. Forest Service, numerous state Departments of Transportation and other state level agencies, as well as private sponsors. Since the 1960s, the Institute and I have been involved in various projects in Wheeling, including the internationally recognized National Landmark, Wheeling Suspension Bridge, circa 1849, the 1859 U.S. Custom House, the LaBelle Nail Works, the Warwood Tool Company, the Wheeling Water Works, industrial housing, and a comprehensive guide to Wheeling's rich industrial heritage. Recently we have been the sponsors of the National Conference on Heritage Areas, a new development with the Park Service.

Wheeling stands as one of the premier historical industrial sites in the nation. The road from Cumberland reached Wheeling in 1816, followed by the B&O, which after a 24 year struggle over the Appalachians, was completed to Wheeling in 1852. With the head of summer navigation on the Ohio at Wheeling, the city was the confluence of three important transportation systems and appeared destined to become a major industrial center, surpassing Pittsburgh by the end of the century. One does not have time to elaborate on the historical significance of the myriad of industries represented in Wheeling; one can simply mention glass, pottery, tobacco, iron and steel, boat building, textiles, and transportation. The crown jewels of the industrial past in Wheeling are clearly the suspension bridge and the U.S. Custom House. The bridge was built by Charles Ellet, Jr. and completed in 1849. At that time, it was the world's longest suspension bridge and established America in a leadership role in suspension bridge design and construction, which lasted for more than a century. The Custom House, built by the

U.S. Treasury under the direction of its first architect, A.B. Young, is significant in its own right as a symbol of the Federal Italianate style used throughout the country in the 1850s. In addition, it has a very early skeletal framework which was the predecessor of the skyscrapers, which were to arise from the ashes of the great Chicago fire. The long-span suspension bridge and the skeletal frame structure are two major contributions American engineers made to the world in the nineteenth century. In addition, the Custom House served as the location for a series of meetings held during the Civil War which resulted in the formation of the new state in 1863. These events took place in the federal courtroom of the U.S. Custom House which has been carefully restored to its Civil War condition. After much wrangling, the capitol of the "war born" state moved to Charleston in the 1880s. Thus, the period from the 1820s, with the completion of the National Road, to the 1880s represents Wheeling's flourishing period as a leading industrial, transportation, and commercial center. Much remains of this period in terms of houses, buildings, roads and railways, factories, and other vestiges of its industrial past. Few places can claim such a rich building stock of this period anywhere in the nation. In addition to the visible remains of this period, there is a wealth of documentary evidence, including maps, photographs, published materials, and manuscript documents on various phases of Wheeling's history. Much work has already been done in documenting Wheeling's history by the Historic American Building Survey/Historic American Engineering Record, documentary work by the Institute and a great deal of local historical work done by citizens in Wheeling. There is no lack of historical information for further developing the history of one of the nation's most important antebellum industrial centers.

Heritage areas represent a new initiative on the part of the Park Service and others interested in preserving the nation's past. This initiative establishes a partnership of, not only, public agencies at the federal and state level but also private individuals and organizations. It represents the possibility of whole heritage areas being designated after careful evaluation to federal standards established through proposed legislation. Not only will we be preserving our past but, equally important, providing a exciting new possibility for local development in terms of tourism, commerce, and industry. Activities which, at best, were viewed as desperate have now come together to form a powerful new partnership. Wheeling offers one of the most attractive possibilities for new partnership development which would aid, not only, Wheeling as a historical center but serve as a prototype for the entire nation.

Mr. VENTO. Just to get an idea here, Dr. Kemp or others on the panel, the area that is to be designated is the entire city under this heritage area concept?

Mr. McIntire? Ms. Payne? Mr. Cassidy?

Mr. MCINTIRE. I would like to answer that. There aren't any defined boundaries for the heritage area. It isn't, in effect, the city as a whole, but, more importantly, it is the location of those existent historical resources that are the core to Wheeling's history. That is primarily located on our waterfront, in our downtown, and the areas immediately to the north and south and west of our downtown, including Wheeling Island.

Mr. VENTO. Did you say you had five historic districts in the city?

Mr. MCINTIRE. Six.

Mr. VENTO. Six—pardon me—which is unusual.

Have you had any effort to try and tie those together in any other way, or it just wouldn't work? I mean this is obviously an effort by a designation of an area in terms of tying these pieces together and doing something special with them. But these are all quite distinct and separate geographically, I take it—oh, they overlap, I see. And they are pretty much on the waterfront.

Am I looking at that correctly? Mr. McIntire, please enlighten me.

Mr. MCINTIRE. Yes, they are primarily located on the waterfront, although we are continuing with additional studies to designate additional historic districts, leading out National Road toward Pennsylvania, but most of the existing historic districts are in or near downtown or adjacent to our waterfront, including Wheeling Island. Our whole downtown is a historic district.

Mr. VENTO. Yes. So there are no boundaries proposed in the legislation that has been submitted by Congressman Mollohan or the Senate counterpart.

Mr. MCINTIRE. That is correct.

Mr. VENTO. We would have to deal with the scope of that in some form or fashion here in terms of a comfort level in terms of Members and any type of designation, so I hope we could work at that.

I note that this legislation has been given a lot of attention and a lot of thought. Can you explain the basis for that? Are you prepared to explain the basis for not having a boundary? If there is an explanation, I would like to know.

Mr. MCINTIRE. I would ask co-chairman Pat Cassidy to respond to that.

Mr. VENTO. Sure.

Mr. Cassidy?

Mr. CASSIDY. Yes, Mr. Chairman, actually the plan does call for boundaries such as designated by the Secretary of the Interior, if you will notice in the designation.

Generally, the plan itself that has already been developed allocates, identifies the resources, so does set a boundary, and the boundary is generally predominantly the downtown area. In fact, the legislation talks about an emphasis on the downtown historic area which includes a number of historic districts.

But by actually specifying in the plan the resources that the plan intends to preserve, that being the river, that being the waterfront area, the port of entry area, that being the civic area, the cross-

roads area of Wheeling, it really defines it in that way. Although that particular boundary attachment is not part of the legislation, I think that is easily obtained just by virtue of the terms of the plan itself.

Mr. VENTO. Wheeling and these areas are all within one political subdivision of the city of Wheeling. Is that correct?

Mr. CASSIDY. Yes, sir.

Mr. VENTO. You have developed various types of plans and land use and zoning and everything compatible with these historic districts that you have developed or those that you have proposed to develop. Is that accurate?

Mr. CASSIDY. That is in the process of being developed. Yes, we do have that legislation now. We have a landmarks commission. We have the legislative infrastructure to do it once we get started.

Mr. VENTO. You mean the legislative infrastructure within your city?

Mr. CASSIDY. Yes, on a local level.

Mr. VENTO. Because that is not something that we need to act on here nationally, is it?

Mr. CASSIDY. No.

Mr. VENTO. So that is on track involving planning.

Now I note that you had set up the nonprofit corporation. You heard my comments about it earlier. I don't need to repeat that. Do you have any comments about that, Mr. Cassidy?

Mr. CASSIDY. Yes I do, Mr. Chairman, a couple of comments. The first one is that what intrigued us in the Wheeling initiative on this is that we have a history of having done it already.

We have a city, the city of Wheeling, with a budget of about \$15 million. We have a park system, the self-sustaining park system I talked about in Wheeling, with a budget of approximately \$16 million. It is larger than the city's budget. It is self-sustaining. This is one of the jewels of Wheeling, the Oglebay Park system, as I am sure the chairman may have even heard.

Mr. VENTO. You have a private nonprofit corporation running that for you?

Mr. CASSIDY. No, it is a commission, but it is a charter commission set up by State legislation much like this would be. Although a different, a private corporation, nonprofit, it would also get its authority in the legislative process, this one of course being Federal, but it works, and the chairman, yourself, caught it earlier. A local group can do it because they will have the same fiduciary duties. It will be a quasi-public situation. They will be handling Federal monies.

Our plan calls, however, for representation of the Secretary or his designate but without requiring the Federal Government to play some large role in terms of continuing maintenance, operational control, et cetera.

Mr. VENTO. If the State or the local government wants to set up some sort of nonprofit corporation through that, I think that is appropriate.

Fundamentally, I think what we ought to look at in terms of clarification here is compact between the State if necessary and/or, more precisely, the city of Wheeling, and you then would have a

direct relationship with the national government in this Federal type of role.

I don't think you need, for instance, the Department of the Interior making the appointments or sitting. I think they would probably have a proper role. Based on the historic preservation, we can reference this SHPO or reference the other qualifications definitive with regards to what can happen in your areas. If you want to set up that sort of structure that works for you, I don't have any concerns about it. I mean that is something that could fit within the framework of what you want to do.

But that is up to the local governments to maybe cede that particular power, or the State, rather than have us get into a habit of having that. I would like to get something done where we would have some legislation that would not have us in that role of setting it up and giving status to some things that may not fit the needs of Wheeling or the needs of Paterson, for that matter.

Dr. KEMP, you point out correctly that there are quite a few landmarks here. You point out the suspension bridge. What is the condition of that particular structure, the bridge? It is 140-some years old.

Dr. KEMP. It still serves local traffic. It is the responsibility of the West Virginia Department of Transportation and the Division of Highways.

Mr. VENTO. Yes. The life expectancy of this type of structure I have no idea. I know there are quite a few suspension bridges over the Hudson when I was up there a couple of weeks ago.

Dr. KEMP. We will be doing a rewapping of the cables probably starting this spring. We expect this bridge to last in perpetuity if we keep the maintenance up, and the funds for that are funneled through the Federal Highway Administration and the Division of Highways in West Virginia, so that is not a Park Service initiative.

Mr. VENTO. Yes, I understand that the type of suspension or cable bridges are sort of yesterday's technology in terms of the best way to build a bridge.

Dr. KEMP. I wouldn't say that at all, no. The world's long-span bridges are certainly suspension bridges, and there are a number of those, and I could mention them on a worldwide basis—New Zealand, Japan, Hong Kong.

Mr. VENTO. No, I know, but is it still a currently used technology?

Dr. KEMP. Oh, yes. That is what these long-span bridges are. There are no competitors in structural form. But this really does represent America's ascendancy in this particular field.

Mr. VENTO. Well, I was curious about it because there was a proposal on the agenda.

You have actually worked from the West Virginia University, and you serve this as director and have worked in consultation with the Park Service and with the Wheeling Historic District and structure.

Now do you see the need here for some other local unit of power or authority here to carry out this responsibility that is envisioned in this legislation? They have this corporation set up. Do you feel that that is absolutely imperative that that be there?

Dr. KEMP. I don't think it is imperative from the point of view of the Institute's involvement. We do, as I indicated in my statement, documentation, interpretation, and preservation. We offer services as historians and as preservation engineers. So I really wouldn't want to comment.

I think we can work with a variety of organizational initiatives. I am quite happy with what has been proposed and feel that we can contribute significantly.

Mr. VENTO. Yes. In concept, it seems to me to be a lot of language, and I am concerned about what the interpretation of it might be of it when you write that much in law.

Dr. Kemp, you have gone through and suggested that this is industrial history. Do we have to redefine industrial history? We have any number of proposals on the table these days to the Park Service as being industrial history. How can we distinguish which is the most significant?

Dr. KEMP. I think my list now includes 96 areas that have some potential for being—if you will excuse me—for being the birthplace of the American Industrial Revolution, and they are all vying for this title.

It is very clear that not only do we need heritage area legislation but we need contextual studies of various industries so that we can really identify the most significant places in the country. We at the Institute are working on the coal industry, which is not surprising coming from West Virginia, but there are various other industries that really need this kind of contextual history, and in many cases it is not available. This should be tied in with this heritage area concept, and it can't really be done overnight.

There are various people working on specific industries, some of the basic industries, which are now associated with the Rust Belt. For instance, iron and steel, coal, textiles, all need this kind of contextual history. Otherwise, we are really considering one area after another and trying to establish the significance on a one-to-one basis.

Mr. VENTO. Yes. The problem is, it would be nice to have that whole study and definitive information before us so that we could look at them and decide what is uniquely local or State and what is national in terms of, if we were to select or pick one out, we of course have done something for the copper mining and so forth which didn't consider what was happening in Montana or Arizona, ironically. So that is the sort of problem we get into.

But here, with the Federal heritage area corridor, you might look to the local government and the fact that they have made commitments with any number of historic districts and other activities.

So I don't think you could probably go too far wrong with this in terms of depending upon the commitments we extract, as it were, from the Park Service and/or, more precisely, from the local and State government concerning what their commitments are.

Dr. KEMP. I think there are a couple of factors here. One is not only to establish the significance of the particular site or particular corridor but to see what building stock is actually left, and, of what is left, what is really important, and also to show local initiative which you have mentioned several times this morning as being an important ingredient. So there are several things that need to come

together if you are going to have a successful heritage corridor or heritage area.

Mr. VENTO. Ms. Payne, what is the status of the Custom House or the Independence Hall or building? Is it a privately owned building?

Ms. PAYNE. It is a part of the State museum system operated by the State of West Virginia and is owned by the State of West Virginia.

Mr. VENTO. Is it a museum?

Ms. PAYNE. Yes, it is operated as part of the State museum. We are open on a daily basis with exhibitions and living history tours.

Mr. VENTO. So you have a number of visitors there a year. Did you say the number that go through?

Ms. PAYNE. I did not say the number. It is approximately 30,000 people per year come through the building.

Mr. VENTO. So it is one of the major attractions. You had pointed out 100,000 utilize and visit the site or sites in Wheeling today.

I am astounded by this park, which apparently is the only self-sustaining park. What is the attraction there, Mr. Cassidy?

Mr. CASSIDY. Well, if I could just correct that, maybe I said it wrong, but actually Wheeling gets several million visitors a year to the different attractions in Wheeling.

Mr. VENTO. Okay, maybe I misunderstood.

Mr. CASSIDY. No, no. I had mentioned 100,000 but in connection with the people who cross the Ohio River into Wheeling and out of Wheeling every day.

Mr. VENTO. Well, count them all.

Mr. CASSIDY. Well, that goes with your second question. That is why I mentioned it, which is, what is the attraction at the park. Oglebay was a gift to the city by one of the leading citizens, Earl Oglebay, in the last century, and the city has taken that park and turned it into really Oglebay Resort.

It is a public entity, as I said, chartered by the State, but at the present time it is utilized not only by residents but by an enormous number of visitors from around the world and the country, and, in addition, it serves as the place for a lot of national seminars. In fact, the park systems have their conferences there of other parks throughout the United States.

It is a large operation. It is funded generally through the lodging facilities, the restaurant facilities, the attraction facilities. They have a new glass museum where they actually do glass retail sales, and as I said, the budget is actually larger than the city's.

Mr. VENTO. Yes, so it is a conference center as well as a park.

Mr. CASSIDY. Yes.

Mr. VENTO. With recreation and other opportunities.

And I suppose some of the buildings and some of the structures are historic structures.

Mr. CASSIDY. Well, some of them are, yes, the Mansion Museum, the mansion itself, the Oglebay Mansion, and there are a number of others. There are also some newer buildings, and the Wheeling Park Commission has developed essentially as this idea of self-sustaining really. That is where we picked up the idea that if you did a local group, be it a commission or a corporation with whatever requirements would be necessary, that the Secretary of the Interior

and the State would be happy with, it can be done. In other words, you don't spend more than you can bring in. That is the whole concept.

Mr. VENTO. It is not difficult for us to just suggest in the legislation that there would be no operation and maintenance funds, and that you can set up whatever type of structure you want locally to implement the plan. I don't think you expect the presence of a significant number of Park Service personnel.

Mr. CASSIDY. No.

Mr. VENTO. Other than, you may want some technical assistance from time to time or some sort of presence, I mean unless you have a unit of the National Park System within Wheeling, unless something is designated that is now a national landmark.

I understand that the Custom House at one time was considered for such designation. Perhaps there are other structures that could or would.

But that isn't really what the purpose of this is, and I wouldn't want to expand it in that direction. I think that probably the better purpose is to try to bring about an integration and a tying together relationship between these areas and the historic landmarks, and the Park Service could or may take an active interest in doing so.

Dr. Kemp, are there major conceptual and practical hurdles to better preservation of such industrial heritage?

We are facing this particular problem with any number of proposals, including, as you know, the study that occurred around Pittsburgh concerning it, which I think is especially meritorious. We have other areas, some have been designated, some have not. Can you shed any light for the committee on this?

Dr. KEMP. Industrial preservation is a major problem from several points of view. Our previous work in historic preservation in this country has generally been architectural and to celebrate prominent people, national leaders. One thinks of Mount Vernon, Monticello, and some of the great captains of industry. We have moved into a much more social context dealing with social history, and that brings in our industrial heritage.

One of the big problems is, when you get a large industrial site, what are you going to do with it, like Homestead, or the Akron Air Dock as a matter of fact, which is one of the great challenges in industrial archeology.

Mr. VENTO. I am not aware of that. What is it?

Dr. KEMP. The Akron Air Dock in Akron held zeppelins, so you could play two Superbowls simultaneously in this building, which requires roughly a million dollars a year to maintain.

Mr. VENTO. Well, you appreciate my problems.

Dr. KEMP. Yes, exactly. I know exactly what your problem is.

One of the advantages of Wheeling is that the community is now roughly the same size it was in the nineteenth century, and the industrial heritage that we have there is on a smaller scale and much more manageable for adaptive reuse and for interpretation.

Mr. VENTO. I understand that, but I wanted some help with the mills up and down the Quinebaug and the Shetucket River in Connecticut where they have got I don't know how many million square feet of mill buildings that are sitting there empty for all practical purposes.

I know adaptive reuse, but I have got millions of square feet here. If we could eliminate shopping malls and put them inside of these, that would be my preference.

Dr. KEMP. And senior citizen housing has a limit as well.

Mr. VENTO. Right. There are just so many of them to go around, senior citizens.

Dr. KEMP. Precisely. It is a major problem. Do you preserve simply by documenting and preserving a record? Can you use it adaptively, or are structures really so significant that they need to be restored to their former glory, like the Custom House, and should this be done publicly or privately?

Mr. VENTO. Yes. When these things aren't economic, guess who they want to give them to?

Dr. KEMP. I know.

Mr. VENTO. To the city government, to the State government, and finally to the national government, and quite appropriately, and so that is the dilemma in terms of designation and recognizing this.

I think the scale here is different, and there is a lot of work that has been done. I need not delay the panel any longer, but I did want to get a sense of your views on this, Dr. Kemp. You have been very helpful and are a recognized expert in your area, and the others have obviously come a long way in terms of the plans and the resources of the Park Service.

I am asking some fundamental questions about the very nature of what has been suggested in terms of this corporate structure, but I assure you that they are important questions in my mind and meant to actually have some relationship in terms of the policy that we may in fact move on here. I need to develop that in terms of a general pattern so we don't put in place one more structure that is not related to an overall policy with regard to this.

So I appreciate all of your patience and your attempts to respond.

Mr. McIntire, I did want to comment that I think that the economic development aspect of such areas, unlike what we might do in terms of a Park Service unit designation, is something that needs to be reviewed and considered. You notice when I talked to the Park Service about it, they thought it was secondary. I am certain that for you all it is not secondary, especially when you talk about something being self-sufficient. On the other hand, those are not necessarily compatible with the preservation of something like the Custom House.

Do you have other economic development projects ongoing in Wheeling, Mr. McIntire, in addition to this rather broad initiative?

Mr. MCINTIRE. Yes, we do. Part of the overall economic development strategy, as I mentioned, points out the heritage program is the centerpiece of that, but there are a lot of other elements to that, including continuing our efforts to improve the tourism base generally, to pursue very emphatically the high-tech industry by developing additional industrial parks to accommodate high-tech development kinds of things, and to develop a program which we already have in place to assist our existing businesses in their expansion needs and their financing needs, to address our existing in-

dustrial base first and then go out and try to attract new business opportunities.

Part of that overall strategy involves land acquisition for new industrial development and business development, back-office operations in conjunction with the State of West Virginia, adaptive reuse of those buildings to accommodate some of those back-office needs that have been identified. So we have a broad-based economic strategy, but the centerpiece is the heritage program.

Mr. VENTO. Well, I appreciate that, and I hope that we can work along the lines to have something that is acceptable and would represent a realistic expectation of the role that the Park Service can play and some goal that is worthy of such endeavor.

So I thank you very much, gentlemen, Ms. Payne, for your testimony. Thank you.

Mr. VENTO. Finally, we have Henry Jordan, the chairman of the National Trust for Historic Preservation, accompanied by Shelley Mastran, the director of rural heritage; and Mr. Bruce Craig, the regional director of the Northeast Region of the National Parks and Conservation; Mary Means is ill, so she will not be testifying today.

Dr. Jordan is the chairman designate of the Trust. We want to congratulate him on his new responsibilities. You picked a challenging time, Dr. Jordan, to assume this role, and we wish you well and look forward to working with you. The Trust has been a good ally in terms of dealing with problems, and we look forward to working with you and maintaining that relationship.

Dr. JORDAN. Thank you, Mr. Chairman.

Mr. VENTO. Your statement has been made part of the record, so let me invite you to summarize it, and we will get back to you with a question when Mr. Craig concludes his testimony.

PANEL CONSISTING OF HENRY JORDAN, M.D., CHAIRMAN, NATIONAL TRUST FOR HISTORIC PRESERVATION; AND BRUCE CRAIG, NORTHEAST REGIONAL DIRECTOR, NATIONAL PARKS AND CONSERVATION ASSOCIATION

STATEMENT OF DR. HENRY JORDAN

Dr. JORDAN. Thank you. I am honored to be able to come and present a statement to you today, Mr. Chairman.

I am the executive director of the Claneil Foundation in Pennsylvania, but I am here today to testify wearing my hat as chairman of the National Trust and chairman of the Countryside Institute, which is a nonprofit organization chartered in Vermont. Both of these organizations are interested in promoting community stewardship and believe very strongly in the preservation and enhancement of livable places.

As you well know, Mr. Chairman, much of America's history is connected with and visible on the land, and the American countryside is an incredibly valuable asset that must be protected. The towns, villages, natural areas, scenic vistas in the countryside are in some areas under threat from commercial sprawl and residential subdivisions and in other areas from abandonment and neglect.

The National Trust and the Countryside Institute believe that it is our responsibility to protect the best of our historical and natural landscapes and mitigate against the forces that threaten them.

I am also coming here as a resident of Chester County, Pennsylvania, where we have a budding State heritage park along the banks of the Schuylkill River, and I mention Chester County only to indicate and testify that the voting public is very concerned about the protection of their environment.

Chester County, by and large, is an eighteenth century landscape, and, a number of years ago the county was under very serious threat from urban sprawl. I was part of a small group of individuals who promoted a \$50 million bond referendum, and I am happy to say that that bond referendum passed with an 80 percent yes vote.

There is now a new and excited framework for countryside stewardship, and this is the emerging movement of the creation of heritage areas. These are strong areas with a distinctive sense of place; they generally are large-scale resources with rivers, canals, railroads, or natural features being the unifying theme.

It is important to note that they can include both urban and rural settlements. What distinguishes them is that the land is in private ownership. Although they are nationally important landscapes, they are not National Parks, but they can be protected by the use of unique partnerships. As you indicated earlier in your comments, Mr. Chairman, you were talking about the kinds of partnerships that might be required to protect these areas.

I would envision a program being developed that would provide funding for feasibility studies, for management planning, for interpretation, targeting important national resources and areas that tell important national stories, and, finally, that these areas have strong local support.

I would envision a program that is not necessarily massive spending so as not to detract from the current business of the National Park Service but would, rather, complement the Park Service's work.

Because these areas would be selected based on the criteria of national importance, they would not be a repository for pork barrel projects. The goal of such a program would be the long-term protection and economic development that can be sustainable and locally driven.

This concept has recently captured the imagination of both national and local organizations. In February of this year, the National Trust and the Countryside Institute sponsored a one-day meeting which was attended by 60 people from various nonprofit organizations and from public organizations. As a result of that one-day conference, a national collection for heritage areas was born.

Last month, there was a conference in Morgantown, West Virginia, that was attended by 160 individuals, and I am happy to say that Emory Kemp was our host at that particular meeting.

There seems to be a burgeoning grassroots effort to create heritage areas. We at the National Trust and the Countryside Institute believe that the creation of heritage areas is a viable way to preserve our nation's cultural and natural resources.

We would be very happy, Mr. Chairman, and eager, to assist you in any way to create an overall formula for dealing with heritage

areas. You have mentioned that several times in your comments, and we are eager to assist you.

[Prepared statement of Dr. Jordan follows:]



National Trust for Historic Preservation

1785 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 673-4000 / FAX (202) 673-4038

Testimony of

Henry Jordan, M.D.
Chairman

before the

Subcommittee on National Parks, Forests and Public Lands
Committee on Natural Resources

November 16, 1993

Mr. Chairman, thank you for the opportunity to speak to this committee. I am the Executive Director of the Claneil Foundation in Pennsylvania, but I am here today to testify as Chairman of the Board of the National Trust for Historic Preservation and Chairman of the Board of the Countryside Institute, a nonprofit corporation chartered in Vermont. Both of these organizations exist to promote community stewardship--the preservation and enhancement of livable places.

Much of American history is connected with and visible on the land. One of our finest national assets is our countryside. But many of our historic towns and villages, natural areas, and scenic views are threatened by commercial sprawl, residential subdivisions, or abandonment and neglect. The National Trust and the Countryside Institute believe strongly that it is our responsibility as a

The mission of the National Trust for Historic Preservation is to foster an appreciation of the diverse character and meaning of our American cultural heritage and to preserve and revitalize the livability of our communities by leading the nation in saving America's historic environments.

nation to protect the best of our historic and natural landscapes and to mitigate the forces that threaten them.

I am also here today as a citizen of Chester County, Pennsylvania, which is part of an emerging state heritage park along the Schuylkill River. I was very active in securing the passage of a \$50 million bond issue for the conservation of open space in the county. This bond issue recently passed by an 80% vote, and some 62 out of 73 municipalities in Chester County have applied for planning grants and funds to acquire park lands and open space. This, I believe, testifies to the fact that the voting public believes in countryside stewardship and wants to protect their quality of life.

A new and exciting framework for countryside stewardship is the emerging movement to create heritage areas. Heritage areas are regions with a strong and distinctive sense of place. They are usually unified by large-scale resources, like a river, canal, railroad, or historic road. They may include both urban and rural settlements, and are usually in predominantly private landownership. Most of them are nationally important landscapes, but they are not National Parks. They can be protected through public-private partnerships and new cooperative arrangements among the many interests that have a stake in such places. Examples of heritage areas include: the Blackstone River Valley National Heritage Corridor in Massachusetts and Rhode Island--birthplace of America's industrial heritage; the Amish farming community of

Lancaster County, Pennsylvania; and Tracks Across Wyoming--the string of communities along the Union Pacific Railroad in southern Wyoming, united by their railroad heritage.

I envision a program for heritage areas which involves federal funding for feasibility studies, management plans, and activities such as interpretation. Such a program would designate heritage areas that have nationally important resources and nationally important stories to tell, and that have strong local support. This program would not involve massive federal spending; it would not detract from current Park Service programs; and--because selection would be based on criteria of national importance--it would not be a repository for pork-barrel projects. Rather, a heritage areas program would build on the strengths of the Park Service's current programs and give added weight to heritage planning.

Heritage areas offer tremendous potential for encouraging an awareness of history at the grassroots level, building local commitment for preservation, stimulating the use and protection of natural and cultural resources, offering recreation opportunities, and encouraging local investment. They combine the goals of long-term protection and economic development--sustainable and locally driven. We have seen remarkable synergy as these forces combine at the local level. Along the Augusta Canal heritage area in Georgia, private investors have funded efforts to build a replica of the historic "Petersburg boat" indigenous to the region, which

was recently launched at a canal festival. And in the Delaware and Lehigh Canal National Heritage Corridor, the Smith-Binney Corporation is spearheading the effort to create a national canal museum.

The heritage area concept has captured the imagination of national and local organizations alike. This past February, the National Trust and the Countryside Institute sponsored a meeting of over 60 people interested in heritage areas, and out of that meeting was created the National Coalition for Heritage Areas. Since that meeting, we have identified nearly 100 heritage areas--places with grassroots organizations committed to protecting their special regional resources and sense of place. Most of these have joined the Coalition. The Coalition is now sponsoring a membership drive, organizing a national conference, and publishing a newsletter, and it recently co-sponsored a workshop on heritage areas in Morgantown, West Virginia, which more than 160 people attended. The coalition is also monitoring the National Park Service's effort to draft generic heritage areas legislation.

In conclusion, Mr. Chairman, let me say that the National Trust and the Countryside Institute support the concept of heritage areas as a viable way to preserve the nation's natural and cultural resources. We are eager to work with you and the committee on any specific legislative proposals made toward this worthwhile goal.

Mr. VENTO. Thank you, Dr. Jordan, for your offer of help and assistance—you can see I need it—and your testimony with regard to this matter.

We are pleased to welcome the last witness, Bruce Craig.

I had received your testimony, Bruce, and appreciate your efforts. It has been made part of the record, so you can summarize it or hit the high points.

STATEMENT OF BRUCE CRAIG

Mr. CRAIG. Thank you, Mr. Chairman.

I am pleased to appear before the committee today to submit our views on two bills, H.R. 2843, the Wheeling bill, and also the first of the Great Falls bills. We only received a copy of the second version of it this morning, and it would be best probably for us to withhold comment on that.

As you know, Mr. Chairman, for several years now the National Park Service has entertained various proposals seeking to establish a formalized National Heritage Area program, and certainly, as the Wheeling bill demonstrates, they are lots of areas that qualify for designation as a National Heritage Area.

I am intrigued by Dr. Kemp's total of 96 sites that can claim to be the birthplace of America's industrial heritage. Certainly, as my fellow West Virginians have demonstrated on the previous panel, within the greater Wheeling, West Virginia, area there are numerous cultural and natural resources that provide an excellent opportunity to interpret aspects of American history.

MPCA is supportive of the objectives of the Wheeling bill. However, we do feel there are several central questions that this committee should look at before advancing this legislation or any other heritage area proposal. They are: One, what are the appropriate duties of the Federal Government in funding and administering a National Heritage Area? Two, is the Federal interest best advanced through the establishment of a nonprofit corporation or through the establishment of a commission? And, three—which is the all important question—how should Congress deal with other local heritage area initiatives?

My written testimony addresses each of these questions. What I would like to do is just briefly summarize and then actually focus comments largely on the third all-important issue.

Certainly this legislation seeks to have the Federal Government fund virtually all aspects including planning, technical assistance, capital improvement, even to assist in the operational responsibilities of the plan that is described in section 3 of the legislation.

In this era of fiscal austerity, though, this provision is simply not fiscally responsible. What is needed here is a partnership, and to that extent we have some technical recommendations in terms of limiting grants and technical assistance to 80 percent of the cost for studies and limiting Federal contribution to 50 percent of the operating costs of the corporation and some other more technical type of recommendations.

I might note that the recommendations that we have included in our testimony are consistent with many aspects of the latest version of the National Heritage Area proposal that is being discussed within the realm of the National Park Service.

The second issue which focuses on the Federal interest being best served through the establishment of a nonprofit corporation or a heritage commission is also a technical issue. Our concern is not so much with the name but, rather, with the administrative framework for the management entity and also with the power that is accorded to this entity.

While in this instance at least, the Secretary of the Interior has virtually no control over the administration or expenditure of funds, there is no guarantee that the Federal interest will be adequately represented on the corporate board. We therefore would recommend this board be amended to include historians and historic preservationists, people who possess professional expertise in the area of industrial, social, and economic history or historic preservation.

Now on to the third and all-important final issue: How should Congress deal with other heritage area proposals as they come before you? Now while Wheeling has merits as a National Heritage Area, what about those numerous other potential heritage areas that may be submitted to Congress for review? There are many such areas, and we need to have a national approach for dealing with them.

Now though the National Park Service reportedly is very eager to advance generic legislation creating a national heritage program, the need for such a program has yet to be fully assessed or documented. MPCA believes that no generic heritage area legislation should be advanced until the need for such a program has been fully explored, fully documented, and, most importantly, a funding mechanism established for this program.

At this stage, it is not even clear to us that the National Park Service is the best entity to administer and fund such a national program which has economic development as one of its primary, if not, in the words of some of the people you have heard testify today, the major objective.

I might note, Mr. Chairman, that the National Park Service oftentimes comes before this committee to testify in opposition to a particular piece of legislation because there is no feasibility, suitability study that has been done.

On the other hand, you are shortly going to be asked to advance legislation for a program that is going to cost the Federal Government anywhere from \$50-\$200 million with no study to back up the actual need for such a program.

In order to provide Congress with guidance on what local heritage initiatives are really worth supporting, first we would recommend you use aspects of Congressman Hinchey's bill, H.R. 2416, which establishes a national partnership heritage area advisory commission. We would recommend that you simply modify the duties that that commission would be charged to do, to conduct a national feasibility, suitability study to assess whether it is appropriate for the National Park Service or other Federal entities, such as the National Trust for Historic Preservation, the Department of Commerce, Housing and Urban Development, the States themselves, or any combination of the same to take the lead in administering such a National Heritage Area program.

Second, we would recommend that the group put together in priority order no less than 15 potential National Heritage Area pilot projects that are worthy of some level of Federal support together with a detailed plan as to how these projects are going to be funded.

And, finally, if the commission sees the necessity, submit to Congress model generic legislation for the establishment and management of the national system of heritage areas.

In terms of the Great Falls Historic District Commission, we commend Representative Klein for his efforts to address the preservation needs of a property that clearly possesses national significance. Paterson certainly provides a prime example of why parks and landmark legislation similar to the proposal that was advanced by the National Heritage Coalition several years ago is needed to protect and enhance the management of threatened National Historic Landmarks.

With some 17 percent of the over 2,030 National Historic Landmarks categorized as threatened or endangered nationwide as of September 30, 1992, a systematic Federal solution is certainly needed.

Mr. Chairman, that concludes my testimony, and I would be glad to answer any of the questions you or other Members may have.
[Prepared statement of Mr. Craig follows.]



National Parks and Conservation Association



**STATEMENT OF
BRUCE CRAIG
NATIONAL PARKS AND CONSERVATION ASSOCIATION**

**BEFORE THE
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS
HOUSE COMMITTEE ON NATURAL RESOURCES**

**ON H.R. 2843 WHEELING NATIONAL HERITAGE AREA AND
H.R. 1104 GREAT FALLS NATIONAL HISTORIC DISTRICT**

NOVEMBER 16, 1993

Mr. Chairman and members of the subcommittee, I am Bruce Craig, Northeast Regional Director for the National Parks and Conservation Association (NPCA), America's only private, nonprofit citizen organization dedicated solely to protecting, preserving and enhancing the U.S. National Park System. The Association has 350,000 members.

On behalf of the Association, I am pleased to appear before the subcommittee to submit our views on two bills: H.R. 2843 which seeks to establish the Wheeling National Heritage Area, and H.R. 1104, legislation that would establish the Great Falls National Historic District Commission.

For several years now the National Park Service has entertained various proposals to establish a formalized National Heritage Area program. The service intends to submit a heritage bill to the Congress in early 1994. Representative Hinchey, who sits on this Committee, has introduced legislation (H.R. 2416) that establishes a generic National Heritage Area Program.

Certainly, as the Wheeling bill demonstrates, there are many areas in the United States that represent aspects of our national character or exhibit qualities of the American experience, and that possess a level of significance that would qualify them for designation as a National Heritage Area. But, since the number of potential heritage areas is unlimited, it behooves the committee to establish a process for selecting a limited number of areas for federal assistance.

Wheeling National Heritage Area:

The greater Wheeling, West Virginia region possesses numerous cultural and natural resources, and provides an excellent opportunity to interpret aspects of American history. In particular,

1776 Massachusetts Avenue, N.W., Washington, D.C. 20036-1904
Telephone (202) 223-NPCA(6722) • Fax (202) 659-0650

Bruce Craig
 November 16, 1993
 Page 2

the region represents heritage themes related to transportation, commerce, industry and Victorian culture. And, based on the current thematic framework, "History and Prehistory in the National Park System," a number of themes are under-represented in the National Park System.

While NPCA is supportive of the objectives of H.R. 2843, we are equally supportive of the National Park Service's continuing role in providing planning and technical assistance to similar areas throughout the United States. In the absence of generic Heritage Area legislation, there are several central questions that this Committee should address before advancing this legislation or any other heritage area proposal. The questions are:

- ◆ What are the appropriate duties of the federal government in funding and administering a National Heritage Area such as Wheeling, West Virginia?
- ◆ Is the federal interest best advanced through the establishment of a non-profit corporation or through the establishment of a commission.
- ◆ How should Congress deal with other local heritage area initiatives?

Let me address each of these questions individually, as they relate to H.R. 2843.

What should be the duties of the federal government in a National Heritage Area?

As currently drafted, this legislation seeks to have the federal government fund virtually all aspects (planning, technical assistance, capital improvement -- even to assist in operational responsibilities -- of the plan described in Section 3 of the legislation). Yet, the legislation grants fiscal control to the corporation established in Section 5 of the bill. In our opinion, this arrangement does not constitute a "partnership."

To create a more equitable partnership, and to protect federal interests, we believe there must be: 1) sharing of fiscal responsibility for project funding; 2) establishment of limits on the expenditure of federal funds, with specific prohibitions for expenditure of federal monies on properties that are not nationally significant; and 3) creation of a board of directors that is composed of individuals representing regional and national, as well as local, interests.

This legislation proposes that the Secretary of the Interior be empowered to plan and execute a regional master interpretive plan; to provide technical assistance in implementing the plan; to provide funds for capital improvements; and to provide initial operating assistance to any number of entities consistent with the plan.

While the first two objectives are consistent with the traditional role of the Secretary of the Interior in providing technical assistance to nonfederal entities, the third and fourth objectives -- providing funds for capital improvements and funds for operational assistance for an indefinite

Bruce Craig
November 15, 1993
Page 3

period of time -- are not consistent with that role. This legislation gives the Secretary carte blanche to spend federal funds on virtually any aspect of implementation. In this era of fiscal austerity this provision is not fiscally responsible.

Consequently, we recommend that H.R. 2843 be amended to: 1) limit grants and technical assistance to 80% of the cost for studies, plans or advance planning; 2) establish a matching formula not to exceed 50% of the total cost of capital improvements associated with a specific preservation project for nationally significant properties that are not federally owned; 3) limit the federal contribution to 50% of the operating costs of the corporation; 4) limit the total authorization for grants and technical assistance to no more than \$10 million, with an expiration of authorities specified in the act set no later than twenty-five years after enactment.

Furthermore, we recommend that language be included in this legislation to insure that federal monies are made available to the corporation only for comprehensive heritage area master planning, comprehensive interpretive planning, and technical assistance grants earmarked for nationally significant resources. In order to ensure a continued federal state partnership, the fiscal responsibilities of federal, state and local entities ideally should be made clear in the legislation or in report language.

Is the federal interest best served through the establishment of a non-profit corporation or a heritage commission?

The most recent draft of the "Heritage Partnership Act of 1993," circulated by the National Park Service, suggests that the most appropriate managerial entity for a National Heritage Area is a Heritage Area Commission. H.R. 2843, however, calls for the establishment of a non-profit "corporation." We believe either a commission or a non-profit corporation could suit the specific needs of the Wheeling heritage area. Our concern is not so much with the name or the administrative framework of the managerial entity, but with the power that is given to the entity.

H.R. 2843 would establish a corporate entity with significant power. While the National Park Service is being asked to fund virtually all aspects of implementation, the Secretary of the Interior has virtually no control over the administration or expenditure of funds. We believe the secretary should be accorded veto authority over recommendations for expenditures that are deemed incompatible with provisions of the approved heritage plan.

Furthermore, it appears that under the current language there is no guarantee that the federal interest will be adequately represented on the corporate board. We recommend that the composition of the Board of Directors be amended to include historians and historic preservationists -- resource experts who can articulate state and national preservation interests. We recommend that at least three members of the corporate board should possess "professional expertise" in the area of industrial, social and economic history or historic preservation, and that such individuals should have no economic interest in the Wheeling community.

Bruce Craig
 November 15, 1993
 Page 4

How should Congress deal with other Heritage Area proposals?

While Wheeling has merits as a national heritage area, what about the numerous other potential heritage areas that may be submitted to Congress for review? I predict there will be many such areas, and we need a national approach for dealing with them.

Though the National Park Service reportedly is eager to advance generic legislation creating a National Heritage Area Program, the need for such program has yet to be fully assessed or documented. NPCA believes that no generic heritage area legislation should be advanced until the need for such a program has been fully explored, documented, and a funding mechanism established. At this stage, it is not even clear to NPCA that the NPS is the best entity to administer and fund such a national program which has economic development as one of its major objectives.

In order to provide guidance to Congress on what local heritage initiatives are worth supporting with federal monies, we recommend that, Section 5 (Duties) of H.R. 2843 be amended to include language similar to Section 4 of Representative Hinchey's bill, H.R. 2416, which authorizes a National Partnership Heritage Areas Advisory Commission. Advisory Commission duties would include:

- (a) conduct a national feasibility-suitability study to assess whether it is appropriate for the National Park Service or other federal entities (i.e the National Trust for Historic Preservation or the Department of Commerce) to take the lead in administering such a National Heritage Area program;
- (b) recommend in priority order no less than 15 potential National Heritage Area pilot projects worthy of some level of federal support together with a detailed plan as to how to fund these projects; and
- (c) submit to Congress model generic legislation for the establishment and management of a national system of heritage areas.

Great Falls Historic District Commission

This legislation seeks to establish the Great Falls Historic District Commission for the preservation and redevelopment of the Great Falls National Historic District in Paterson, New Jersey.

We commend Representative Klein for his efforts to address the preservation needs of a property that clearly possesses national significance.

For a number of years the Great Falls of the Passaic Historic District has been listed as a

Bruce Craig
November 16, 1993
Page 5

"Priority 1" endangered National Historic Landmark (NHL) in the Department of the Interior's Section 8 "Damaged and Threatened National Historic Landmarks" report. Over the years the area has experienced severe damage and physical deterioration resulting from fire and neglect. Clearly, if the nationally significant historic structures are to survive, a planning and preservation plan is needed to outline the most appropriate methods for the stabilization and rehabilitation of the area.

Mr. Chairman, Paterson provides a prime example of why parks and landmark legislation similar to the proposal advanced by the National Heritage Coalition several years ago is needed to protect and enhance the management of threatened NHL's. With some 17% of the over 2,030 National Historic Landmarks categorized as "threatened or endangered" nationwide (as of September 30, 1992) a systematic federal solution is needed.

NPCA believes there is a need for the federal government to take positive action to support the efforts of local communities to preserve their nationally significant historic resources. In the absence of generic parks and landmarks conservation legislation, we support enactment of this bill, provided that no general authorizations proposed in Section 6 of the bill be authorized at this time.

Mr. Chairman, that concludes my testimony. I would be glad to answer any questions you or other members of the subcommittee may have.

Mr. VENTO. Thanks, Mr. Craig, for your testimony.

Dr. Jordan, do you think that in the establishment of such Federal heritage areas or zones—we could add a new economic aspect to it, too—but do you think it is important in designating or directing the Park Service to enter into such a compact or agreement with local or state community that there be inherent in that—I notice you used the words “national importance,” not “national significance,” and I assume that those are carefully crafted—that you really mean something. But it could have landmarks, it could have historic districts, buildings on the Historic Register, and I suppose we could carry that to the recreation side in terms of trail, something, for instance, along the Hudson River—I was visiting with Congressman Hinchey in his district along with staff—and/or other natural and recreational features that become important. I think it really needs to embrace all of those.

But do you think it is important that there be some sort of tangible basis that indicates that there is something there we are tying together in this area, that that is the sort of benchmark we ought to be looking for?

Dr. JORDAN. I think there has to be. I did use the word “importance” rather than “designation.”

Mr. VENTO. No; rather than significant.

Dr. JORDAN. Yes, to broaden the evaluation of what might make that area important.

Mr. VENTO. But there have to be some benchmarks in here.

Dr. JORDAN. There have to be benchmarks.

Mr. VENTO. Yes. In some cases private ownership, and that in itself is enough.

The other thing we had talked about in terms of reviewing this is to recognize that many of these areas are actually dynamic, that they are changing. It is not something set aside. It challenges, I think, many of the problems that we face with historic districts or other areas that are really still going forward. They are an economic entity. They want to grow; they want to prosper. Tourism may be a major aspect—it may not be—in terms of what the property is utilized for.

That is especially, the characteristic in something like such adaptive reuse type of concepts that Dr. Kemp talked about that we all see with varying degrees of success, a rather new concept in terms of the last 14 years or so with regard to historic preservation. I just think there have to be some benchmarks.

Mr. Craig, I don't know if going forward with 15 particular pilot projects—I think we have got a few pilots out there right now.

Mr. CRAIG. I think the National Park Service has a number of pilots right now, but I think what is really important is that, whatever those projects are, if indeed there would be pilot projects, that they stick by it and say that they support these 15 but they oppose these other 50 to 100 projects.

Mr. VENTO. Wouldn't you think it would be a good idea to look at what we have that fits this description already where we don't have a lot of public ownership or where we have joint agreements or compacts or basically cooperative agreements and look and see how they work and what works here and what is necessary?

Mr. CRAIG. That would be consistent with what needs to be done.

Mr. VENTO. Rather than try to set up something, let's look at how these mechanisms works to date. Do you need commissions? Do you need advisory committees? What do you need? What about the role of local and State government? As an example, we could sign an agreement with the Historic Trust to do this.

Right now, Mr. Jordan, you don't have that option, do you? I mean we are actually talking about doing something here with some entity. We set up the trust for this purpose. You receive the overall administrative funding, but that is the end of it. Should we go out and reinvent ten more of you specific to a local community?

Dr. JORDAN. I would hope not.

Mr. VENTO. Well, I mean that is what is happening with corporations, commissions, whatever we are calling them. We need a standard format. I think you do some unique things that are very important in terms of leveraging dollars.

I think, Dr. Jordan, we are really concerned about the criteria we use. For instance, most of these structures don't speak to the involvement of professionals, whether it be historians, geographers, biologists, being involved in this. I note that Mr. Craig had commented that that was important in his testimony. Do you feel that is important?

Dr. JORDAN. I feel that is important as well.

Mr. VENTO. When we start talking about the Park Service, do we really need to reference that with regard to the Park Service from the national side and then have the States relied upon? Shouldn't they be looking to the State historic preservation offices?

It is obvious in this particular case, with Dr. Kemp's involvement, and the State historic preservation offices, both with regard to Wheeling and with regard to New Jersey, have been involved with this. But that should actually be part of the framework of what is set up here so you don't have something going on that is not consistent with the SHPO in the State. Would you agree with that?

Dr. JORDAN. I think there should be partnerships at all levels, from the Federal to the State to the local, and I would go a step further and indicate that that should be not only public partnerships but private partnerships as part of that.

Mr. VENTO. What type of a national commitment do you think of? Dr. Kemp talked about 90-some areas with regard to industrial heritage, and he isn't really dealing with some of the other issues that might qualify.

For instance, some years ago, before I served in Congress, someone suggested we ought to take over Niagara Falls. I don't know if the State wants to still give it up, but at least my colleague from up there, John LaFalce, said we ought to explore doing something in terms of Park designation there.

But it shows you that there are natural features and other areas that have a certain enthusiasm to be a part of or associated with the Park Service, and I take it by this they mean more than simply the technical relationship, the affiliated relationship, which is really not any type of a funding relationship, just using technical assistance.

I envision there would be many areas such as this that would like to fall into this particular category. So what type of threshold

test do you think we should use in order to designate or to direct the Park Service to come to some sort of a compact?

Dr. JORDAN. I don't have the answer to that. I wish I did. But I think we can bring together the expertise to really explore the issue of where the benchmark should be, and Dr. Kemp has 96 areas. The Trust did a study that identified almost 100 heritage areas.

Mr. VENTO. Of industrial—

Dr. JORDAN. No, they are not all industrial.

Mr. VENTO. Okay, well it is helpful, to give us a frame of reference of what we are trying to face. The problem is, it is fine to deal with Wheeling, it is fine to deal with New Jersey, but I am going to have 90 more of these on the heels of it, and I think that we had better do best.

The funding issues, I raised are with regard to relationships of such sources of funding as the Historic Preservation Fund, which is your principal source of funding for your administrative structure and perhaps for other initiatives that you are trying to advance. This year I had to find a way to authorize certain activities under the auspices of it to satisfy some of my friends in Massachusetts, and at least they were authorized. I mean at least they are issues where there are landmarks and so forth.

But what should be the relationship between it and the Historic Preservation Fund and/or the Land and Water Conservation Fund? Do these areas qualify, in essence, as units of the National Park System?

Part of the driving force behind much of this is the fact that there has not been appropriate funding from these other sources, although that by itself may not be enough to have completely answered the questions here.

Mr. CRAIG. That is the fundamental problem, the lack of funding that has been going into these types of projects through the Historic Preservation Fund. If we had a Historic Preservation Fund that was truly funded to the levels of what the needs actually are there by the States, we probably wouldn't be confronted with the numbers of legislative initiatives such as the New Jersey one, Great Falls. This is a pretty good example of those that feel that they have tried to work through the system as it is set up and they are not getting the funding for it.

Mr. VENTO. I think the real problem is, even after we go through the process here, things change in the future in terms of mortality, that there would be the hope of funding but there wouldn't be the assurance of it.

I can look at any number of units of the Park System such as Gateway and others that have not received the type of funding that they need for other than life-safety type of investments, so they have been sitting there for 20-plus years without much change. You have got bathhouses and other facilities that are of great importance to literally millions of people that live on the doorsteps of these areas and real problems with various parts of that particular park.

I am sure most of you could think of another half a dozen that fall into the same category and are not receiving funding. So designation is not a panacea to this.

Gentlemen, I have kept you a long time, but I think it has been a very useful hearing for more than just the discussion of the two bills before us but the general topic. We are trying to resolve this, trying to put some sort of policy path in place that will address this matter, and we look to your testimony and your assistance and that of your organizations to help us in terms of doing it.

It is clear that we have dropped behind the curve in terms of dealing with many of these issues, much to the chagrin of the Park Service and others that are left with these sort of single-purpose appropriations or authorizations and a mechanism that simply does not work and/or compromises the basic mission that is envisioned for this important agency. Thank you for your testimony.

The meeting stands adjourned.

[Whereupon, at 1:34 p.m., the subcommittee was adjourned.]



ISBN 0-16-044377-6



90000

9 780160 443770