

# ESTABLISHMENT OF MISCELLANEOUS HERITAGE AREAS

---

## HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS,  
FORESTS AND PUBLIC LANDS

OF THE

COMMITTEE ON  
NATURAL RESOURCES  
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

SECOND SESSION

ON

**H.R. 2949**

A BILL TO ESTABLISH THE AUGUSTA CANAL NATIONAL HERITAGE  
CORRIDOR IN THE STATE OF GEORGIA, AND FOR OTHER PURPOSES

**H.R. 1685**

A BILL TO ESTABLISH IN THE DEPARTMENT OF THE INTERIOR THE  
ESSEX HERITAGE DISTRICT COMMISSION, AND FOR OTHER PURPOSES

**H.R. 3144**

A BILL TO AUTHORIZE FUNDING WITHIN THE DEPARTMENT OF THE  
INTERIOR TO IMPLEMENT THE PLAN OF THE STEEL INDUSTRY HER-  
ITAGE PROJECT, AND FOR OTHER PURPOSES

**H.R. 3988**

A BILL TO PROVIDE FOR THE PRESERVATION AND INTERPRETATION  
OF CERTAIN LANDS AND STRUCTURES RELATING TO THE COAL MIN-  
ING HERITAGE OF THE STATE OF WEST VIRGINIA AND THE NATION,  
AND FOR OTHER PURPOSES

**H.R. 4607**

A BILL TO ESTABLISH THE VANCOUVER NATIONAL HERITAGE AREA,  
AND FOR OTHER PURPOSES

---

JUNE 28, 1994—WASHINGTON, DC

---

**Serial No. 103-107**

---

Printed for the use of the Committee on Natural Resources

---

U.S. GOVERNMENT PRINTING OFFICE

87-194

WASHINGTON : 1995

## 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. FALEOMAVAEGA,  
American Samoa  
TIM JOHNSON, South Dakota  
LARRY LAROCO, 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  
HOWARD L. BERMAN, 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 LAROCO, 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*  
JAMES BRADLEY, *Professional Staff Member*  
CHARLENE SEAMENS, *Clerk*  
KURT CHRISTENSEN, *Republican Consultant on Public Lands*

# CONTENTS

	Page
Hearing held: June 28, 1994 .....	1
Text of bills:	
H.R. 2949 .....	3
H.R. 1685 .....	7
H.R. 3144 .....	24
H.R. 3988 .....	29
H.R. 4607 .....	35
Member statements:	
Hon. Bruce F. Vento, a U.S. Representative from Minnesota, and chair- man, Subcommittee on National Parks, Forests and Public Lands .....	1
Hon. James V. Hansen, a U.S. Representative from Utah .....	66
Hon. Jay Dickey, a U.S. Representative from Arkansas .....	69
Hon. William J. Coyne, a U.S. Representative from Pennsylvania .....	57
Western Pennsylvania and the Second Industrial Revolution .....	60
Hon. Jolene Unsoeld, a U.S. Representative from Washington .....	70
Prepared statement of Mrs. Unsoeld .....	71
News articles submitted for the record by Mrs. Unsoeld .....	87
Hon. Peter G. Torkildsen, a U.S. Representative from Massachusetts .....	74
Prepared statement of Mr. Torkildsen .....	76
Prepared statement of Hon. Martin T. Meehan, a U.S. Representative from Massachusetts .....	80
Background on the Essex Heritage District .....	82
Hon. Don Johnson, a U.S. Representative from Georgia .....	91
Hon. Edward M. Kennedy, a U.S. Senator from Massachusetts .....	93
Hon. Nick J. Rahall II, a U.S. Representative from West Virginia .....	148
Witness statements on H.R. 1865:	
Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior, accompanied by Steve Kesselman, superintendent, Salem Maritime National Historic Site, and Sam Stokes, chief of Rivers and Trails, Conservation Assistant Branch .....	96
Prepared statement of Mr. Galvin .....	99
Panel consisting of:	
Thomas M. Leonard, chairman, Essex Heritage Ad Hoc Commission .....	111
Prepared statement of Hon. Neil J. Harrington, mayor, city of Salem .....	114
Prepared statement of Mr. Leonard .....	118
Essex Heritage Ad Hoc Commission membership list .....	128
Annie C. Harris, executive director, The Salem Partnership .....	129
Prepared statement of Ms. Harris .....	132
Thomas Costin, former mayor of Lynn, MA, and member, Essex Heritage Ad Hoc Committee .....	140
Prepared statement of Mr. Costin .....	142
Witness statements on H.R. 3988:	
Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior .....	150
Prepared statement of Mr. Galvin .....	152
Panel consisting of:	
William M. Drennen, Jr., West Virginia State historic preservation officer .....	157
Prepared statement of Mr. Drennen .....	161
C. Stuart McGehee, director, Eastern Regional Archives, Bluefield, WV .....	165

# IV

Witness statements on H.R. 2949:	
Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior .....	Page 173
Prepared statement of Mr. Galvin .....	175
Panel consisting of:	
Thomas Heard Robertson, chairman, Augusta Canal Authority .....	180
Prepared statement of Mr. Robertson .....	183
RTCA project update (April 1994) .....	187
Jonathan S. Lane, Lane, Frenchman and Associates, Boston, MA .....	188
Prepared statement of Mr. Lane .....	191
Witness statements on H.R. 3144:	
Denis P. Galvin, Associate Director, Planning and Development, National Park Service, Department of the Interior .....	201
Prepared statement of Mr. Galvin .....	203
Panel consisting of:	
August R. Carlino, executive director, Steel Industry Heritage Corp ..	210
Paper titled, "Conserving the Heritage of Industrial Communities: The Compromising Issue of Integrity" .....	212
Jo H. DeBolt, executive director, Mon Valley Initiative .....	226
Prepared statement of Ms. DeBolt .....	230
Witness statement on H.R. 4607:	
Hon. Bruce Hagensen, mayor, city of Vancouver, WA .....	237
Views of H.A. Dengerink, Ph.D., chair, Vancouver Historic Study Commission .....	238
Prepared statement of Mr. Hagensen .....	242

## APPENDIX

JUNE 28, 1994

Additional materials for the hearing record from:	
Hon. Nick J. Rahall II: Letter to Hon. Sidney R. Yates, chairman, Subcommittee on Interior, Committee on Appropriations, from Bonnie R. Cohen, Assistant Secretary, Policy, Management and Budget, Department of the Interior, dated December 7, 1993, re "A Coal Mining Heritage Study: Southern West Virginia" prepared by the National Park Service .....	249
Hon. Bruce F. Vento: Letter to Hon. George Miller, chairman, Committee on Natural Resources, from Donald Barry, Acting Assistant Secretary for Fish and Wildlife and Parks, Department of the Interior, dated August 10, 1994, with comments on H.R. 4607 .....	251
Augusta Canal Authority: Summary of Compact for the Augusta Canal National Heritage Area (June 1994) .....	254
Miller, Zell, Governor of Georgia: Letter of August 23, 1993, to Bruce Babbitt, Secretary of the Interior .....	258



# ESTABLISHMENT OF MISCELLANEOUS HERITAGE AREAS

TUESDAY, JUNE 28, 1994

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 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 will come to order.

We are meeting today to hear five bills that are related in that they seek to establish heritage areas in different States.

As the staff and members recall, the committee has reported to the House legislation providing for an American Heritage Areas Partnership Program, H.R. 3707, which would establish the criteria. And, obviously, I think it also puts in place a template in which we can measure or judge other proposals that are now coming before us.

However, it is not a law. It has only passed the committee. And even that has a long way to go before it is enacted. Nevertheless, it does provide us with at least some reference point for discussions between the minority and majority, and we have had a lot of input from the administration, for which I am grateful.

And today, of course, we have many local groups that have already begun working to complete studies and nominations pending the enactment of some generic legislation, if indeed we have not already anticipated that. Some have been under way for a long time, and further delay would endanger the resources contained in proposed areas and disrupt the coalitions formed to assist these projects. So we have to try to make adjustments, obviously, between that overall policy which we are trying to use as a reference point and these measures that have been under study sometimes for 5 and 6 years.

We have five such proposals today: H.R. 2949, to establish the Augusta Canal National Heritage Corridor, introduced by Congressman Don Johnson; H.R. 1685, to establish in the Department of the Interior the Essex Heritage District Commission, introduced by Peter Torkildsen and others; H.R. 3144, to provide for the Steel Industry Heritage projects, introduced by Congressman Coyne and others; H.R. 3988, to establish the Coal Mining Heritage Act, intro-

duced by Congressman Rahall and others; and, finally, the Vancouver National Heritage Area, a project that Congresswoman Jolene Unsoeld is sponsoring.

[Texts of the bills follow:]

103<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# H. R. 2949

To establish the Augusta Canal National Heritage Corridor in the State of Georgia, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

AUGUST 6, 1993

Mr. JOHNSON of Georgia introduced the following bill; which was referred to the Committee on Natural Resources

---

## A BILL

To establish the Augusta Canal National Heritage Corridor in the State of Georgia, 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. FINDINGS.**

4 Congress finds that:

5 (1) The Augusta Canal National Historic Land-  
6 mark in the State of Georgia, listed on the National  
7 Register of Historic Places, is one of the last un-  
8 spoiled and undeveloped areas in the State of Geor-  
9 gia and has remained largely intact, including excel-  
10 lent water quality, beautiful rural landscapes,

1 architecturally significant mill structures and mill  
2 villages, and large acreage of parks and other per-  
3 manent open space.

4 (2) The beautiful rural landscapes, scenic vistas  
5 and excellent water quality of the Augusta Canal  
6 contain significant undeveloped recreational opportu-  
7 nities for people throughout the United States.

8 (3) The existing mill sites and other structures  
9 throughout the Augusta Canal were instrumental in  
10 the development of the cotton textile industry in the  
11 south.

12 (4) Several significant sites associated with Na-  
13 tive Americans, the American Revolution, and Afri-  
14 can Americans are located within the area.

15 (5) Many local, regional and State agencies,  
16 businesses, and private citizens have expressed an  
17 overwhelming desire to combine forces to work coop-  
18 eratively to preserve and enhance resources region-  
19 wide and better plan for the future.

20 **SEC. 2. PURPOSE.**

21 It is the purpose of this Act to provide a management  
22 framework to assist the State of Georgia, its units of local  
23 and regional government, and citizens in the development  
24 and implementation of integrated cultural, historical, and  
25 recreational land resource management programs in order

1 to retain, enhance, and interpret the significant features  
2 of the lands, water, and structures of the Augusta Canal  
3 in the State of Georgia.

4 **SEC. 3. ESTABLISHMENT OF AUGUSTA CANAL NATIONAL**  
5 **HERITAGE CORRIDOR; PURPOSE.**

6 There is hereby established in the State of Georgia  
7 the Augusta Canal National Heritage Corridor (hereafter  
8 in this Act referred to as the "Corridor"). The Corridor  
9 shall consist of that area in the State of Georgia known  
10 as the Augusta Canal, as generally depicted on the map  
11 entitled "The Augusta Canal Master Plan" and dated  
12 March 5, 1993, which shall be on file and available for  
13 public inspection in the Office of the Director of the Na-  
14 tional Park Service.

15 **SEC. 4. MANAGEMENT PLAN.**

16 (a) **PREPARATION OF PLAN.**—Within 1 year after the  
17 date of enactment of this Act, the Augusta Canal Author-  
18 ity shall submit a management plan to the Secretary of  
19 the Interior (hereafter in this Act referred to as the "Sec-  
20 retary") for his review and concurrence. The Plan shall  
21 be based on existing Federal, State, and local plans, and  
22 shall coordinate those plans and present an integrated  
23 plan for the protection, enhancement and interpretation  
24 of the Corridor's cultural, natural, scenic and recreational

1 resources. The Secretary is authorized to provide technical  
2 assistance in the preparation of the Plan.

3 (b) IMPLEMENTATION.—Upon concurrence with the  
4 Plan, the Secretary is authorized to enter into cooperative  
5 agreements with the State of Georgia, the Augusta Canal  
6 Authority or other political subdivisions thereof, or with  
7 any person or organization to provide technical assistance  
8 in the protection, enhancement and interpretation of the  
9 resources identified in the Plan.

10 **SEC. 5. DUTIES OF OTHER FEDERAL ENTITIES.**

11 Any Federal entity conducting or supporting activi-  
12 ties directly affecting the Corridor shall—

13 (1) consult with the Secretary and the Augusta  
14 Canal Authority with respect to such activities;

15 (2) cooperate with the Secretary and the Au-  
16 gusta Canal Authority with respect to such activities  
17 and, to the maximum extent practicable, coordinate  
18 such activities; and

19 (3) to the maximum extent practicable, conduct  
20 or support such activities in a manner which the  
21 Secretary and Augusta Canal Authority determines  
22 will not have an adverse effect on the Corridor.

103D CONGRESS  
1ST SESSION

# H. R. 1685

To establish in the Department of the Interior the Essex Heritage District Commission, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

APRIL 2, 1993

Mr. TORKILDSEN (for himself and Mr. MEEHAN) introduced the following bill; which was referred to the Committee on Natural Resources

---

## A BILL

To establish in the Department of the Interior the Essex Heritage District Commission, 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. FINDINGS AND PURPOSE.**

4 (a) FINDINGS.—The Congress finds that—

5 (1) Essex County, Massachusetts was host to a  
6 series of historic events that profoundly influenced  
7 the course of the early settlement of the United  
8 States of America, its emergence as a maritime  
9 power and its subsequent industrial development;



1           (2) Essex County's North Shore and Merrimack  
2 River valley contain many sites and buildings associ-  
3 ated with the establishment of the maritime trade in  
4 the United States of America, more examples of na-  
5 tionally significant first-period architecture than any  
6 place else in the Nation, significant Federal period  
7 architecture, the site of the witchcraft trials of 1692,  
8 and the establishment of the textile and leather in-  
9 dustries in and around the cities of Peabody, Bev-  
10 erly, Lawrence and Haverhill;

11           (3) Salem, Massachusetts has an uncommonly  
12 rich heritage as one of the earliest landing sites of  
13 the English colonists, the first major world harbor  
14 for the United States of America, and a thriving hub  
15 of American industries;

16           (4) the Salem Maritime Historic Site contains  
17 nationally significant resources that explain how this  
18 Nation was settled, its evolution into a maritime  
19 power, and its development as a major industrial  
20 force, and the story told at Salem National Historic  
21 Site would be greatly enhanced through the interpre-  
22 tation of significant theme related resources  
23 throughout Essex County;

24           (5) partnerships between the private and public  
25 sectors have been created and additional partner-

1 ships will be encouraged to preserve the rich cultural  
2 heritage of the region, which will stimulate cultural  
3 awareness and preservation and economic develop-  
4 ment through tourism; and

5 (6) the residents and business community of  
6 the region have formed the Essex Heritage Ad Hoc  
7 Commission for the preservation, interpretation, pro-  
8 motion, and development of historic, cultural and  
9 natural resources of the area and are investing sig-  
10 nificant private funds and energy to develop a plan  
11 to preserve Essex County's nationally significant re-  
12 sources.

13 (b) PURPOSE.—In furtherance of the findings set  
14 forth in subsection (a), it is the purpose of this Act—

15 (1) to establish the Essex Heritage District and  
16 the Essex Heritage District Commission represent-  
17 ing all concerned levels of government to recognize,  
18 preserve, promote, interpret, and make available for  
19 the benefit of the public the historic, cultural, and  
20 natural resources of the North Shore and lower  
21 Merrimack River valley in Essex County, Massachu-  
22 setts, which encompasses the three primary themes  
23 of and associated with Salem Maritime National  
24 Historic Site, including the histories of early settle-

1       ment, maritime trade, and textile and leather indus-  
2       tries;

3           (2) to implement, as appropriate, Preservation  
4       and Interpretation Alternative 4, Countrywide/All  
5       Themes/Secondary Centers in Lawrence and Haver-  
6       hill, and to implement Management Alternative 3,  
7       Federal Commission contained in the document enti-  
8       tled "The Salem Project: A Study of Alternatives"  
9       dated January 1990, within the boundaries of the  
10      Salem Project, as generally depicted on a map which  
11      is numbered DSC/373/40017A and dated October  
12      1989; and

13           (3) to provide a management framework to as-  
14      sist the Commonwealth of Massachusetts and its  
15      units of local government in the development and  
16      implementation of an integrated cultural, historical,  
17      and land resource management program in order to  
18      retain, enhance, and interpret the significant values  
19      of the lands, waters, and structures located in the  
20      District.

21   **SEC. 2. DEFINITIONS.**

22       For the purposes of the Act—

23           (1) The term "Commission" means the Essex  
24      Heritage District Commission established by section  
25      201.

1 (2) The term "District" means the Essex Her-  
2 itage District established by section 101.

3 (3) The term "Secretary" means the Secretary  
4 of the Interior.

5 **TITLE I—ESSEX HERITAGE**  
6 **DISTRICT**

7 **SEC. 101. DESIGNATION OF DISTRICT.**

8 (a) DESIGNATION.—For the purpose of preserving  
9 and interpreting for the educational and inspirational ben-  
10 efit of present and future generations the unique signifi-  
11 cant contributions to our national heritage of certain his-  
12 toric and cultural lands, natural waterways and structures  
13 within the County of Essex in the Commonwealth of Mas-  
14 sachusetts, there is hereby established the Essex Heritage  
15 District.

16 (b) BOUNDARIES.—The boundaries of the District  
17 shall include those lands generally depicted on a map num-  
18 bered DSC/373/40017A and dated October 1989. The  
19 map shall be on file and available for public inspection  
20 in the office of the Department of the Interior in Washing-  
21 ton, District of Columbia, and the Massachusetts Depart-  
22 ment of Environmental Management.

23 (c) ADMINISTRATION.—The District shall be admin-  
24 istered in accordance with the provisions of this Act.

1       **TITLE II—ESSEX HERITAGE**  
2       **DISTRICT COMMISSION**

3   **SEC. 201. ESTABLISHMENT.**

4       (a) IN GENERAL.—To carry out the purpose of this  
5 Act there is hereby established in the Department of the  
6 Interior the Essex Heritage District Commission. The  
7 Commission shall exercise the responsibilities and authori-  
8 ties conferred on the Commission by this title with respect  
9 to the District. The Commission shall consist of 33 mem-  
10 bers (including ex officio members), appointed by the Sec-  
11 retary, as follows:

12           (1) Four members appointed from rec-  
13 ommendations submitted by the Governor of Massa-  
14 chusetts of which one shall represent the interests of  
15 the Massachusetts Historical Commission, one shall  
16 represent the Executive Office of Environmental Af-  
17 fairs, one shall represent the Massachusetts Execu-  
18 tive Office of Transportation and Construction/Mas-  
19 sachusetts Highways Department, and one shall rep-  
20 resent the Massachusetts Department of Economic  
21 Affairs.

22           (2) Eleven members representing the local in-  
23 terests of local government, appointed from rec-  
24 ommendations as follows: one each submitted by the  
25 mayors of the cities of Peabody, Salem, Lynn, Law-

1       rence, Haverhill, Newburyport, Beverly and Gloucester,  
2       ter, and three representing the towns of Essex  
3       County submitted by the Essex County Commission.

4           (3) Eight members representing local business,  
5       nonprofit organizations, and other nongovernmental  
6       groups appointed from recommendations submitted  
7       as follows: two shall be appointed from recommendations  
8       by the Salem Partnership, one each from the  
9       recommendations of the Lynn Partnership, the Haverhill  
10      Partnership, the Gloucester Chamber of Commerce  
11      (until such time as the Gloucester Partnership  
12      is incorporated), the Lawrence Chamber of Commerce,  
13      one from the North Shore Chamber of Commerce,  
14      one from the Society for the Preservation  
15      of New England Antiquities.

16          (4) Three members representing nonprofit organizations  
17      with significant interests and resources located in the District  
18      of which one shall be recommended by the Peabody and Essex  
19      Museum to represent the interests of major museums, one shall  
20      be recommended by the Essex County Greenbelt Association  
21      to represent the interests of the natural resources of the District,  
22      and one shall be recommended by the President of Salem State  
23      College

1 to represent the interests of institutions of higher  
2 education.

3 (5) The Director of the National Park Service,  
4 ex officio, or the delegate of the Director, the super-  
5 intendent of the Salem Maritime Historic Site, ex  
6 officio, or the delegate of the superintendent, and  
7 the superintendent of the Saugus Ironworks Na-  
8 tional Historic Site, ex officio, or the delegate of the  
9 superintendent.

10 (6) Two members recommended by the Rep-  
11 resentative in Congress from the Fifth Congressional  
12 District.

13 (7) Two members recommended by the Rep-  
14 resentative in Congress from the Sixth Congressional  
15 District.

16 (b) TERMS.—The term of appointed members of the  
17 Commission shall be 3 years.

18 (c) CHAIRPERSON.—The Commission shall elect a  
19 chairman or chairwoman from among its members. The  
20 term of the chairperson shall be 2 years.

21 (d) VACANCY.—Any member of the Commission ap-  
22 pointed for a definite term may serve after the expiration  
23 of his term until his successor is appointed. Any vacancy  
24 in the Commission shall be filled in the same manner in  
25 which the original appointment was made. Any member



1 appointed to fill a vacancy shall serve for the remainder  
2 of the term for which the member's predecessor was ap-  
3 pointed.

4 (e) QUORUM.—A simple majority of Commission  
5 members shall constitute a quorum.

6 (f) MEETINGS.—The Commission shall meet at least  
7 quarterly or at the call of the chairman or a majority of  
8 its members.

9 (g) COMPENSATION.—Members of the Commission  
10 shall serve without compensation as such. Members shall  
11 be entitled to travel expenses under section 5703, title 5,  
12 United States Code, when engaged in Commission busi-  
13 ness, including per diem in lieu of subsistence in the same  
14 manner as persons employed intermittently.

15 **SEC. 202. STAFF OF THE COMMISSION.**

16 (a) STAFF.—(1) The Commission shall have the  
17 power to appoint and fix the compensation of such staff  
18 as may be necessary to carry out its duties.

19 (2) Staff appointed by the Commission—

20 (A) shall be appointed subject to the provisions  
21 of title 5, United States Code, governing appoint-  
22 ments in the competitive services; and

23 (B) shall be paid in accordance with the provi-  
24 sions of chapter 53 of such title relating to classi-  
25 fication and General Schedule pay rates.

1 (b) EXPERTS AND CONSULTANTS.—Subject to such  
2 rules as may be adopted by the Commission, the Commis-  
3 sion may procure services of experts and consultants to  
4 the same extent as is authorized by section 3109(b) of title  
5 5, United States Code, but at rates determined by the  
6 Commission to be reasonable.

7 (c) STAFF AND OTHER AGENCIES.—(1) Upon re-  
8 quest of the Commission, the head of any Federal agency  
9 may detail, on a reimbursable basis, any of the personnel  
10 of such agency to the Commission to assist the Commis-  
11 sion in carrying out the Commission's duties.

12 (2) The Commission may accept the services of per-  
13 sonnel detailed from the Commonwealth of Massachusetts  
14 (and any political subdivision thereof) and may reimburse  
15 the commonwealth or political subdivision for those serv-  
16 ices.

17 (d) ADMINISTRATIVE SUPPORT.—The Administrator  
18 of the General Services Administration shall provide such  
19 administrative support services as the Commission may re-  
20 quest, on a reimbursable basis.

21 **SEC. 203. POWERS OF THE COMMISSION.**

22 (a) IN GENERAL.—The Commission may for the pur-  
23 pose of carrying out this title hold such hearings, sit and  
24 act at such times and places, take such testimony, and

1 receive such evidence, as the Commission may deem advis-  
2 able.

3 (b) BYLAWS.—The Commission may make such by-  
4 laws, rules and regulations, consistent with this Act, as  
5 it considers necessary to carry out its functions under this  
6 title.

7 (c) DELEGATION.—When so authorized by the Com-  
8 mission, any member or agent of the Commission may  
9 take any action which the Commission is authorized to  
10 take by the section.

11 (d) TECHNICAL ADVISORY GROUPS.—The Commis-  
12 sion may establish and appoint one or more technical advi-  
13 sory groups and subcommittees to provide technical advice  
14 in financing, historic preservation, natural resource pres-  
15 ervation, recreation, tourism, and intergovernmental co-  
16 ordination.

17 (e) GIFTS.—Notwithstanding any other provision of  
18 law, the Commission may seek and accept, and dispose  
19 of donations of funds, property, or services from individ-  
20 uals, foundations, corporations, and other private entities  
21 and from public entities, for the purpose of carrying out  
22 its duties.

23 (f) FUNDS FROM OTHER SOURCES.—The Commis-  
24 sion may use its funds to obtain money from any source  
25 under any program or law requiring the recipient of such

1 money to make a contribution in order to receive such  
2 money.

3 (g) MAIL.—The Commission may use the United  
4 States mails in the same manner and upon the same con-  
5 ditions as other departments and agencies of the United  
6 States.

7 (h) OBTAINING PROPERTY, FACILITIES AND SERV-  
8 ICES.—The Commission may obtain by purchase, rental,  
9 donation or otherwise, such property, facilities, and serv-  
10 ices as may be needed to carry out its duties. The Commis-  
11 sion may acquire real property, or interests in real prop-  
12 erty, in the District by gift, by rental or by purchase from  
13 a willing seller with money which was given, bequeathed  
14 or appropriated to the Commission on the condition that  
15 such money would be used to purchase real property, or  
16 interests in real property in the District.

17 (i) ADVISORY GROUPS.—The Commission may estab-  
18 lish such advisory groups as the Commission deems nec-  
19 essary to ensure open communication with, and assistance  
20 from, the Commonwealth of Massachusetts, political sub-  
21 divisions of the Commonwealth of Massachusetts, and in-  
22 terested persons.

23 (j) COOPERATIVE AGREEMENTS.—The Commission  
24 may enter into cooperative agreements with the Secretary,

1 the State of Massachusetts, with any political subdivision  
2 of the State or with any person.

3 **SEC. 204. FUNCTIONS OF THE COMMISSION.**

4 (a) IN GENERAL.—The Commission is authorized  
5 to—

6 (1) coordinate activities of and establish cooper-  
7 ative agreements with Federal, State, and local gov-  
8 ernments and private businesses and organizations  
9 in order to further historic preservation, cultural  
10 conservation, natural area protection and compatible  
11 revitalization;

12 (2) establish guidelines and standards for  
13 projects and prepare programs and exhibits, consist-  
14 ent with standards established by the National Park  
15 Service for preservation of historic properties includ-  
16 ing interpretive methods, that will further the rec-  
17 ognition, preservation, promotion, interpretation and  
18 economic revitalization of the historic and natural  
19 resources in the District;

20 (3) provide advice and assistance in preparation  
21 of loan or grant applications to the Commission and  
22 applications for loan or grants from the Federal or  
23 non-Federal sources in furtherance of the purposes  
24 of this title;

1           (4) make loans and grants, from funds appro-  
2           priated for that purpose from funds donated or oth-  
3           erwise made available to the Commission, for the  
4           purpose of conserving and protecting sites, buildings,  
5           resources and objects which are included or eligible  
6           for inclusion on the National Register of Historic  
7           Places or for the purposes of providing educational  
8           and cultural programs which encourage appreciation  
9           of the resources of the District; and

10          (5) prepare and implement a study report  
11          which shall incorporate in whole or in part the plan  
12          prepared by the Essex Heritage Ad Hoc Commission  
13          and shall present a unified historic preservation and  
14          interpretive plan for the District. The report shall  
15          include an analysis of the methods and means of  
16          inventorying, preserving, and interpreting the histor-  
17          ical, cultural and natural resources of the District  
18          along with recommendations concerning utilization  
19          of these resources and coordination of activities  
20          within the District.

21          (b) ANNUAL REPORTS.—The Commission shall sub-  
22          mit an annual report to the Secretary setting forth its ex-  
23          penses and income and the entities to which any loans and  
24          grants were made during the year for which the report  
25          is made. The Secretary shall submit an annual report to

1 the Congress describing the loans, grants, and technical  
2 assistance provided under this Act. Such report shall  
3 specify the amount, recipient, and purpose of any loan,  
4 grant, or technical assistance so provided, and shall in-  
5 clude an analysis of the adequacy of actions taken during  
6 the previous year to preserve, protect, and interpret the  
7 significant sites, buildings and objects within the area; as  
8 well as the anticipated funds and personnel to be made  
9 available by the Secretary during the next fiscal year to  
10 implement the provisions of this Act.

11 (c) COST ESTIMATES.—Prior to making any grant or  
12 loan the Commission shall require detailed cost estimates  
13 to be prepared for the project to be funded. Within 1 year  
14 from the date of enactment, the Commission shall submit  
15 to the appropriate committees of the Congress detailed  
16 cost estimates for the projects identified in the action plan  
17 referred to in section 204(a)(5).

18 **SEC. 205. DUTIES OF THE SECRETARY.**

19 (a) IN GENERAL.—To carry out the purposes of this  
20 Act, the Secretary shall assist the Commission in prepar-  
21 ing the study report referred to in section 204(a)(5) and  
22 in implementing its recommendations. The Secretary is  
23 authorized to enter into agreements with the Commission  
24 or with any owner of property with national, historic or  
25 cultural significance within the District for the purpose



1 of facilitating public use and enjoyment of such resources  
2 or to otherwise further the objectives of the Commission.  
3 Such agreements shall provide whenever appropriate  
4 that—

5 (1) the public may have access to such re-  
6 sources at specified, reasonable times for the pur-  
7 pose of viewing the property or the exhibits or at-  
8 tending programs or the other activities as may be  
9 appropriate;

10 (2) the Secretary may make improvements to  
11 such resources as the Commission or the Secretary  
12 deem necessary to enhance the public use and enjoy-  
13 ment, or to render such property usable by the Sec-  
14 retary, the Commission or any person for the pur-  
15 poses established by this Act; and

16 (3) the Secretary may occupy, utilize, acquire  
17 easements or leasehold interests in such resources as  
18 required to implement the programs and purposes of  
19 this Act.

20 (b) TECHNICAL ASSISTANCE.—The Secretary shall  
21 provide, upon request, technical assistance to the Commis-  
22 sion to assist the Commission in the performance of its  
23 powers and functions as authorized under this Act. The  
24 Secretary may provide to any owner of property within  
25 the District, to the Commonwealth of Massachusetts, to

1 the City of Salem and other participating municipalities,  
2 or to any other Federal or State entity, or to any institu-  
3 tion, or to any person such technical assistance as the Sec-  
4 retary considers appropriate to carry out the purposes of  
5 this Act.

6 **SEC. 206. EXPIRATION.**

7 The Commission shall cease to exist 10 years after  
8 the date of enactment of this Act. The Commission shall  
9 assist, if appropriate, in the establishment of a nonprofit  
10 management entity, exempt from income taxes under sec-  
11 tion 501(c)(3) of the Internal Revenue Code of 1986, to  
12 continue as necessary the functions of the Commission and  
13 the management of the District upon the expiration of the  
14 Commission. Any property or funds of the Commission re-  
15 maining upon the expiration of the Commission to this pri-  
16 vate nonprofit organization, or to the United States, as  
17 a State or local government agency, or to any combination  
18 of the foregoing.

19 **SEC. 207. AUTHORIZATION OF APPROPRIATIONS.**

20 There are hereby authorized to be appropriated to the  
21 Commission such funds as may be necessary to carry out  
22 the purposes of this title.

103D CONGRESS  
1ST SESSION

# H. R. 3144

To authorize funding within the Department of the Interior to implement the plan of the Steel Industry Heritage Project, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 28, 1993

Mr. COYNE (for himself, Mr. MURPHY, Mr. SANTORUM, and Mr. KLINK) introduced the following bill; which was referred to the Committee on Natural Resources

---

## A BILL

To authorize funding within the Department of the Interior to implement the plan of the Steel Industry Heritage Project, 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. FINDINGS AND OBJECTIVES.**

4 (a) FINDINGS.—The Congress finds that—

5 (1) the industrial and cultural heritage of  
6 Southwestern Pennsylvania, including the City of  
7 Pittsburgh, and the counties of Allegheny, Beaver,  
8 Fayette, Greene, Washington, and Westmoreland,

1 related directly to steel and steel-related industries,  
2 is nationally significant;

3 (2) these industries include steel making, iron  
4 making, aluminum, specialty metals, glass, coal min-  
5 ing, coke production, machining and foundries,  
6 transportation, and electrical;

7 (3) the industrial and cultural heritage of the  
8 steel and related industries in this region includes  
9 the social history and living cultural traditions of the  
10 region's people;

11 (4) the region's labor movement played a sig-  
12 nificant role in the development of the Nation, in-  
13 cluding the formation of many key unions such as  
14 the Congress of Industrial Organizations (CIO) and  
15 the United Steel Workers of America (USWA), and  
16 crucial struggles to improve wages and working con-  
17 ditions, such as the Rail Strike of 1877, the Home-  
18 stead Strike of 1892 and the Great Steel Strike of  
19 1919; and

20 (5) the Department of the Interior is respon-  
21 sible for protecting the Nation's cultural and historic  
22 resources, and there are significant examples of  
23 these resources, within this six-county region to  
24 merit the involvement of the Federal Government to  
25 develop programs and projects, in cooperation with

## 3

1 the Steel Industry Heritage Task Force, the Com-  
2 monwealth of Pennsylvania, and other local and gov-  
3 ernmental bodies, to adequately conserve, protect,  
4 and interpret this heritage for future generations,  
5 while providing opportunities for education and  
6 revitalization.

7 (b) OBJECTIVES.—The objectives of the Steel Indus-  
8 try Heritage project are—

9 (1) to foster a close working relationship with  
10 all levels of government, the private sector, and the  
11 communities and empower the communities to con-  
12 serve their heritage while continuing to pursue eco-  
13 nomic opportunities;

14 (2) to identify, define, and propose those sites  
15 or areas of national historic significance that should  
16 receive Federal financial assistance, technical assist-  
17 ance, or national designation; and

18 (3) to conserve, interpret, and develop the his-  
19 torical, cultural, natural, and recreational resources  
20 related to the industrial and cultural heritage of the  
21 six-county region of Southwestern Pennsylvania.

22 **SEC. 2. AUTHORIZATION.**

23 (a) IN GENERAL.—The Secretary of the Interior  
24 (hereinafter referred to as the Secretary) shall review and  
25 approve the document prepared pursuant to section

1 104(d) of Public Law 100-698 (102 Stat. 4621) entitled  
2 "Concept Plan; Steel Industry Heritage Project" (herein-  
3 after referred to as the "Concept Plan"), and shall ap-  
4 prove projects consistent with the purpose of this Act.

5 (b) STEEL INDUSTRY HERITAGE TASK FORCE  
6 ROLE.—Consistent with this Act, the Secretary is author-  
7 ized to enter into consultative agreements with the Steel  
8 Industry Heritage Task Force (hereinafter referred to as  
9 the "Task Force") on projects and studies necessary to  
10 fulfill the Concept Plan. The Task Force is authorized to  
11 receive appropriations through the Department of the In-  
12 terior for projects and studies within the region of South-  
13 western Pennsylvania comprising the geographical area  
14 within the counties of Allegheny, Beaver, Fayette, Greene,  
15 Washington, and Westmoreland shown on a boundary map  
16 based on the project criteria established in the Concept  
17 Plan.

18 (c) NATIONAL PARK SERVICE ROLE.—In cooperation  
19 with the Commonwealth of Pennsylvania and the Task  
20 Force, the Secretary shall undertake those plans and stud-  
21 ies, including studies of alternatives, special resources  
22 studies and new area studies, and management action  
23 plans, necessary to determine and identify the appropriate  
24 role of the Federal Government, through the National  
25 Park Service, in conserving and interpreting the history

1 of the region. The Historic American Building Survey/His-  
2 toric American Engineering Record shall conduct those  
3 studies necessary to document the industrial, engineering,  
4 building, and architectural history of the region.

5 **SEC. 3. FUNDING.**

6       There is authorized to be appropriated such sums as  
7 may be necessary to carry out this Act.



103<sup>D</sup> CONGRESS  
2<sup>D</sup> SESSION

# H. R. 3988

To provide for the preservation and interpretation of certain lands and structures relating to the coal mining heritage of the State of West Virginia and the Nation, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

MARCH 9, 1994

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

---

## A BILL

To provide for the preservation and interpretation of certain lands and structures relating to the coal mining heritage of the State of West Virginia and the Nation, 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 "West Virginia National  
5 Coal Heritage Area Act of 1994".

6 **SEC. 2. FINDINGS.**

7 The Congress finds that:

1           (1) Certain events that led to the development  
2       of southern West Virginia's coalfields during the lat-  
3       ter part of the 19th century and the early part of  
4       the current century are of national historic and cul-  
5       tural significance in terms of their contribution to  
6       the industrialization of the United States, the orga-  
7       nization of workers into trade unions and the unique  
8       culture of the Appalachian Region.

9           (2) It is in the national interest to preserve and  
10      protect physical remnants of this era for the edu-  
11      cation and benefit of present and future generations.

12          (3) There is a need to provide assistance for the  
13      preservation and promotion of those vestiges of  
14      southern West Virginia's coal heritage which have  
15      outstanding cultural, historic and architectural  
16      values.

17 **SEC. 3. ESTABLISHMENT.**

18          (a) IN GENERAL.—For the purpose of preserving and  
19      interpreting for the educational and inspirational benefit  
20      of present and future generations certain lands and struc-  
21      tures with unique and significant historical and cultural  
22      values associated with the coal mining heritage of the  
23      State of West Virginia and the Nation there is hereby es-  
24      tablished the West Virginia National Coal Heritage Area  
25      (hereinafter in this Act referred to as the "Area").

1 (b) BOUNDARIES.—The Area shall be comprised of  
2 the counties in the State of West Virginia that are the  
3 subject of the study by the National Park Service, dated  
4 1993, entitled “A Coal Mining Heritage Study: Southern  
5 West Virginia” conducted pursuant to title VI of Public  
6 Law 100-699.

7 (c) ADMINISTRATION.—The Area shall be adminis-  
8 tered in accordance with this Act.

9 **SEC. 4. CONTRACTUAL AGREEMENT.**

10 The Secretary of the Interior (hereinafter referred to  
11 as the “Secretary”) is authorized to enter into a contrac-  
12 tual agreement with the Governor of the State of West  
13 Virginia, acting through the Division of Culture and His-  
14 tory and the Division of Tourism and Parks, pursuant to  
15 which the Secretary shall assist the State of West Virginia  
16 and its units of local government in each of the following:

17 (1) The development and implementation of in-  
18 tegrated cultural, historical and land resource man-  
19 agement policies and programs in order to retain,  
20 enhance and interpret the significant values of the  
21 lands, waters and structures of the Area.

22 (2) The preservation, restoration, maintenance,  
23 operation, interpretation and promotion of buildings,  
24 structures, facilities, sites and points of interest for  
25 public use that possess cultural, historical and archi-

1 tectural values associated with the coal mining herit-  
2 age of the Area.

3 (3) The coordination of activities by Federal,  
4 State and local governments and private businesses  
5 and organizations in order to further historic preser-  
6 vation and compatible economic revitalization.

7 (4) The development of guidelines and stand-  
8 ards for projects, consistent with standards estab-  
9 lished by the National Park Service, for the preser-  
10 vation and restoration of historic properties, includ-  
11 ing interpretive methods, that will further historic  
12 preservation in the region.

13 (5) The acquisition of real property, or interests  
14 in real property, by donation or by purchase, for  
15 public use that possess cultural, historical and archi-  
16 tectural values associated with the coal mining herit-  
17 age of the Area from a willing seller with donated  
18 or appropriated funds.

19 **SEC. 5. ELIGIBLE RESOURCES.**

20 The resources eligible for the assistance under para-  
21 graphs (2) and (5) of section 4 shall include those set  
22 forth in appendix D of the study by the National Park  
23 Service, dated 1993, entitled "A Coal Mining Heritage  
24 Study: Southern West Virginia" conducted pursuant to  
25 title VI of Public Law 100-699. Priority consideration

1 shall be given to those sites listed as "Conservation Prior-  
2 ities" and "Important Historic Resources" as depicted on  
3 the map entitled "Study Area: Historic Resources" in  
4 such study.

5 **SEC. 6. COAL HERITAGE MANAGEMENT PLAN.**

6 (a) **IN GENERAL.**—Pursuant to the contractual  
7 agreement referred to in section 4, within 2 years after  
8 the date of enactment of this Act, the Governor of the  
9 State of West Virginia, acting through the Division of Cul-  
10 ture and History and the Division of Tourism and Parks,  
11 shall submit to the Secretary a Coal Heritage Manage-  
12 ment Plan for the Area. The plan shall at a minimum—

13 (1) set forth the integrated cultural, historical  
14 and land resource management policies and pro-  
15 grams referred to in section 4;

16 (2) describe the guidelines and standards for  
17 projects referred to in section 4; and

18 (3) set forth the responsibilities of the State of  
19 West Virginia, units of local government, non-profit  
20 entities or of the Secretary to administer any prop-  
21 erties acquired pursuant to section 4.

22 (b) **PLAN APPROVAL.**—The Secretary shall approve  
23 the plan submitted under subsection (a) unless he deter-  
24 mines that it would not meet the objectives of this Act.

1 **SEC. 7. AUTHORIZATION OF APPROPRIATIONS.**

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

5 **SEC. 8. DESIGNATION OF MINERS' MARCH TRAIL AS A**  
6 **STUDY TRAIL.**

7       Section 5(c) of the National Trails System Act (16  
8 U.S.C. 1244(c)) is amended by adding at the end the fol-  
9 lowing new paragraph:

10       “(    ) The route from Lens Creek near Marmet to  
11 Blair Mountain in West Virginia traveled by coal miners  
12 dramatizing the need for social justice between August 20,  
13 1921, and September 4, 1921, during what is commonly  
14 known as the Battle of Blair Mountain.”.

103D CONGRESS  
2D SESSION

# H. R. 4607

To establish the Vancouver National Heritage Area, and for other purposes.

---

## IN THE HOUSE OF REPRESENTATIVES

JUNE 21, 1994

Mrs. UNSOELD introduced the following bill; which was referred to the  
Committee on Natural Resources

---

## A BILL

To establish the Vancouver National Heritage Area, 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 "Vancouver National  
5 Heritage Area Partnership Act of 1994".

### 6 SEC. 2. FINDINGS AND PURPOSE.

7 (a) FINDINGS.—The Congress finds the following:

8 (1) The lower Columbia River basin and Van-  
9 couver have been the focal point of a number of im-  
10 portant periods, themes, and events in American his-  
11 tory and pre-history, including native settlements,

1 westward expansion of the British colonies and the  
2 United States from 1763–1898, political and mili-  
3 tary affairs from 1865 to 1939, and military affairs  
4 from 1914–1941.

5 (2) The Columbia River is the central feature  
6 around which the history of the Vancouver National  
7 Heritage Area and the entire Pacific Northwest re-  
8 volves. The heritage area is located on the shores of  
9 the Columbia River 78 miles from the Pacific Ocean.  
10 The Columbia River has been an artery for commu-  
11 nication and trade since prehistoric times.

12 (3) Fort Vancouver National Historic Site, a  
13 unit of the National Park System, was founded in  
14 1825 by the Hudson Bay Company and its develop-  
15 ment from 1825 to 1860 was seminal to Euro-Amer-  
16 ican settlement of the Northwest.

17 (4) The Vancouver Barracks served as the prin-  
18 cipal administrative outpost of the United States  
19 Army in the Pacific Northwest from 1849 until  
20 World War I, served as a command post during the  
21 Native American Wars of the mid to late 19th cen-  
22 tury, and provided major facilities for support of  
23 United States military ventures throughout the Pa-  
24 cific during the Spanish American War and the two  
25 World Wars.



1           (5) Pearson Airfield was the site of significant  
2 events in the history of aviation in the Pacific  
3 Northwest and was particularly prominent during  
4 the interwar period between 1923–1941. Today,  
5 Pearson Airfield continues to be an important home  
6 to historic aircraft and historic aviation.

7           (6) The heritage area contains a number of dis-  
8 covered and unrecovered archaeological sites signifi-  
9 cant to the history of North America and the growth  
10 of the United States.

11           (7) The heritage area is located close to major  
12 metropolitan areas, including Portland, Tacoma, and  
13 Seattle and immediately adjacent to Interstate 5, the  
14 major north-south interstate of the Pacific North-  
15 west.

16           (8) Many Federal, State, and local government  
17 entities, as well as numerous private organizations  
18 and individuals (A) have expressed a desire to join  
19 forces and work together in a cooperative spirit in  
20 order to preserve, interpret, and enhance the cul-  
21 tural, recreational, and educational potential of the  
22 heritage area, and (B) have already demonstrated  
23 their ability to effectively cooperate in the course of  
24 preparing the "Vancouver National Historical Re-

1 serve Feasibility Study and Environmental Assess-  
2 ment", as required by Public Law 101-523.

3 (b) PURPOSE.—It is the purpose of this Act—

4 (1) to preserve, enhance, and interpret the sig-  
5 nificant aspects of the lands, water, structures and  
6 history of the heritage area, and

7 (2) to provide a partnership that will develop  
8 and implement an integrated cultural, historical, rec-  
9 reational, and educational land resource manage-  
10 ment program in order to achieve these purposes.

11 **SEC. 3. DEFINITIONS.**

12 For the purposes of this Act—

13 (1) the term "member agencies" means the en-  
14 tities specified in paragraphs (1) through (4) of sec-  
15 tion 5(b);

16 (2) the term "Partnership" means the Van-  
17 couver National Heritage Area Partnership estab-  
18 lished by section 5;

19 (3) the term "Pearson economic plan" means  
20 the Pearson Airpark economic viability and mitiga-  
21 tion plan required under section 10(8);

22 (4) the term "heritage area" means the Van-  
23 couver National Heritage Area established by section  
24 4;

1           (5) the term “management plan” means the  
2       plan developed and submitted under section 9;

3           (6) the term “Secretary” means the Secretary  
4       of the Interior; and

5           (7) the term “Chairperson” means the Chair-  
6       person of the Partnership as specified in section  
7       5(e).

8       **SEC. 4. VANCOUVER NATIONAL HERITAGE AREA.**

9       (a) ESTABLISHMENT.—There is hereby established  
10     the Vancouver National Heritage Area.

11     (b) AREAS TO BE INCLUDED IN THE HERITAGE  
12     AREA.—The heritage area shall be comprised of approxi-  
13     mately 366 acres of publicly owned land, as generally de-  
14     picted on the map entitled “Vancouver National Historic  
15     Reserve—Proposed Reserve Area”, contained in the report  
16     entitled “Vancouver National Historical Reserve Feasibil-  
17     ity Study and Environmental Assessment” at page 97,  
18     published by the Vancouver Historical Study Commission,  
19     and dated April 1993. The map shall be on file and avail-  
20     able for public inspection in the offices of the Director of  
21     the National Park Service. The heritage area shall include  
22     the following lands and facilities:

- 23           (1) Fort Vancouver National Historic Site.  
24           (2) Vancouver Barracks.  
25           (3) Pearson Airfield and Museum.

1 (4) Officers Row.

2 (5) Old Apple Tree Park.

3 (6) Marine Park.

4 (7) The area of the Columbia River waterfront  
5 identified in such map.

6 (8) The land and easements dedicated to the  
7 city of Vancouver for a waterfront trail within the  
8 Columbia Shores property.

9 (9) A pedestrian-only path between the Marine  
10 Park and the southeastern corner of the heritage  
11 area at Columbia Way.

12 **SEC. 5. VANCOUVER NATIONAL HERITAGE AREA PARTNER-**  
13 **SHIP.**

14 (a) **ESTABLISHMENT.**—There is established the Van-  
15 couver National Heritage Area Partnership. The purpose  
16 of the Partnership shall be to oversee the protection, en-  
17 hancement, and development of the heritage area. The  
18 Partnership shall—

19 (1) be a forum for cooperation and coordination  
20 between the public agencies represented in the herit-  
21 age area;

22 (2) make reasonable efforts to minimize staff-  
23 ing, development, and operational costs to each  
24 member agency;

1           (3) promote the coordinated protection, use and  
2       interpretation of the cultural, recreational, and edu-  
3       cational resources of the heritage area;

4           (4) identify additional opportunities for public  
5       use and enjoyment of the heritage area;

6           (5) develop and implement a management plan  
7       as required in section 9 for the areas specified in  
8       section 4(b); and

9           (6) be formalized by the compact described in  
10      section 8.

11      (b) MEMBERSHIP.—The Partnership shall be com-  
12     prised of five members appointed by the Secretary, in con-  
13     sultation with member agencies, no later than six months  
14     after the date of the enactment of this Act who represent  
15     the interests of the following:

16           (1) The Department of the Interior, National  
17     Park Service.

18           (2) The State of Washington.

19           (3) Department of the Army.

20           (4) City of Vancouver.

21           (5) The general public, selected from the citi-  
22     zenry of the State of Washington, appointed after  
23     consultation with the Governor of the State of  
24     Washington and the Mayor of Vancouver.

1 (c) TERMS OF SERVICE FOR MEMBERS OF THE  
2 PARTNERSHIP.—(1) Members of the Partnership shall be  
3 appointed for terms of three years and may be  
4 reappointed.

5 (2) Any member appointed to fill a vacancy occurring  
6 before the expiration of the term for which the member's  
7 predecessor was appointed shall be appointed only for the  
8 remainder of such term. Any member of the Partnership  
9 appointed for a definite term may serve after the expira-  
10 tion of their term until the member's successor has taken  
11 office.

12 (d) COMPENSATION FOR MEMBERS OF THE PART-  
13 NERSHIP.—Members of the Partnership shall receive no  
14 pay on account of their service on the Partnership, but  
15 while away from their homes or regular places of business  
16 in the performance of services for the Partnership, mem-  
17 bers of the Partnership shall be allowed travel expenses,  
18 including per diem in lieu of subsistence, in the same man-  
19 ner as persons employed intermittently in the Government  
20 service are allowed expenses under section 5703 of title  
21 5, United States Code.

22 (e) CHAIRPERSON.—The Chairperson of the Partner-  
23 ship shall be elected by the members of the Partnership  
24 for a term of two years.

1 (f) QUORUM.—Three members of the Partnership  
2 shall constitute a quorum. The affirmative vote of not less  
3 than three members shall be required to approve the budg-  
4 et of the Partnership.

5 (g) MEETINGS.—The Partnership shall hold its first  
6 meeting not later than 90 days after the date on which  
7 its members are appointed and shall meet at least quar-  
8 terly at the call of the Chairperson or a majority of its  
9 members. Meetings shall be subject to section 552(b) of  
10 title 5, United States Code.

11 (h) PROXY.—Any member of the Partnership may  
12 vote by means of a signed proxy exercised by another  
13 member of the Partnership, but any member so voting  
14 shall not be considered present for purposes of establish-  
15 ing a quorum.

16 **SEC. 6. STAFF OF THE PARTNERSHIP.**

17 (a) IN GENERAL.—The Partnership shall have the  
18 power to appoint and fix compensation of such staff as  
19 may be necessary to carry out its duties.

20 (b) EXPERTS AND CONSULTANTS.—Subject to such  
21 rules as may be adopted by the Partnership, the Partner-  
22 ship may procure temporary and intermittent services to  
23 the same extent as is authorized by section 3109(b) of title  
24 5, United States Code, but at rates determined by the  
25 Partnership to be reasonable.

1 (c) STAFF OF OTHER AGENCIES.—(1) Upon request  
2 of the Partnership, the head of any Federal agency may  
3 detail, on a reimbursable basis, any of the personnel of  
4 such agency to the Partnership to assist the Partnership  
5 in carrying out the Partnership's duties.

6 (2) The Partnership may accept the service of person-  
7 nel detailed from the State, or any political subdivision  
8 or regional planning organization, and may reimburse the  
9 State, political subdivision, or regional planning organiza-  
10 tion for those services.

11 **SEC. 7. POWERS OF THE PARTNERSHIP.**

12 (a) HEARINGS.—(1) The Partnership may, for the  
13 purposes of carrying out this Act, hold hearings, sit and  
14 act at such times and places, take such testimony, and  
15 receive such evidence, as the Partnership considers appro-  
16 priate.

17 (2) The Partnership may not issue subpoenas or exer-  
18 cise any subpoena authority.

19 (b) POWERS OF MEMBERS AND AGENTS.—Any mem-  
20 ber or agent of the Partnership, if so authorized by the  
21 Partnership, may take any action which the Partnership  
22 is authorized to take by this Act. Members of the Partner-  
23 ship shall continue to exercise primary management re-  
24 sponsibility for the facilities and lands over which they  
25 currently have jurisdiction.



1 (c) ADMINISTRATIVE SUPPORT SERVICES.—The Ad-  
2 ministrator of the General Services Administration shall  
3 provide to the Partnership on a reimbursable basis such  
4 administrative support services as the Partnership may re-  
5 quest.

6 (d) MAILS.—The Partnership may use the United  
7 States mails in the same manner and under the same con-  
8 ditions as other departments and other agencies of the  
9 United States.

10 (e) USE OF FUNDS TO OBTAIN MONEY.—The Part-  
11 nership may use its funds to obtain money from any  
12 source under any program or law requiring the recipient  
13 of such money to make a contribution in order to receive  
14 such money.

15 (f) GIFTS.—(1) The Partnership may, for purposes  
16 of carrying out its duties, seek, accept, and dispose of  
17 gifts, bequests, or donations of money, personal property,  
18 or services, received from any source.

19 (2) For purposes of section 170(e) of the Internal  
20 Revenue Code of 1986, any gift to the Partnership shall  
21 be deemed to be a gift to the United States.

22 (g) ACQUISITION OF REAL PROPERTY.—(1) Except  
23 as provided in paragraph (2) and except with respect to  
24 any leasing of facilities under subsection (c), the Partner-

1 ship may not acquire any real property or interest in real  
2 property.

3 (2) Subject to paragraph (3), the Partnership may  
4 acquire real property or interest in real property in the  
5 heritage area—

6 (A) by gift or devise; or

7 (B) by purchase from a willing seller with  
8 money that was given, appropriated, or bequeathed  
9 to the Partnership on the condition that such money  
10 would be used to purchase real property, or interest  
11 in real property, in the heritage area.

12 (3) Any real property or interest in real property ac-  
13 quired by the Partnership under paragraph (2) shall be  
14 conveyed by the Partnership to an appropriate public or  
15 private land management agency, as determined by the  
16 Partnership. Any such conveyance shall be made—

17 (A) as soon as practicable after such acquisi-  
18 tion;

19 (B) with or without consideration; and

20 (C) on the condition that the real property or  
21 interest in real property so conveyed is used for pub-  
22 lic purposes.

23 (h) TRANSFER OF REAL PROPERTY.—A Member  
24 agency may transfer title of parcels of land and improve-  
25 ments thereon to other member agencies upon rec-

1 ommendation of the Partnership and the approval of the  
2 affected member agency.

3 (i) COOPERATIVE AGREEMENTS.—For purposes of  
4 carrying out the management plan referred to in section  
5 9, the Partnership may enter into cooperative agreements  
6 with any State, or any political subdivision thereof, or with  
7 any person or organization. Any such cooperative agree-  
8 ment shall, at a minimum, establish procedures for provid-  
9 ing notice to the Partnership of any action proposed by  
10 the State, such political subdivision, or such person which  
11 may affect implementation of the management plan re-  
12 ferred to in section 9.

13 (j) ADVISORY GROUPS.—The Partnership may estab-  
14 lish such advisory groups as it deems necessary to ensure  
15 open communication with, and assistance from, the State,  
16 political subdivisions of the State, regional planning orga-  
17 nizations and interested persons.

18 **SEC. 8. COMPACT BETWEEN MEMBERS OF THE PARTNER-**  
19 **SHIP.**

20 Within 12 months after it conducts its first meeting,  
21 the Partnership shall prepare, sign, and submit to the Sec-  
22 retary a compact. The compact shall be prepared with  
23 public participation. The compact shall function as a  
24 memorandum of agreement between the members of the

1 Partnership. The compact shall include but is not limited  
2 to—

3 (1) identification of the partners in the heritage  
4 area;

5 (2) identification of the goals and objectives of  
6 the heritage area and identification of the basic re-  
7 sponsibilities of the members of the Partnership with  
8 respect to the purpose of the heritage area; and

9 (3) a brief outline of the objectives that are  
10 likely to be included in the management plan in  
11 order to achieve the purpose of the heritage area.

12 **SEC. 9. HERITAGE AREA MANAGEMENT PLAN.**

13 (a) IN GENERAL.—(1) Within 36 months after it con-  
14 ducts its first meeting, the Partnership shall develop and  
15 submit the heritage area management plan to the Sec-  
16 retary for review and approval. The management plan  
17 shall define a timetable for various actions of the Partner-  
18 ship and for development of the specific programs and fa-  
19 cilities of the heritage area.

20 (2) The management plan shall require the Partner-  
21 ship to produce an interpretive plan for the heritage area  
22 that provides a framework for all the institutions within  
23 the heritage area to incorporate information on the over-  
24 lapping continuum of history represented in the heritage  
25 area and shall address all joint facilities programs.

1 (b) ITEMS INCLUDED.—The management plan shall  
2 include, but is not limited to—

3 (1) the requirements for the interpretive plan;

4 (2) the requirements pertaining to Pearson Air-  
5 park, subject to section 10; and

6 (3) the Pearson Airpark economic viability and  
7 mitigation plan as specified in section 10.

8 (c) AMENDMENT AND REVIEW OF THE MANAGE-  
9 MENT PLAN.—Every five years the Partnership shall  
10 evaluate the progress made in implementing the manage-  
11 ment plan and shall submit to the Secretary a revised  
12 management plan for the Secretary's review and approval.

13 **SEC. 10. PEARSON AIRPARK.**

14 The management plan shall permit general aviation  
15 at Pearson Airpark to continue, subject to the following  
16 conditions:

17 (1) Pearson Field and Air Museum shall be op-  
18 erated by the city of Vancouver or its designated en-  
19 tity.

20 (2) The city of Vancouver pays the National  
21 Park Service a fee of \$1 per year for the continued  
22 use and occupancy of the Airpark and Air Museum  
23 on National Park Service property.

24 (3) All nonhistoric, aviation-related buildings  
25 and devices, including T-hangers and associated

1 taxiways, shall be removed by the city of Vancouver  
2 from National Park Service property by the year  
3 2003, except those necessary for navigation and  
4 safety.

5 (4) The city of Vancouver shall not be com-  
6 pensated for historic buildings remaining on Na-  
7 tional Park Service property, but shall be liable and  
8 responsible for continued use and maintenance of  
9 these structures.

10 (5) Approval of the National Park Service is re-  
11 quired for all structural improvements and struc-  
12 tural additions to the Air Museum for those struc-  
13 tures and facilities of the Air Museum located on  
14 property of the National Park Service.

15 (6) Helicopters shall not be based at Pearson  
16 Airpark except as necessary to accommodate emer-  
17 gency, disaster, or national security needs.

18 (7) The total number of airworthy aircraft  
19 based at the Pearson Airpark shall be determined by  
20 the Pearson economic plan in agreement with the  
21 Partnership.

22 (8) Within 36 months after the first meeting of  
23 the Partnership, as part of the management plan,  
24 the Partnership shall prepare the Pearson Airpark

1 economic viability and mitigation plan. The Pearson  
2 economic plan shall require the following:

3 (A) The Partnership shall report to Con-  
4 gress by 2022 regarding the advisability of con-  
5 tinuing to base some general aviation aircraft at  
6 Pearson Airpark, taking into account their im-  
7 pact on National Park Service operations, the  
8 needs of the community, and whether or not  
9 general aviation aircraft are necessary to sup-  
10 port the economic viability of the historic air-  
11 craft mission within the heritage area. The re-  
12 port may be submitted separately from the  
13 management plan, but must be submitted prior  
14 to 2022.

15 (B) Incentives and regulations to encour-  
16 age a transition from basing predominantly  
17 general aviation aircraft to basing historic air-  
18 craft. The transition shall be completed by  
19 April 3, 2022. After April 3, 2022, no general  
20 aviation aircraft shall be based at Pearson Air-  
21 park unless a continuation of general aviation is  
22 expressly authorized by an Act of Congress en-  
23 acted after this Act and before April 3, 2022.  
24 For the purposes of this subparagraph, the  
25 term "historic aircraft" means any aircraft

1 which is based on a design (i) from the World  
2 War II era or earlier, (ii) which is 50 years or  
3 older, or (iii) which, as determined by a quali-  
4 fied Aviation Advisory Group selected by the  
5 Partnership, is of historical significance.

6 (C) A program to mitigate any conflicts re-  
7 lated to the operation of the Airpark and other  
8 activities within the heritage area. The mitiga-  
9 tion program shall, in coordination with the  
10 Federal Aviation Administration and other  
11 agencies, address (but not be limited to) noise,  
12 safety, visual intrusion, and the location of new  
13 facilities.

14 (D) A Pearson Airpark Museum Plan, in-  
15 cluding budgetary strategies by which proceeds  
16 from general aviation and other sources fund  
17 the museum and other aviation curation activi-  
18 ties.

19 **SEC. 11. DUTIES AND POWERS OF THE SECRETARY OF THE**  
20 **INTERIOR.**

21 (a) **IN GENERAL.**—The National Park Service shall  
22 have the lead Federal agency role for—

23 (1) developing and implementing the manage-  
24 ment plan; and



1           (2) for planning, designing, constructing, and  
2           supervising all common heritage area facilities.

3           (b) ASSISTANCE IN PREPARING THE COMPACT AND  
4 MANAGEMENT PLAN.—Upon request of the Partnership,  
5 the Secretary may—

6           (1) provide matching grants to assist in studies  
7           to prepare the compact and management plan;

8           (2) provide technical assistance in preparing  
9           and developing the compact and management plan;  
10          and

11          (3) elect to provide all or part of the technical  
12          assistance in the conduct of studies, compacts,  
13          plans, and early action plans through cooperative  
14          agreements with units of government and private  
15          nonprofit organizations.

16          (c) APPROVAL AND DISAPPROVAL OF COMPACTS AND  
17 MANAGEMENT PLANS.—(1) The Secretary, in consulta-  
18 tion with the Partnership, shall approve or disapprove a  
19 compact or management plan submitted under this Act  
20 not later than 90 days after receiving such compact or  
21 management plan.

22          (2) If the Secretary disapproves a submitted compact  
23 or management plan, the Secretary shall advise the Part-  
24 nership in writing of the reasons therefor and shall make  
25 recommendations for revisions in the compact or plan. The

1 Secretary shall approve or disapprove a proposed revision  
2 within 90 days after the date it is submitted.

3 (d) APPROVING AMENDMENTS.—The Secretary shall  
4 review substantial amendments to the management plan.  
5 Funds appropriated pursuant to this Act may not be ex-  
6 pended to implement the amendments until the Secretary  
7 approves the amendments.

8 (e) ASSISTANCE IN IMPLEMENTING THE HERITAGE  
9 AREA MANAGEMENT PLAN.—(1) The Secretary may,  
10 upon request of the Partnership, provide technical and fi-  
11 nancial assistance to develop and implement the heritage  
12 area management plan.

13 (2) The Secretary is authorized to spend Federal  
14 funds directly on nonfederally owned property to further  
15 the purposes of this Act.

16 (3) In cooperation with other Federal agencies, the  
17 Secretary shall provide the general public with information  
18 as to the location and character of components of the her-  
19 itage area.

20 **SEC. 12. DUTIES OF OTHER FEDERAL ENTITIES.**

21 (a) DUTIES OF FEDERAL ENTITIES.—Any Federal  
22 entity conducting or supporting activities directly affecting  
23 the heritage area, and any unit of government acting pur-  
24 suant to a grant of Federal funds or a Federal permit

1 or agreement conducting or supporting such activities  
2 shall, to the maximum extent practicable—

3 (1) consult with the Secretary and the Partner-  
4 ship with respect to such activities;

5 (2) cooperate with the Secretary and the Part-  
6 nership in carrying out their duties under this Act  
7 and coordinate such activities with the carrying out  
8 of such duties; and

9 (3) conduct or support such activities in a man-  
10 ner consistent with the management plan unless the  
11 Federal entity, after consultation with the Partner-  
12 ship, determines there is no practicable alternative.

13 (b) ASSISTANCE UNDER OTHER LAWS.—Nothing in  
14 this Act shall be deemed to prohibit the Secretary or other  
15 units of government from providing technical or financial  
16 assistance permissible under any other provisions of law.

17 **SEC. 13. AUTHORIZATION OF APPROPRIATIONS.**

18 (a) IN GENERAL.—There is authorized to be appro-  
19 priated such funds as may be necessary to carry out this  
20 Act. Such amounts are in addition to amounts authorized  
21 to be appropriated for the Fort Vancouver National His-  
22 toric Site.

23 (b) COST SHARE.—The Federal share of the costs for  
24 the heritage area in any fiscal year may not exceed 50  
25 percent of the total costs of the heritage area for that fis-

1 cal year and shall be provided on a matching basis. The  
2 non-Federal share of such support may be in the form of  
3 cash, services, or in-kind contributions, fairly valued.

Mr. VENTO. I have been to several of these locations, and I know members have been waiting patiently for a hearing on these issues as the committee attempts to snorkel through its busy agenda and to try to provide some continuity in terms of these heritage areas. This is not the end of it.

In fact, I know even yesterday on the floor I had some Members seeking consideration this year for further heritage areas. But considering what we have already heard and what we are hearing today and the few that may be out there that will come under the umbrella of these policies, this is an extraordinarily important initiative for this Congress. So I am pleased to welcome my colleagues and thank them for their work.

I know that Congressman Coyne is here, and I have not seen Congressman Rahall yet. And Congressman Torkildsen I did see. Some of the members that did not make it in here this morning as yet had a rough evening.

But, in any case, I will ask all of you to come to the table. The scheduled witness list includes Congresswoman Jolene Unsoeld, Congressman Peter Torkildsen, Congressman Don Johnson, and Congressman Nick Rahall, who I do not see here but I am sure he will be here.

Let's start. I know Congressman Coyne mentioned to me he had to be out for the health markup, so I will recognize you, Bill. We appreciate your work and hospitality.

Yesterday Mr. Carlino sent me a framed photograph as a remembrance of my visit, just in case it had slipped my mind, but it had not. I appreciate the hospitality and am generally impressed with the resources and the people that are working in your area. Welcome.

All the statements, without objection, will be made a part of the record in their entirety.

Congressman Coyne.

**STATEMENT OF HON. WILLIAM J. COYNE, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA**

Mr. COYNE. Thank you, Mr. Chairman. I want to thank you and the members of the subcommittee for this opportunity to testify in support of the Steel Industry Heritage project and its inclusion in the American Heritage Areas Partnership Program.

I want to begin by commending you, Bruce, for your efforts in attempting to preserve America's nationally distinctive natural, historic and cultural resources through the American Heritage Areas Partnership Program Act.

In addition, I want to thank all of the members of the subcommittee who have been working to preserve our Nation's heritage for future generations.

I also want to take this opportunity to thank you for traveling to Pittsburgh last year to examine firsthand the work of the Steel Industry Heritage project.

Last year, I introduced H.R. 3144, a bill to authorize continued Federal funding within the Department of Interior for the Steel Industry Heritage project, as you know. I should note that a member of this subcommittee, Congressman Austin Murphy, was an original cosponsor of that legislation at the time.

H.R. 3144 authorizes the Secretary of the Interior to work with the Steel Industry Heritage project, which is now focused on completing a management plan. This bill also authorizes a continued role for the National Park Service in conducting plans and studies necessary to determine the appropriate role of the Federal Government in conserving and interpreting the history of the region.

It is the goal of H.R. 3144, the Steel Industry Heritage project, to provide the information necessary to identify, define and propose those sites or areas of historic significance that should receive Federal designation. The actual process of making such designations has been outlined in H.R. 3707, the American Heritage Partnerships Program Act. It is my hope that this subcommittee will approve making the Steel Industry Heritage project part of the process to be established by the American Heritage Partnerships Program.

The Steel Industry Heritage project was initiated to begin the process of documenting and conserving the industrial and cultural heritage of southwestern Pennsylvania. The focus of this work is the Pittsburgh industrial district, which emerged in the 19th century as a distinct industrial center for the production of iron and steel in this country. The development of new industrial techniques in southwestern Pennsylvania's steel and steel-related industries resulted in Pittsburgh being known around the world as the center for U.S. industrial might.

This historical preservation effort was undertaken at a time when the economy of the Pittsburgh area began to diversify in the face of domestic and international developments. Where steel and steel-related industries were once the king, Pittsburgh and southwestern Pennsylvania have developed new growth opportunities for its people. The people of Pittsburgh area today enjoy a broad range of economic opportunities based on health care research, computer software engineering, transportation, financial services and a wide range of industrial facilities, including some of the world's most competitive steel plants.

The people of the Pittsburgh area are proud of their ability to adapt to a changing global economy and prosper in a wide range of new business enterprises. At the same time, the residents of Pittsburgh and southwestern Pennsylvania are intensely proud of their area's historic role of being the cradle of America's second industrial revolution, a period beginning in the late 19th century, which resulted in the emergence of the United States as a global industrial leader.

The Pittsburgh industrial district played a central role in shaping the course of our Nation's economic, political, and cultural and social development. Pittsburgh's steel industry heritage forms a central chapter of America's historic transition from an agrarian society to a modern industrial world power. It would be difficult to tell the full American story without relating to future generations the steel industry heritage of Pittsburgh and southwestern Pennsylvania.

Mr. Chairman, I agree completely with you that the Federal Government has a role to play in conserving America's heritage for future generations to study and enjoy. I also believe strongly that the history of the rise of steel and steel-related industries in Pittsburgh

and the surrounding counties of southwestern Pennsylvania is a vital part of America's past. Understanding this heritage is essential, since this legacy continues to shape the U.S. economy and its culture.

I hope the members of the subcommittee will support making the Steel Industry Heritage project part of the process outlined in the American Heritage Areas Partnership Program Act, and I thank you once again for the opportunity.

Mr. VENTO. Well, thank you, and your graciousness in our visit.

I only wish all members of the subcommittee and staff could have shared with me the experience of visiting the area.

Actually, I think all of us, as we look at these areas, realize a sort of individuality of such sites and why we need a Park Service and how important it is for them to be working with these areas. We need them to be there. This affords the opportunity, through some sort of policy. I want to especially pay attention to the Park Service.

It is a little surprising, in the context of the Park Service concerning this, of all projects, because of the work they had put into it. But I want to at least hold up the Heritage Act to see if it fits the blueprint. And in some cases it does and in some cases it does not. I hope that we can move forward with this bill.

I know you have to go. I really have no questions I need to ask of you at this time. We will be in communication as we begin to try and standardize some of these procedures and some of these policies.

Mr. COYNE. Thank you, Mr. Chairman.

Mr. VENTO. Thank you.

Next on the agenda, in the order of their appearance on the list, is Congresswoman Jolene Unsoeld.

Welcome, Jolene. Your statement will be made a part of the record.

Let me ask that we put the rest of the Pennsylvania and the Second Industrial Revolution paper in the record, that Congressman Coyne apparently referred to, and then to also place in the record Congressman Jim Hansen's and Congressman Dickey's statements.

Without objection, so ordered.

[The information follows:]



### Western Pennsylvania and the Second Industrial Revolution

Late in the 19th century, America rose to world industrial leadership, and the Pittsburgh/Monongahela Valley region was the driving force. Calling attention to the impressive magnitude of this feat, one of America's foremost business historians pointed out that "(i)n 1880, the nation's national income and its population were one and a half times those of Great Britain. By 1900, they were twice the size of Britain's, and by 1920, three times the size."<sup>1</sup> The industries that led the country to world leadership shared important traits: They produced durable goods like steel, plate glass, aluminum and electrical equipment essential to the further development of America's transportation, construction and industrial infrastructure; their industrial processes utilized new sources of energy - coal, coke (a coal derivative) and gas - and reorganized and mechanized production; they were among the country's largest and most highly capitalized; they integrated vertically from natural resources to final distribution; and they developed and instituted new managerial practices, including systematic and scientific management, cost accounting, and full executive responsibility. Collectively, these characteristics constituted a "Second Industrial Revolution" that transformed America's industrial structure and paved the way for mass production consumer goods industries of the later 20th century.

In its contribution to the Gross National Product and the increasing percentage of workers it employed, manufacturing was the leading sector in the Second Industrial Revolution.<sup>2</sup> A unique mix of producer durables drove this trend. Between 1870 and 1930, the annual rate of increase for coke production was 5.4%, 10.4% for steel and a dramatic 24.3% for aluminum.<sup>3</sup> While demand provided the impetus, such large increases were themselves made possible by dramatic changes in the structure of industrial production - the increased burning of fossil fuels - coal, natural gas and oil; the development and widespread use of electricity; new technologies that mechanized production processes; increasingly complex managerial structures; growing capitalization and concentration of industries; and the expansion and ethnic recomposition of the work force. These significant changes transformed older industries like iron and glass, and created new ones like electrical manufacturing and aluminum.

Steel built America's manufacturing supremacy - steel for railroads, equipment, construction, and

<sup>1</sup> Alfred D. Chandler, *The Visible Hand: The Managerial Revolution in American Business* (Cambridge: Harvard University Press, 1977), p. 498.

<sup>2</sup> Harold G. Vatter, *The Drive to Industrial Maturity* (Westport, CT: Greenwood Press, 1975), p. 132.

<sup>3</sup> Arthur F. Burns, *Production Trends in the United States Since 1870* (NY: NBER, 1934), pp. 58-60.



appliances - and Pittsburgh area steel makers dominated the industry.<sup>4</sup> Home to the works of Carnegie and, later, U.S. Steel, the region also attracted other large primary metal producers, including Jones & Laughlin, Federal, National and Republic; secondary metal processors such as the mammoth Mesta Machine Company at West Homestead and Heppenstall Company and MacIntosh-Hemphill in Pittsburgh; and hundreds of small machine shops and foundries. The region's steel output reflected this concentration of facilities. Between the early 1870s and 1920, Allegheny County registered annual decadal growth rates of 158% in pig iron and ferro-alloy production, more than double the country's average. Moreover, in 1900, Allegheny County produced almost 25% of all pig iron and ferrous-alloys in the United States and fully 40% of the U.S. total of steel ingots and steel for castings.<sup>5</sup>

Adapting practices first associated with the nation's railroads, Pittsburgh steel makers pioneered manufacturing techniques that came to define the Second Industrial Revolution. Andrew Carnegie's tutelage in the late 1860s under Thomas Scott, then head of the Western Division of the Pennsylvania Railroad, provided him with first hand experience organizing and managing a highly integrated, well-financed, tightly controlled, multi-regional enterprise, experience he later transferred to the production of iron and steel.<sup>6</sup> In addition to building "the largest and most energy-consuming" blast furnaces in the world, Carnegie brought to iron and steel making important new "techniques of coordination and control," rigid cost accounting procedures, new conceptions of plant design and layout, "hard-driving" production methods, and the most highly experienced and proven managers in American industry, changes he first successfully put in place at his massive Edgar Thompson Works at North Braddock, on the outskirts of Pittsburgh.<sup>7</sup> The widespread adoption throughout American industry of these recognizably modern organizational and managerial methods set both the direction and pace of the "Second Industrial Revolution."<sup>8</sup>

Rich in coal and natural gas, southwestern Pennsylvania developed other industries that played key roles in

<sup>4</sup>Many important interpretative aspects of the Pittsburgh region's industrial development have been covered in Edward K. Muller, "Metropolitan Industrialization: The Pittsburgh Region, 1870-1920" (Unpublished paper presented at the Annual Meeting of the Association of American Geographers, San Diego, 1992).

<sup>5</sup>Calculations are the author's, based on figures taken from Bureau of Business Research, University of Pittsburgh, Industrial Handbook for the Pittsburgh District (Pittsburgh, PA: Bureau of Business Research, University of Pittsburgh, 1936), p. 29-33.

<sup>6</sup>Livestay & Chandler. Given that the railroads were the largest customers for Bessemer steel during the industry's period of initial expansion - the late 1860s and 1870s, Chandler calls "the transfer of administrative techniques from the railroads to iron- and steel-producing plants...perfectly natural" (Chandler, Visible Hand, p. 267).

<sup>7</sup>Joel Sabadasz, "Duquesne Works: Overview History," (Unpublished HAER manuscript, 1991), passim.

<sup>8</sup>Chandler, Visible Hand, pp. 258-69.

the Second Industrial Revolution. The steel industry's insatiable demand for high-quality coke, its primary fuel, linked Connellsville coke producers to Pittsburgh steel makers in the 1870s, a relationship Carnegie reinforced in 1881 by purchasing control of the Frick Coke Company and solidified in 1889 by placing H.C. Frick in charge of his steel operations.<sup>9</sup> George Westinghouse's work in Pittsburgh with natural gas distribution systems, growing out of the discovery of gas under his East End estate, led to his pioneering development of alternating electrical current and the establishment of Westinghouse Electric. Westinghouse had come to the Pittsburgh region from Schenectady, New York to make railroad equipment, an industry he helped build into one of the region's largest.<sup>10</sup> Rich deposits of coal and natural gas attracted manufacturers from every branch of the glass industry - plate and window, tableware, and bottles and jars. Glass companies such as Pittsburgh Plate Glass, the American Window Glass Company, the United States Glass Company and Hazel-Atlas were not only large, but led in the industry's mechanization. In 1889, Alfred Hunt and others produced commercial aluminum in their plant in downtown Pittsburgh for the first time. Shortly thereafter, they obtained additional financing from Pittsburgh bankers, coal and railroad men, and moved their Pittsburgh Reduction Company, which became the Aluminum Company of America (Alcoa) in 1907, to nearby New Kensington on the Allegheny River, adjacent to the coal and gas deposits necessary to generate the massive amounts of electricity so essential to their electrolytic aluminum smelting process.<sup>11</sup>

Pittsburgh bankers and corporate executives grew wealthy by investing in local industry, trading capital for control of major companies in the "new" industries of the Second Industrial Revolution. The Mellon interests "were at the center of capital formation in Pittsburgh,"<sup>12</sup> and presided over a labyrinthian network of corporate and financial connections among some of the country's most powerful industrial corporations. Railroad executives provided practical experience, management skills, and capital, as in the cases of Carnegie, the Pitcairns, (with interests in both the Pennsylvania Railroad and Pittsburgh Plate Glass), and George Westinghouse, who counted the country's largest railroads as airbrake customers and financial backers.

<sup>9</sup> Joseph Frazier Wall, *Andrew Carnegie* (Cambridge: Oxford University Press, 1970), pp. 471-536.

<sup>10</sup> "Technological and Industrial Transformations in the Pittsburgh Region, 1850-1990: The Railroad Industry as Transportation Infrastructure and Economic Actor," Unpublished Paper, Carnegie Mellon University, Seminar in Applied History (Fall, 1992).

<sup>11</sup> Fred Quirk, "The Connellsville Coke Region," Report prepared for the Historic American Engineering Record, 1991), Chapter V; Harold C. Passer, *The Electrical Manufacturers, 1875-1900* (Cambridge: Harvard University Press, 1953), pp. 129-150; Ronald W. Schatz, *The Electrical Workers: A History of Labor at General Electric and Westinghouse, 1923-1960* (Urbana: University of Illinois Press, 1983), pp. 3-27; George David Smith, *From Monopoly to Competition: the Transformations of Alcoa, 1888-1896* (Cambridge: Cambridge University Press, 1988), pp. 1-42.

<sup>12</sup> Smith, *From Monopoly to Competition*, p. 32.

As much as it reshaped industry, the Second Industrial Revolution also transformed nineteenth century patterns of urban development. Between the end of the Civil War and the beginning of World War I, manufacturing activities in the areas surrounding Pittsburgh increased at a rate even greater than they did in the City of Pittsburgh proper. As they sought to expand and streamline production facilities, local manufacturers confronted insurmountable problems posed by an older manufacturing environment: lack of available space for expansion, rising taxes, too few railroad sidings, unstable supplies of natural gas, and little room for waste disposal. Wanting to remain close to the region's ample supplies of fuel, skilled labor, transportation and capital, manufacturers left the City of Pittsburgh and founded a host of new communities like Monessen, New Kensington, Vandergrift, Jeannette and Aliquippa, a short distance outside the city.<sup>13</sup> It is no coincidence that all celebrate centennials from the late 1980s through the next decade.<sup>14</sup>

Indeed, it was the broad arc of industrial communities surrounding Pittsburgh that accounted for most of the region's growth in value added and manufacturing employment. In 1879, the City of Pittsburgh "accounted for 81% of the value added for the area;" this figure was only 31% by 1919.<sup>15</sup> But the manufacturing mix in these areas differed from that of the old central city. Instead of a plethora of different industries, each with its own developmental cycles, Pittsburgh's industrial suburbs were often single industry communities. These ranged from the steel communities of Monessen (Westmoreland County) and Aliquippa (Beaver County), to the Turtle Creek Valley (Allegheny County) cluster of electrical and railroad equipment facilities built by the Westinghouse Company, to the agglomeration of glass factories in Jeannette (Westmoreland County). Consequently, they were subject to all the vicissitudes of single-industry dominance: rapid growth, high levels of employment during the first half of the 20th century, and dramatic decline after the 1960s as part of an international restructuring of producer goods industries.

The jobs that grew out of the Second Industrial Revolution transformed the racial and ethnic composition of the American working class. Beginning late in the 19th century and accelerating during World War I, thousands of African-Americans left the agricultural regions of the South for the industrial cities of the North. Similarly, between 1890 and 1910, tens of thousands of southern and eastern European immigrants came to the United States, radically altering older, 19th century immigration patterns dominated heavily by

<sup>13</sup>Muller, "Metropolitan Industrialization."

<sup>14</sup>Glenn E. McLaughlin, *The Growth of American Manufacturing Areas* (Pittsburgh, PA: Bureau of Business Research, University of Pittsburgh, 1938), pp. 128, 186-8.

<sup>15</sup>McLaughlin, *Manufacturing Areas*, pp. 186-8.

workers from northern and western Europe. By the last quarter of the century, many of these earlier immigrants had risen to the ranks of semi-skilled or skilled workmen in southwestern Pennsylvania's older, established industries, such as iron, steel, glass or coal. Recent innovations in production methods in these industries, and the relatively new, systematically organized electrical equipment and aluminum manufacturing industries, created thousands of jobs filled by workers with few industrial skills who migrated to the Pittsburgh region from the economically devastated agricultural areas of southern and eastern Europe, the Middle East, and the American South.<sup>16</sup>

The Second Industrial Revolution also transformed the structure of unionism and industrial relations in American industry. Throughout the period, southwestern Pennsylvania was both a bastion of powerful industrial craft unions as well as a stronghold of anti-unionism. Craft unionism flourished in all the nation's industrial cities between the depressions of the 1870s and the 1890s. The most powerful unions in Pittsburgh and the nation were based in heavy industries like iron and glass that had yet to experience the substantive reorganization that was an integral part of the Second Industrial Revolution. The local union environment was so strong that the Federation of Organized Trades and Labor Unions, precursor to the American Federation of Labor, selected Pittsburgh for its organizational meeting in 1881. Moreover, the National Labor Tribune, a strong supporter of craft unions, was founded in Pittsburgh during a long newspaper strike by Thomas Armstrong, and gained nationwide following among workingmen from the 1870s until well into the 20th century. But the changes brought on by the abandonment of iron puddling and rolling, the advent of the steel industry, and the mechanization of the various branches of the glass industry severely weakened unionism in precisely the industries in which newer immigrants were finding work. Indeed, the struggle at Homestead in 1892 by the Carnegie Steel Corporation to break the hold of the Amalgamated Association, and U.S. Steel's ruthless put down of the 1919 organizing drive were epic battles between labor and capital that singed the national conscience and kept the industry union-free until the late 1930s. Repeated attempts by the United Mine Workers to organize the Connellsville coke fields also failed, as did several organizing drives at the mammoth Westinghouse East Pittsburgh-Turtle Creek Valley works. Thus, if vibrant 19th century craft unionism was emblematic of the persistence of the craft skills of older immigrant groups from western and northern Europe, then early 20th century non-unionism was equally emblematic of the reorganization of production brought by the Second Industrial Revolution and of the newer immigrant groups from southern and eastern Europe. Equally as significant, the changes wrought by the Second Industrial Revolution laid the foundation for the dramatic rise of industrial unionism in the 1930s.

---

<sup>16</sup> John Bodnar, et al., *Lives of their Own: Blacks, Italians and Poles in Pittsburgh, 1900-1960* (Champagne, IL: University of Illinois Press, 1982), p. 30; Peter Gottlieb, *Making Their Own Way* (Urbana: University of Illinois Press, 1987), *passim*.

In sum, manufacturers, workers and financiers in the Pittsburgh region provided much of the labor, capital and expertise essential to America's rise to world industrial supremacy. As it changed the nation, so too did the Second Industrial Revolution reshape southwestern Pennsylvania. From a commercial, small scale manufacturing center, the heavy industries of the Second Industrial Revolution made the Pittsburgh region synonymous with dark, hulking factories, smoke-belching stacks, long hours of hard, physical labor, a vibrant industrial union movement, and a diverse population of native- and foreign-born workers and their families. If recent changes in the global economy have diminished the region's stature as a center of heavy industry, southwestern Pennsylvania's robust industrial legacy nonetheless remains intact.

Edward K. Muller & Richard O'Connor

**STATEMENT OF  
THE HONORABLE JAMES V. HANSEN  
ON HERITAGE AREAS  
JUNE 28, 1994**

Mr. Chairman, I look forward to participating in the continuing discussion of heritage areas today. As I have previously stated, I am supportive of this program and hope that we can work together on it.

However, as we look at the bills before us today, this hearing does highlight some of the concerns previously expressed by this side of the aisle. All of the bills before us authorize unlimited funding. As we have seen at the America Industrial Heritage Project, costs at these industrial heritage sites can soar into the hundreds of millions of dollars. We simply must have cost limitations

on these proposals to minimize their impact on the already underfunded Park System.

Further, I note in the NPS testimony on one of these bills that the NPS opposes Federal designation until local zoning controls are enacted. Mr. Chairman, this is precisely the concern which has been raised with regard to the impacts of heritage area designation on private property. This question must be addressed.

Finally, Mr. Chairman, as the Administration testimony clearly points out, the proposals before us today are of varying merit. The Essex and Augusta Canal proposals appear to both merit further consideration by Congress.

Both show substantial efforts on behalf of local communities and some attempts to limit Federal costs. I would hope that we consider each of these proposals on their own merit. We cannot advance every proposal just because it fits the mold of a heritage area. Congress must use discretion and prioritize these proposals. Otherwise, the weak proposals could undermine the opportunity to enact those that truly deserve recognition.

I look forward to hearing from our witnesses.



**OPENING STATEMENT**  
of  
**THE HONORABLE JAY DICKEY**  
Fourth District - Arkansas  
Before the  
**NATIONAL PARKS, FORESTS, AND PUBLIC LANDS**  
**SUBCOMMITTEE**  
Regarding Hearing on National Heritage Area Bills

June 28, 1994

Mr. Chairman, thanks for holding this hearing with establishing National Heritage Areas, Districts or Commissions in five different states.

I look forward to reviewing the testimony about each of these areas, which appear to vary in terms of specific types of federal expertise, participation or funding is to be provided to assist with the recognition of America's heritage regarding steel and coal, early settlements, historic canals and trading, as well as a permanent airport.

My sense is each of these historic areas or districts have very special qualities that deserve the recognition brought by association with the National Park Service -- a couple already involved units of the National Park System. However, it seems to me the overall priorities of this subcommittee remain tilted toward expansion of the current financial burdens imposed on the National Park Service rather than the significant construction, rehabilitation and land acquisition backlogs that exist today. I just don't see how we can continue authorizing new or increased federal expenditures -- some of them open ended authorizations -- for even these cooperative partnership type purposes, however worthy they may be.

Thank you .

###

Mr. VENTO. Congresswoman Unsoeld, pardon me.

**STATEMENT OF HON. JOLENE UNSOELD, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF WASHINGTON**

Mrs. UNSOELD. Thank you, Mr. Chairman, and I would ask that my written statement be included in the record.

You know, it was 1990 that I first came before you with the proposal on the Vancouver historical area, and at that time, in my get-it-done style, I had hoped that we would be able to whip this legislation out and do it in 6 months.

But under your tutelage and direction, we eventually adopted legislation which was well-received in the community by many sides and began the process of a commission which represented the various areas of history that we were trying to bring together, including Fort Vancouver, the regional headquarters for the Hudson's Bay Co.; the Vancouver Barracks, which had been operating since 1825; Officers Row, which houses 21 elegant houses which overlook the Columbia River; Pearson Airpark, which had its celebrated first flight across the Columbia River in 1905 and was also the site of the Soviet Lindbergh, Chkalov, the first transpolar flight between the United States and Russia; and also the Columbia River waterfront, which links all of those pieces of history.

The Marine Park is a stretch of mostly wild and undeveloped land along the Columbia River which captures the natural ambience of the river before the arrival of the French, the British, and the early American explorers.

But what is important, Mr. Chairman, is that the five commission members that were created under the first legislation came together and, my, oh my, they did have differences, and they had to work like a group has seldom had to work before to find the necessary cooperation, the necessary agreement. And they did come up with, in 1992, a recommendation, unanimously supported by all the parties, including the National Park Service, and it was heralded in the community. One of the editorials was, the Fort-Airpark Peace Pact will enhance the community.

What I am now before you to ask is that the implementation of that commission's recommendation be able to go forward. We have worked to make it consistent with and, hopefully, a star piece of the chairman's legislation on heritage areas, including the concept of partnership and not relying on the Federal Government for paying for all of this.

And I think that is particularly what makes my bill exciting. Because, by creating the partnership, it is going to achieve all of this joining together and all of the benefits with no expected increase in the Federal Government's financial obligations. None.

And yesterday, in my phone conversation with Director Roger Kennedy, I was reassured again of his support of what we are doing. And, Mr. Chairman, we are giving birth to this over a number of years' time. Let's hope this is the year that we hit it right, and it is able to enhance your own heritage legislation.

Mr. VENTO. Thank you, Congresswoman Unsoeld.

[Prepared statement of Mrs. Unsoeld follows:]

**Statement of The Honorable Jolene Unsoeld (D-WA) before the Natural Resources Committee, Subcommittee on National Parks, Forests and Public Lands.  
June 28, 1994.**

Thank you Chairman Vento and the members of the Subcommittee for allowing me the opportunity to appear today in support of H.R. 4607, my bill to provide for the long-term preservation and interpretation of the significant cultural, natural and recreational resources located in relatively small area of Vancouver, Washington.

H.R. 4607 is the culmination of years of work and cooperation among federal agencies, state officials, local leaders, and members of the general public. Its purpose is to establish a federal, state and local partnership to coordinate the management of public properties in the area recommended by the Vancouver Historical Study Commission created by P.L. 101-523, an initiative crafted by this subcommittee.

The area we are seeking to include in this bill represents some of the most significant and interesting history in the Pacific Northwest. Some have described the site of the proposed heritage area as the cradle of Pacific Northwestern civilization and settlement. Native Americans built a rich cultural and trading center along the shores of the Columbia River, and there came into contact with such early American explorers as Lewis and Clark. Later in the 19th century and early 20th century English and American settlements and military forces were headquartered in Vancouver. Since the early 20th century, Vancouver has been home to one of the oldest and most historically significant operating airports in the country. Each of these chapters in the history of the Northwest and the United States are represented by sites and facilities clustered in Vancouver's historic district.

Six principal sites make up the historic area of Vancouver:

- 1) Fort Vancouver was founded in 1825 and served as the regional headquarters for the Hudson's Bay Company. The fort was seminal to European settlement and commercial growth in the Pacific Northwest and is now the re-constructed fort -- a National Historic Site owned and managed by the National Park Service.
- 2) The Vancouver Barracks are immediately adjacent to Fort Vancouver. From the mid 19th century until World War I the Barracks were the principal administrative outpost of the United States Army in the Pacific Northwest.

3) Officers Row is an avenue of 21 elegant houses overlooking Fort Vancouver and the Columbia River. For over 100 years, Officers Row housed some of our nation's greatest military leaders. Officers Row was recently acquired from the Department of the Army and restored by the City of Vancouver.

4) Between the Columbia River and Fort Vancouver lies Pearson Airpark, one of the oldest continuously operating commercial airports in the nation. Pearson is managed by the City of Vancouver and partially owned by the National Park Service. The Airpark has played an important role in the history of military and civilian aviation in the Northwest since the first crossing by air of the Columbia River by aviator Lincoln Beachley in 1905. Pearson was also the landing site of Valeri Chkalov, the "Soviet Lindbergh," who made the first transpolar flight between Russia and the United States. Today Pearson is a home to a diverse array of historically significant aircraft, and an acclaimed air museum.

5) The Columbia waterfront links the history of all these sites. Pieces of the waterfront currently owned by the National Park Service were the site of early Indian activity landings by the explorers.

6) The Marine Park is a stretch of mostly wild and undeveloped land along the Columbia River which captures the natural ambiance of the river before the arrival of French, British and early American explorers.

The concentration of these historic sites -- all located in one 366 acre corner of Vancouver, Washington -- presents both management opportunities and challenges. For example, one of the critical issues facing the City of Vancouver the National Park Service, and interested parties in the Vancouver area has been the future of Pearson Airpark. In 1972, the City of Vancouver sold the eastern half of the Pearson runway to the Park Service, which planned, after the expiration of the City's lease in 2002, to replace that part of the runway with interpretive plantings around the reconstructed Fort. Since the sale, a growing appreciation for the importance of Pearson's role in aviation and national history along with the region's demand for general aviation facilities has triggered a reconsideration of the future of aviation at Pearson, as well as a rethinking about the future of the entire historic district of Vancouver.

As I stated previously, legislation that this subcommittee helped me draft established a Commission to analyze various management options for these historic properties. The

Commission was composed of representatives of the major entities interested in the area, including the National Park Service, the Army Corps of Engineers, the City of Vancouver, and the State of Washington. The Commission completed its work in April 1993 by recommending that a partnership be established to ensure effective, coordinated, management of the area. The members of the Commission agreed that management of the areas needed to be coordinated by a federally-established management framework based on partnership between the interested government entities.

H.R. 4607 seeks to implement this, as well as other, more detailed, recommendations of the Commission. It will establish a local, state and federal partnership that will draw upon the expertise and experience of the National Park Service as a partner in managing and protecting this entire area. The bill seeks to protect all of the six key areas and the equally significant historic periods and events which they represent. Most importantly, by unifying and coordinating the management of all of these historical assets, the partnership will develop the full educational, recreational and historical potential of the proposed heritage area.

What makes this bill exciting is that by creating a Partnership it will achieve all of this with no expected increase in the Federal government's financial obligations, none!

Chairman Vento, and members of the Subcommittee, H.R. 4607 offers a rare chance for the federal government to make a big difference to a community and a region. The all the interested governmental entities have come together through their work on the Vancouver Historical Study Commission and reported that they need this legislation to provide a management framework to preserve these historic assets before they are lost. For the countless visitors who will learn from and enjoy the historic assets of this proposed heritage area. We need H.R. 4607.

I look forward to working with you, and answering any questions you may have about this legislation.

Mr. VENTO. You said it so simply, but your bill is 22 pages long. I did not know I had been a factor in all of that, but in any case—

Mrs. UNSOELD. You are inextricably linked to it, Mr. Chairman.

Mr. VENTO. Anyway, we will look at it very carefully.

I know there are a number of objectives that actually do go beyond the heritage legislation, but we can resolve that satisfactorily, at least I hope we can. And we appreciate your presence this morning.

I know all of you have busy schedules, so at this point I will not go into detail in questioning. You may want to return toward the end of the session when the Park Service and your mayor will be present to pay closer attention or at least have staff here to hear my questions and the responses of the Park Service. As you know, they were not able to submit testimony on your bill yesterday and will have to submit it in written form, but Mr. Galvin, perhaps, will answer some questions concerning it.

Thank you for your presence.

Mrs. UNSOELD. Thank you.

Mr. VENTO. Pleased to welcome Congressman Peter Torkildsen from the 6th District of Massachusetts.

Your colleague, Congressman Meehan, has already submitted testimony in written form. I know others are also interested.

Welcome, Peter. Your statement has been made a part of the record. Please proceed.

**STATEMENT OF HON. PETER G. TORKILDSEN, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS**

Mr. TORKILDSEN. Thank you very much, Mr. Chairman. I appreciate the chance to testify. I do thank you for holding this hearing on H.R. 1685.

I, too, want to add my thanks for all you have done for just the general purpose of setting up districts across the country.

I filed this bill with Congressman Meehan early last year, prior to some of the work that you have done in sort of your omnibus bill, and what we are trying to do in this legislation is set up Essex County as an historic district within the National Park Service and also to create a commission to oversee the management of that.

The National Park Service has completed a study of alternatives a few years ago, and I would like to submit for the record that study plus a couple of other statements and maps of the area.

I just want to say briefly that Essex County, as identified by the Park Service, has three major historical themes that are worth preserving.

The first is the history of early settlement. According to the Park Service, we have the highest concentration of first period homes anywhere in the country. We also have a great wealth of resources related to the early maritime trade of the United States in Essex County. And we also have a significant presence of the early industry of our country, especially in leather and textile.

The whole purpose of this bill was to coordinate these resources. Government in New England tends to be done by the city or town level. We have 34 separate communities in Essex County. Up until

now a lot of their efforts, both in preservation and tourism, have been coordinated on a local level. Oftentimes, you can learn about something in one community and not know there are a wealth of resources in a neighboring community.

What we hope to accomplish with this legislation is the coordination so that people can know the history of our country is interconnected. The whole concept behind this legislation is to have that umbrella organization and to coordinate that historic trail so people can learn about the history of the maritime trade, for instance, in Salem and Marblehead or Newbury, shoe manufacturing in Lynn and the leather craft in Peabody, for example. But to tie those things together we think are very much worth preserving.

I know there is some differences in the technical part of the language, but I think they are all areas that can be worked out. The concept, again, is to have that designation and to have some type of management authority in place.

I think that with the legislation that you have crafted, Bruce, as a model, we very much could live with that as a focal point and would look forward to working with you to work out whatever technical changes do have to be made in our original bill so that we could reach that accomplishment and protect and promote a very significant part of our country's history on the north shore of Massachusetts.

Mr. VENTO. Yes, thanks, Peter, for summarizing your statement, and I know Congressman Hansen has been very interested in helping achieve the designation, and you have been extremely patient.

[Prepared statements of Mr. Torkildsen and Mr. Meehan follow.]

Statement of

**CONGRESSMAN PETER G. TORKILDSEN**

June 28, 1994

CHAIRMAN VENTO, MR. HANSEN, AND MEMBERS OF THE COMMITTEE, THANK YOU VERY MUCH FOR HOLDING THIS HEARING ON HR 1685, TO ESTABLISH THE ESSEX HERITAGE DISTRICT COMMISSION AND TO DESIGNATE ESSEX COUNTY AS AN HISTORIC DISTRICT WITHIN THE NATIONAL PARK SERVICE.

ESSEX COUNTY, MASSACHUSETTS, IS UNIQUE IN ITS WEALTH OF HISTORICAL SITES AND STRUCTURES. AS ONE OF THE EARLIEST LANDING SITES OF EUROPEAN COLONISTS, ESSEX COUNTY CONTRIBUTED TO AND



WITNESSED MUCH OF OUR NATION'S HISTORY. THROUGHOUT AMERICA'S EARLY DEVELOPMENT, TOWNS THROUGHOUT THE COUNTY PLAYED IMPORTANT ROLES IN EARLY SETTLEMENT, THE ESTABLISHMENT OF THE UNITED STATES AS A MARITIME POWER, AND THE EMERGENCE OF THE INDUSTRIAL REVOLUTION, ESPECIALLY IN THE TEXTILE AND LEATHER INDUSTRIES.

THE SHEER NUMBER OF HISTORICAL BUILDINGS IN THIS REGION, ALONG WITH THE HISTORICAL SIGNIFICANCE OF THESE STRUCTURES, OFFERS A UNIQUE OPPORTUNITY TO EDUCATE FUTURE GENERATIONS ABOUT HOW THIS NATION WAS SETTLED AND DEVELOPED.

DESIGNATION OF THE ESSEX HERITAGE DISTRICT WILL HELP IN THE COORDINATION OF THE TWO NATIONAL PARK HISTORIC SITES (THE SALEM MARITIME NATIONAL HISTORIC SITE AND THE SAUGUS IRON WORKS), THE 23 NATIONAL HISTORIC LANDMARKS, AND THE NUMEROUS OTHER RESOURCES LISTED ON THE NATIONAL REGISTER OF HISTORIC PLACES. CREATION OF THE COMMISSION WILL HELP COORDINATE THESE AND OTHER PUBLICLY AND PRIVATELY HELD HISTORICAL RESOURCES.

THE ESSEX HERITAGE AD HOC COMMISSION, FORMED IN 1992 AND NOW CHAIRED BY MR. THOMAS LEONARD, INCLUDES MEMBERS FROM THE PRIVATE SECTOR AND FEDERAL, STATE AND LOCAL GOVERNMENT. LOCAL

SUPPORT FOR THE CREATION OF AN HISTORIC COMMISSION AND DISTRICT IN ESSEX COUNTY HAS BEEN ENTHUSIASTIC.

THIS BILL DOES NOT REQUIRE ANY NEW FEDERAL FUNDS, NOR DOES IT ENTAIL THE ACQUISITION OF LAND BY THE FEDERAL GOVERNMENT.

WE ARE EAGER TO WORK WITH YOU TO MAKE ANY PERFECTING CHANGES, AND STRONGLY URGE AND HOPE YOU WILL ACT FAVORABLY ON HR 1685.

**STATEMENT OF CONGRESSMAN MARTY MEEHAN**

**Hearing on H.R. 1685  
House Subcommittee on National Parks, Forests and Public Lands**

June 28, 1994

Thank you, Chairman Vento, for the opportunity to present a statement to the Subcommittee in support of H.R. 1685, a bill that would establish the Essex Heritage Ad Hoc Commission.

The Essex Heritage Project began as an effort to renovate the Salem Maritime National Historic Site and soon grew into a detailed study of the nationally significant resources of Essex County. By 1990, hundreds of historic, cultural and natural resources had been identified throughout the county.

For a number of years, Congress has allocated funds for the renovation of the Salem Maritime National Historic Site. Recently, funding for the preservation of the Lowell Boat Shop in Amesbury, the construction of walkways in Haverhill, and a historic resource study in Gloucester was approved.

The Essex Heritage project has the potential to make a significant impact on the economy of Essex County. Indeed, it will bring much needed tourism to the area, aiding both coastal and inland communities.

H.R. 1685 would coordinate the Park Service's activities in the area, making their administration more effective and efficient. The diverse historical and natural resources of Northwest Massachusetts could attract more visitors for longer periods of time if efforts to preserve and promote them were integrated.

H.R. 1685 would help the federal government get more for the money it puts into each historical project in the region, and it would help extend the benefits of tourism in Massachusetts beyond the traditional sites in the area immediately around Boston.

I want to thank you for taking the time to consider H.R. 1685. This legislation represents an important step in the effort to promote Essex County and its part in the nation's history. I urge the Subcommittee to approve this legislation.

Mr. VENTO. I know the first reference you made to this was probably at a time when I did not want to hear more about heritage areas. But I came to reconcile that due to the fact that it was not just you, obviously, but many others had worked on proposals about heritage areas, and the concern was to try to come up with a format that will work.

There are a couple of differences in your bill, I would point out. Generally, all the commission issues represent a problem, and that includes Congresswoman Unsoeld's and your own and others. There are various themes and variations on commissions. So that is something that has to be reconciled.

I am not saying we are inextricably opposed to any commissions coming out of the committee, but we have to think carefully, especially a Federal commission. As Associate Director Galvin will point out, the Federal commission, for what is essentially a local project, is a concern; not that we could not have in a sense Park Service participation or input into it or Department of Interior input.

So that is one concern, as an example. In the instance of Salem and in the instance, incidentally, of Vancouver, both are adjacent to park units. So the question is what is the relationship between Fort Vancouver or Salem, and you have actually another unit in your area, the iron works.

Mr. TORKILDSEN. Yes.

Mr. VENTO. So, obviously, there exists a different working relationship, or there should be, at least, a recognized working relationship between the heritage partnership areas and these park units. So that is another concern.

But you had asked to place some things in the record, and if they are not too voluminous, without objection, they will be placed in the record, if you would give them to Charlene, our support staff clerk.

[The information follows:]

## THE ESSEX HERITAGE DISTRICT

The history of Essex County has been amply recorded since the 17th century, and its documentary record has been extremely well preserved. Academic and other professional historians have long used this documentary record to exemplify the history of New England as a whole, and it has thus shaped their presentation of our national history to an extraordinary degree. Both for its direct consequences elsewhere and for its representativeness of a significant portion of the nation, the history of Essex County has had an outsized influence on our understanding of American history.

This has been particularly true in three areas: the process of early English settlement and colonial expansion; the emergence of the new American republic on the world scene as a major player in international trade; and the early industrial revolution, particularly the evolution of textile and leather manufacturing from home crafts to planned, large-scale industrial enterprises, and the ethnic diversity and labor conflicts that attended that process.

For the purposes of a national heritage district, however, more important than the documentary record that has served professional historians so well is the intact structural record that can bring that history to the public at large: the multitude of historic buildings that illuminate history on an individual level; the landscape features, such as roads, townscapes, riverways, and coastal areas, that illuminate it on a large scale; the cultural practices and industries that have continued in an unbroken tradition from the earliest days to the present; and the residents' appreciation of the value of their distinct identity since they first made themselves into a county in 1643.

Individually, the resources have the integrity and easy recognizability to convey a clear sense of time and place, and Essex has the variety of resource types needed to provide rounded pictures of the complex processes involved in the three themes of early settlement, maritime development, and industrialization. Unlike other proposed heritage areas, Essex County's resources have already been systematically documented and evaluated for significance. Though more remains to be done--and would be aided by Federal designation--hundreds of listings on the National Register of Historic Places attest to the integrity of the individual resources. Essex County also contains 22 National Historic Landmarks--more than many states--and a number of nationally significant historic districts that include literally thousands of structures. In addition, there are sites of outstanding archeological value that provide valuable information on the centuries of Native American occupation that created the first American context for English settlement.

But the importance of these resources--and the reason for a national heritage district--is not their documented individual significance or their impressive numbers, but their density, their distribution, their diversity, their chronological span, and, especially, their relationship to each other. The national significance of the proposed Essex Heritage District lies in the fact that its historic resources form several discrete, easily

comprehended, relatively unadulterated, and large-scale cultural landscapes illuminating the three processes of settlement, maritime development, and industrialization. Taken together, they form a single comprehensive cultural landscape that documents 400 years of complex historical change.

While there are a number of scattered examples of houses from the first period of settlement remaining on the Atlantic seaboard, only one site, Colonial National Historical Park in Virginia, actually interprets the process of English exploration and settlement of North America. The settlement of Virginia, however, was a vastly different process from that of New England, which in fact influenced the cultural geography of the whole northern quadrant of the United States (the traditional New England band of settlement across the upper Midwest). In any case, no single site can adequately document or interpret a process. It is not individual houses that are needed, but clusters of them, as well as common lands, meeting houses, utility buildings, stores, roads, fences, farms, and marshes. A stone wall does not become a cultural clue until one encounters hundreds of them spread over a large area. The relationships of these kinds of features to each other and their evolution over an historic period are critical to our historical understanding. Similarly, the New England settlers expanded as communities, not as individual pioneers, so even a whole town cannot interpret the process of colonial expansion; clusters of them are needed, along with the roads and rivers and coastal routes that connected them. Essex County retains these resources in remarkable number and with a remarkable degree of integrity.

Both the natural and the built landscapes of Essex County still reveal the reasons for the fishing voyages of the 1500s, the initial fishing settlements of the 1620s, and the permanent settlements that followed later in that decade. The rocky ocean shoreline, the sandy beaches, the natural harbors, the large salt marshes, and the remnant forests are not only scenic attractions today; they also document and help us understand the appeal of the area in the 16th and 17th centuries and why it developed as it did.

The network of coastal and deep-river towns that have had a continuous existence since first settlement still preserve the patterns of colonization. Nationally significant districts in Ipswich, for instance, contain dozens of intact structures from the period of earliest settlement; most other towns have similar, if fewer, examples, as well as the original layouts of roads, open spaces, and commons--layouts that were the result of a series of actions over a long period of time, rather than of coherent town planning. Newbury preserves a predominantly agricultural district from the period of early settlement, as well as a town center. The Saugus Iron Works National Historic Site illuminates an early attempt at colonial self-sufficiency. Salem, settled in 1626 as the first town in the Massachusetts Bay Colony, illuminates Puritan village growth, patterns of social control and conflict, the growth of cottage industry, and the early turn toward fishing and trade for survival and prosperity. And the charming meanders that are still the primary transportation network of Essex County, cannot be appreciated apart from the historical context of early settlement. The social, political, and economic conflicts that emerged

after initial settlement are also well illustrated with surviving resources throughout the county, including those related to one of the most notorious symptoms of those conflicts, the witchcraft hysteria of 1692.

Similarly, the variety of resources needed to interpret the rise of American international trade and of a maritime class--the classic Yankee--out of the early-settlement fishing industry do not exist outside Essex County. The only National Park System area that interprets the phenomenon is Salem Maritime National Historic Site. To show the complexity and the extent of the process, however, a wider variety of resource types are needed, such as the harbor features and industrial resources of a number of Essex's coastal towns, particularly Essex Town and Amesbury, where shipbuilding continue, and Gloucester, where fishing is still carried on in an evolving tradition of ethnographic significance. Historic districts with hundreds of structures, in Salem, Marblehead, and Newburyport particularly, illuminate the benefits, risks, and conflicts that resulted from American traders' challenge to the British imperial system before 1776, their privateering exploits during the American Revolution, and their subsequent trade with exotic ports that helped cement America's economic independence. The magnitude and variety of these ventures are important. They cannot be adequately documented or interpreted with a single site.

The decline of the maritime industry in Essex and the reinvestment of the traders' fortunes into pioneering industrial enterprises in Salem and along the Merrimack River is an acknowledged causative factor in the American industrial revolution. The industrial revolution is not a single phenomenon; it cannot be adequately documented or interpreted at a single site, any more than the Civil War could be. While two units of the National Park System interpret the development of the textile industry (Lowell and Blackstone Valley), the resources of Essex--particularly the city of Lawrence (a planned industrial community with huge intact mill complexes and canal systems) and the four cities around it--can help place its development in a cultural landscape that shows it to be less a revolution and more a part of process that also included the decline of the maritime trade. The wharves of Essex County, once the bearers of exotic consumer goods from around the world, became a conduit for raw materials coming in and finished goods going out and particularly for the storage of the fuels and other heavy materials needed to run the factories. The resources of Lawrence and the other factory towns of Essex County are also particularly useful in documenting the living conditions of workers and managers and the labor conflicts and reforms of the late 19th and early 20th centuries. The history of the leather and shoe industries is an excellent example of the evolution of an industry from home-work to large-scale mechanized production in less than sixty years. This story is not told elsewhere. The city of Lynn was the major producer of ladies shoes in the colonial period, as well as a hundred years later; and, together with resources in Haverhill, Peabody, and Salem, can document this process. In the cases of both textiles and leather, the decline of the industries has also left its mark on the cultural landscape of the county.



The proposed Essex Heritage District is large enough to have preserved large clusters of resources that illustrate each of the three themes in relatively discrete and uncompromised areas, landscapes with enough integrity to represent each of the themes clearly. Taken together, they document comprehensively a coherent process of historical evolution over four centuries.

That documentation will not be clear, however, unless they are interpreted and preserved with a much larger degree of coordination than is now possible. The goal of an Essex Heritage District is to supply the degree of coordinated interpretation that can make the comprehensiveness of these resources come alive and the degree of coordinated preservation that will keep this living legacy intact for future generations.

Mr. VENTO. And I notice that Congresswoman Unsoeld has also given you a number of articles from the paper, which, obviously, speak to the issue of Vancouver, and, without objection, they will be placed in the record, if that is your desire.

Mrs. UNSOELD. Yes.

[The information follows:]

Sunday, June 26, 1994

Page B8

---

## THE COLUMBIAN'S VIEW

---

### Heritage package gets another boost ahead

**V**ancouver Mayor Bruce Hagensen travels to Washington, D.C., this week to support the latest step in the prolonged struggle to establish the Vancouver Heritage Area.

Seeds of the deal were planted back when the federal government shuffled off most of Vancouver Barracks to a variety of public agencies, from the public utility district to the National Park Service. The city got Pearson Airpark but swapped the west end of its runway in exchange for closing the airstrip by 2002.



That made a lot of sense at the time. As

the deadline approached, however, finding an acceptable site for a new airport proved impossible. Moreover, John Wulle and other aviation history buffs began arguing that Pearson deserved to remain open as a working museum.

While others may not have been taking the long view when the deal was made, the people in the park service were looking way ahead to a Fort Vancouver National Historic Site that would replicate the feeling of people who arrived at the front gate of the Hudson's Bay Company post 150 years ago. That concept certainly did not include little airplanes sputtering and groaning through the air. Then-Rep. Don Bonker would not consider renegotiating the deal arranged by his immediate predecessor, Julia Butler Hansen. Bonker was succeeded by Rep. Jolene Unsoeld, D-Wash., who was willing not only to listen but also to help work out a new arrangement.

What developed was a five-partner heritage group working toward an arrangement whereby all could win without serious loss to any. That was established as a matter of law two years ago. The five agencies struggled toward an agreement that became part of a bill Unsoeld introduced on Tuesday. It would establish Vancouver National Heritage Area including the historic site, the Vancouver Barracks remnant, Pearson Airpark and Museum, Officers Row, Old Apple Tree Park, Marine Park and the waterfront natural area. The bill would create Vancouver National Heritage Area Partnership to manage the process, including evolution of the airpark to something more consistent with the fort.

The measure will be considered first by the House Natural Resources Committee. Hagensen and others will testify that it is a good arrangement, which it is even though nobody won every point and everybody had to give up something.

*Columbian 8-13-92 A10*

# Opinion

## Fort-airpark peace pact will enhance community

Pilots and aviation buffs should not be alone in celebrating the tentative agreement to extend Pearson Airpark's lease through 2022. The accord represents a victory for Clark County's rich heritage and all those who want to see it preserved.

Credit for that triumph goes to Charles Odegaard, regional director of the National Park Service, who ended his agency's longstanding opposition to continued operation of Pearson beyond 2002, when the current lease expires. The Vancouver Historical Study Commission, on which Odegaard serves, accepted his recommendation in principle on Tuesday as a way to reconcile the conflict between the

airfield and the Fort Vancouver National Historic Site, which encompasses the western half of Pearson's runway.

On cursory examination, the conditions Odegaard proposes in exchange for keeping Pearson open



### Community Identity

seem reasonable. Until 2022, the number of modern planes based at the airfield would be limited to 165. After that date, only historic and antique craft would be permitted. Helicopters would be banned altogether. And the city of Vancouver would vacate East Fifth Street, which the park service would restore to the wagon trail that it once was.

The plan would allow Pearson to retain its status as one of the nation's older operating airfields and provide the economic means to upgrade its museum and other historical resources. At the same time, it would limit the facility's impact on the fort and allow the park service to enhance its offerings, as well.

Although a whole lot of details remain undecided — Odegaard and his fellow commission member, Vancouver City Manager John Fischbach, hope to crank out the fine print before the panel's next meeting Sept. 12 — the big battle appears to be over.

What's left is a huge opportunity. Fort Vancouver this summer is getting a fur store, its first new addition in a decade; Pearson Airpark this week saw re-enactment of the first interstate air mail delivery 80 years ago. Fort and airpark each represents an important chapter in Clark County's story. They are, in fact, complementary to one another; the conflict between them has been a thoroughly modern contrivance.

With the contrivance discarded, both can flourish. And all of us will benefit.

A12 *Columbian* 7-27-92

# Opinion

## Smithsonian endorses Pearson's rich history

With its historical importance validated by no less an authority than the Smithsonian Institution, Pearson Airpark's future ought to be less cloudy.

It is, but only a little. Although the Smithsonian's aviation expert, Von Hardesty, is unequivocal in his assessment of Pearson's place in the annals of aviation, he has carefully glided around the question of whether it should continue as a modern commercial airfield.

The latter issue is central to the conflict between Pearson and the National Park Service, which administers the adjacent Fort Vancouver National Historic Site and owns the land under the western half of the airfield's runway. If



### Community identity

the strip is historically significant, as Pearson backers have long contended, the park service's plan to tear it up and plant potatoes in 2002 is troubling, to say the least.

Hardesty says the history is there. According to press accounts, his report to the park service describes Pearson as a unique example of a pre-World War II Army airfield. Pearson was the landing site for a 1905 dirigible crossing of the Columbia River, a crucial base for military planes during the 1920s and 1930s, and the destination of the first transpolar flight by Russian aviators.

Whether Pearson is truly the nation's oldest continuously operating airfield, as its supporters often claim, is immaterial, Hardesty says. The airpark, he concludes, "has played an impressive role in aviation."

Though the Smithsonian representative refused to enter the dogfight surrounding Pearson's future, he did urge preservation of Pearson in some form. That should help the Vancouver Historical Reserve Commission, the federally established panel that is seeking to resolve the airpark/park service dispute.

Pearson's historical currency is no less valuable than the fort's. Any reasonable solution to the conflict must seek to preserve and enhance both in equal measure.



Community  
news and  
features

# Federal commission OKs Pearson function until 2022

**VANCOUVER** — The Vancouver Historical Study Commission on Tuesday accepted the idea of including a fully functioning Pearson Air Park in a proposed historic reserve.

The commission was formed by Congress in 1990 to look into a historic reserve that

The air park sits on city-owned property, but its runway juts into land owned by the Park Service.

"It would be difficult," Hardesty responded. "An air strip runway is integral to what an air park is."

Other recommendations included:

- Creating a partnership of affected agencies to coordinate management and planning for the reserve instead of handing full control over to the Park Service.
- Respecting the rights of private property owners by disallowing any governmental agency to take over their land in the proposed reserve without consent.

Mr. VENTO. Well, as I said, I don't know, Congresswoman Unsoeld, if you or Peter have to leave. I am not going to hold you. You are welcome to go. I know it is a busy day, if you want to rush. I know you have a series of witnesses. You win the prize for having the most witnesses.

Mr. TORKILDSSEN. A lot of good people from my neck of the woods.

Mr. VENTO. It will not be too long. We have Congressman Johnson and we will then go to Mr. Galvin and do something a little different here.

Mr. TORKILDSSEN. I will probably just be next door. Thank you, Mr. Chairman.

Mr. VENTO. Thank you, Peter.

Finally, on this panel, a Member of Congress, Don Johnson, from the 10th District of Georgia, who has submitted legislation on the Augusta Canal.

Don, thanks for being here. It is a pleasure to have you. Your statement has been made a part of the record, so you feel free to summarize or read the relevant parts. Please proceed.

#### **STATEMENT OF HON. DON JOHNSON, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF GEORGIA**

Mr. JOHNSON. Thank you very much, Mr. Chairman. I appreciate this opportunity.

As you know, I am here to testify on behalf of the Augusta Canal and making it a part of the National Heritage Corridor—making it a National Heritage Corridor under H.R. 2949.

Obviously, this is in my district. It is a very important historical and natural resource that we want to preserve. It dates back to 1845. It is, essentially, a vintage power and transportation canal that is roughly 9 miles long. It has played an instrumental role in Georgia's history, from the production of powder during the Civil War to development of Georgia's cotton textile industry.

Let me just mention a couple of important sites in the canal. One is actually two sites, two mill sites on the canal, which date back to the late 1800's, and they remain active and competitive in the cotton textile industry and contribute greatly to the economy of Richmond and Columbia Counties.

Also, the head gates and the 1845 lock represent important historical resources, similar to the C&O canal here. The preservation of these head gates and the restoration of this lock would provide an ideal venue for a riverboat fleet as a means for visitors to learn more about the life and times of the 19th century boatmen and their trade.

Over the years, this canal has faced tremendous pressure from developers, even though the National Park Service has designated it as a national historic landmark in 1978. It also should be noted that the Secretary of Interior currently lists this landmark as endangered.

Currently, the canal is used for its original purposes, industrial water power, water supply and transportation. Two active cotton mills, as I mentioned, and one idle mill remain in operation.

The water turbines also operate for hydroelectric power for these facilities. The city of Augusta operates three hydromechanical

pumping stations for raw water to a treatment plant several miles away.

And I would like to reiterate that any preservation activities at the canal would be undertaken by the Augusta Canal Authority in cooperation with the Rivers and Trails, Conservation Assistance Branch of the National Park Service.

Mr. Chairman, preservation of this canal is of particular interest to the State of Georgia. For example, on June 9th of last year, the Georgia Department of Community Affairs designated the historic Augusta Canal as one of four regionally important resources within the State of Georgia. This designation by the State identifies the State's most important natural or historic resources so that an improved management and conservation strategy can be developed and implemented for that resource.

Finally, the Augusta Canal Authority and the community have proven themselves worthy of heritage corridor designation. Their preservation efforts thus far have been exceptional. I hope that you would give the Augusta Canal every consideration in the heritage corridor designation process.

I would also like to take this time to thank Tom Robertson and Jonathan Lane, as well as the citizens of Richmond and Columbia Counties for their commitment to the preservation of this environmental and recreational resource. Appreciate your consideration.

Mr. VENTO. Thank you.

I have been aware, of course, of this proposal. It has had a lot of background work done on it, especially by the community down there. And I know that you have picked up on that and have been anxious to see this move forward in the House.

We worked on this hearing, this legislation, and have now reached, I think, a point where we certainly feel a lot more confident about addressing these issues and putting it up against this blueprint to see how it fits, even if it does not fit perfectly.

How long is the Augusta Canal?

Mr. JOHNSON. It is 9 miles long.

Mr. VENTO. Nine miles. It is your intention that that area would represent the heritage area.

Mr. JOHNSON. Yes, sir.

Mr. VENTO. So they have had a study ongoing on that particular project for, again, 5 years or so.

Mr. JOHNSON. That is right. And you will hear more about that from the panel who have actually been working on it.

Mr. VENTO. Sure.

What I will do now is a little something different. You are welcome to join me at the dais—

Oh, Senator Kennedy is here. Pardon me.

Let me invite you, Senator, to the witness table, if you are prepared. We are very pleased to welcome you. Obviously, your appearance in the committee room this year underlines the importance of these projects to you.

And we will proceed to hear from the Senator and then we will hear from the Park Service and other witnesses.

I am pleased you could make it. I know your schedule and all of our schedules are busy at this time of year, so, please, proceed.



**STATEMENT OF HON. EDWARD M. KENNEDY, A U.S. SENATOR  
FROM THE STATE OF MASSACHUSETTS**

Mr. KENNEDY. Well, I thank you, Mr. Chairman. And, once again, I want to express my very warm appreciation to you for permitting both myself and our other colleagues from Massachusetts and particularly a very distinguished group of men and women who will be testifying in support of the Essex County Heritage legislation.

I want to, at the outset, acknowledge the strong leadership that you are providing in an area of public policy, which I think all of us in Massachusetts, generally New England, I am sure other parts of the country, value very highly, and that is the preservation of a real part of our history and heritage.

For too many times in the course of our history we have not given it the kind of sensitivity, the understanding and support, and we have lost a good deal of some of the very, very priceless aspects of our national—both the development, history, heritage of different parts of our country.

And I think all of us in the Congress are very much supportive of the time and the work that you have been undertaking at a time with scarce resources to try and ensure that so many of these areas that are in different parts of our country and have very, very important, special importance to our Nation are going to be preserved. So I thank you in advance.

It is a real pleasure, Mr. Chairman, to be here to talk about an area or a region of my State that I think has been really unique in really rising, in a very figurative way, from the ashes, from major fires in Salem, MA, which really blighted that area, a part of our country that has faced serious economic difficulties and challenges.

Like many other older communities that are in New England, this community, in terms of Salem, which I think has been really a prime example of what a partnership is really all about, partnership with the Federal Government, some help and assistance from the State, but most importantly from the private sector where we have seen the targeted kinds of resources that this Nation should support that are vulnerable have received the encouragement and the support and actually financial assistance. And that has leveraged in a very dramatic and significant way the private sectors.

You will hear that over a period of some 6 years that some \$22 million has been allocated in the Federal funding to about \$124, \$126 million in the private sector and has really changed in a very dramatic way the kind of presentation that this community that I use now, Salem, exhibits.

I mention Salem because I think it is illustrative of other jewels that exist in Essex County. You have the early iron works, which continues to be a source of enormous education to schoolchildren in those areas. Just like in terms of work that has been done in Salem, they have used the experience there in terms of curriculum alteration and change within the whole school systems in the local communities and now increasingly appreciated in the surrounding areas.

The preservation of the Amesbury boathouse. That is the oldest working boathouse in America. The various kinds of assets that

exist up in Haverhill and generally spotted across in Lynn and in other areas.

Basically, what we are talking about is under the general expertise that comes with the Park Service to be able to have a coordinated concept for the preservation of those assets, which should be preserved, to permit the local private sectors to work in this partnership to leverage and enhance those particular services and to do it in a way which is both dignified, tasteful, and historically accurate, and a very significant way to uplift a whole area and community in awakening both the consciousness of the historical aspects and also the spinoff in terms of the economic advantages are very evident.

It is interesting, in 1938, that Salem, MA, was designated as an historic site, the first national historic site in this country. And the Salem Heritage was one of the only ports that was open in the American Revolutionary War.

And whether you are talking about architecture, whether you are talking about international trade in terms of China, whether you are talking about maritime history, the whole movement in terms of the industrial revolution that took place in terms of textiles and leather working, that entry in terms of the various kinds of supporting communities is really a very significant and important aspect in terms of our heritage.

I want to thank you very much for permitting me to make these comments. I would like to include my full statement in the record.

I would like to recognize Tom Leonard and Annie Harris of the Salem Partnership who are here; and Tom Costin, former mayor of Lynn; and Denis Galvin of the National Park Service. They have been really, among others, have been really in the vanguard of this whole effort, which in a very significant way has really sprung from the bottom up.

And I thank you very much for permitting those of us to make a comment about the importance of this program. It is an enormously significant asset, and it is something which the people take a great deal of pride in the progress they have made. And with a very modest kind of investment in terms of the future it can ensure the preservation of some of the really important parts of our heritage and history.

And I am grateful to you for letting me make these comments this morning.

Mr. VENTO. Thank you very much, Senator.

We look to you as a real champion, a friend in the Senate, in terms of carrying forth the cultural and historic advocacy that is so necessary, along with Senator Bumpers and Senator Moynihan and many others who have worked so hard in this area. We certainly could not do it without that type of advocacy.

I might say that the national parks had a threefold increase in visitorship in the last decades. It necessitates, first of all, a lot of resources to take care of those important designated areas. Not all lands are created equal, so of speak. We treat the parks differently.

And, second, it obviously puts a great push on increasing number of resources that are designated as parks, and that has been a real struggle because it is a dilemma. At the same time, of course, we have had this increase in the budget pressure that we all face.

So this is the concern. Here's what we are trying to do, recognizing we have so many great sites—in fact, this session, in terms of issues, you have appeared here for Lowell, MA, and New Bedford. At least your statements are entered in the record.

Mr. KENNEDY. That is very interesting. And Blackstone.

Mr. VENTO. Blackstone.

Mr. KENNEDY. Quincy.

Mr. VENTO. That is right. And the point being, of course, that so many times these sites now are not sites that are federally owned—or publicly owned for that matter. So what we are trying to do here with this Heritage Partnership Act is to recognize that there is a lot of private ownership, and there is much more collaboration and cooperation. And the Federal Government has a role. The Park Service has a role. They have been struggling to define that role in Essex County, which is, in itself, a large area, not owned, obviously, and not sought to be purchased by the national government.

So that is what we are trying to do. And the reason we have held up this bill, as I explained to Congressman Torkildsen and others, is to try to put some rationale and some policy on that before we walk down that path, to have it paved a little bit with what we want to do.

The committee and the Park Service has worked on this for some time.

Mr. KENNEDY. Let me just take 1 more minute and mention that last Friday evening we had the opening of the museum of the U.S.S. *Constitution*. And this was of real historic importance for the country. The keel was laid in 1794 in the John Quincy dry dock. It was the first dry dock of the Nation.

And my grandfather, in 1896, when the ship was about to sink in Portsmouth, NH, one of the first pieces of legislation he had was to have it towed down to Boston. And it was just about to collapse there. And, finally, the schoolchildren of Massachusetts raised the resources themselves to be able to start the rehabilitation which went into place. And then, finally, the Navy activated their commitment to it, and now it is still part of the U.S. Navy. It will have its 200th anniversary in 1996.

It came this close to being absolutely lost in terms of American history. The impact that has on the thousands of schoolchildren that come through there and the work that they have done in terms of the private partnership, in terms of working through the school systems, in terms of the relevancy of early American history, is just extraordinary.

And the opening of that museum, which amounted to, in total, raised—matched by the private sector step by step over the period of the last 3 years now—is a major resource in terms of Boston—I think in terms of the future.

I think for yourself, knowing your record, we want to make sure that these other areas that have a different relevancy perhaps than the U.S.S. *Constitution* and the War of 1812 and others that are not going to be banners that will be lost in terms of future generations.

So I think this whole effort is something that is enormously important for our future, and I think all of us are grateful to you for the good work that you do.

Mr. VENTO. I appreciate your kind comments. I will try to work and earn those. We will be working with you on this, and I am sure we will be in touch with you and with Peter as we go through it.

Thank you very much, Senator, for your presence.

And, Don, I was going to thank you, too. I did not mean to keep you sitting there, but I am pleased that you did come. And you are free, both of you, to join me at the dais. I notice Peter is here now.

We are going to call the Associate Director, Denis Galvin, of the National Park Service.

He is accompanied by Steve Kesselman, the superintendent of Salem National Maritime National Historic Site.

What I think I will do here is to hear from you on that particular proposal first, the Essex County site, as long as Peter is here and we have just had some discussion.

Mr. Stokes is also accompanying you, with the Rivers and Trails, Conservation Assistance Branch of the National Park Service.

So I will hear from you, then, and will ask the panel on Salem to testify, just to provide continuity to myself. They will probably get through it quickly.

And after that if you do not mind sitting, Mr. Galvin, with the public witnesses, we can probably have a better opportunity to question and to have continuity on these issues.

**STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY STEVE KESSELMAN, SUPERINTENDENT, SALEM MARITIME NATIONAL HISTORIC SITE; AND SAM STOKES, CHIEF OF RIVERS AND TRAILS, CONSERVATION ASSISTANCE BRANCH**

Mr. GALVIN. By way of introduction, Mr. Chairman, with respect to sort of common testimony about all five bills, our mode of operation here this morning was to try to evaluate where these various studies are with respect to the recent passage out of your subcommittee and the full committee of H.R. 3707.

As you know, we have been working closely with your staff to try to establish a template that would approach the phenomenon of heritage areas in a generic fashion. And so much of my testimony this morning is oriented toward trying to place these five studies we have before us in the context of that recently passed bill, even though the studies, in many instances, started before we came to the passage of that legislation out of committee.

The Essex County heritage area was transmitted—the major study was transmitted to the Congress in June, 1991, and embodies in its recommendations much of what is placed in this legislation. We support the designation of Essex County as a national heritage area if the bill is amended in certain instances in accordance with this testimony.

This bill would formally recognize the range of unique and inter-related historic, cultural and natural resources existing in Essex County. It would also establish a commission to plan, coordinate and direct actions to that end. The commission would be respon-



sible to the Secretary of the Interior, and the Secretary would, in turn, provide technical assistance.

As I say, Mr. Chairman, we completed quite some time ago now studies that lead to this conclusion, and it is our judgment that this particular proposal exceeds the qualifications for a heritage area contained in H.R. 3707. Its resources and feasibilities have been evaluated by the Park Service, and a followup management action plan is nearing completion.

The proposed district has already taken the first two steps required in H.R. 3707 to become part of the proposed heritage area partnership program. As I say, this initiative, in cooperation with the Salem partnership, began in 1989 to enhance the resources and interpretive programs of a unit of the National Park Service, Salem Maritime National Historic Site.

One of the themes developed during that planning process was to recognize the site's regional context and enhance its interpretive mission by association with related non-Federal sites and resources.

There are literally thousands of historic resources, as defined by the National Register in Essex County, and there are 23 national historic landmarks illuminating the primary themes related to Salem maritime. And it is the hope that this approach will link them together into a coherent and intelligible story.

In June, 1992, former Representative Nicholas Mavroules, in recognition of strong public support, established the Essex Heritage Ad Hoc Commission, and it was renewed by Representative Torkildsen in 1993. The commission is broad based and includes all levels of government and the private sector.

And, as you point out, Mr. Chairman, some of their representatives are here this morning.

In 1993 and 1994, \$75,000 was appropriated to provide technical assistance in the preparation of a management action plan which is nearing completion. This will allow us to undertake some early implementation actions, and the private sector and local governments have more than matched the Federal investments in the creation of this plan.

We do not, however, recommend the establishment of a Federal commission as the management entity for this heritage area. The administration is committed to controlling the growth of advisory and operating commissions. We do recognize the need for a coordinating mechanism. Indeed, some are in place in Essex County at this time.

One alternative is a nonprofit corporation based on the model of the successful Salem partnership. This is in recognition that a critical factor in all of these areas is that the initiative should be local, not Federal.

The National Park Service stands ready to assist local sponsors in completing the management plan and in continuing to provide technical and financial assistance to the management entity. However, we believe the initiative for a heritage area should be a local one. Creating a Federal commission would not appear to be consistent with those goals.

Because this proposal is an extension of the mission of Salem Maritime National Historic Site and because the site is the opera-

tor of the permanent facility that is the hub of the proposed district, we recommend functions be shared between the Park Service and whatever cooperative bodies may be created.

Certain functions are most naturally and efficiently administered by Salem maritime: Coordination of a network of visitor center operations—most of the other visitor centers being operated by others and in existing buildings—collaborative interpretive training and planning among the heritage sites and resources, and educational program development we see as the role of the National Park Service.

We propose that the legislation contain a provision specifically authorizing this off-site role. This collaboration would be done by cooperative agreements. This would allow the Essex Heritage District to be a true partnership and a comanagement structure.

We recommend a few other amendments, Mr. Chairman.

We recommend that the provision in section 203(h) authorizing the acquisition of land with Federal funds be deleted. That makes it consistent with H.R. 3707.

We recommend that authorization be included for the National Park Service at Salem Maritime National Historic Site to participate in the activities of the Essex Heritage District outside the boundaries of the site.

And we recommend that there be added a provision for the cooperation and consultation of other Federal agencies consistent with section 8(b) of H.R. 3707.

The bill does not enlarge the affected park area nor require acquisition of additional properties.

That concludes the summary of my statement, Mr. Chairman, on Essex.

[Prepared statement of Mr. Galvin follows:]

STATEMENT OF DENIS GALVIN, 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. 1685 TO ESTABLISH THE ESSEX HERITAGE DISTRICT COMMISSION.

June 28, 1994

Mr. Chairman, thank you for the opportunity to appear before the Subcommittee today to present testimony on H.R. 1685.

We support the designation of Essex County as a national heritage district and support the bill if amended in accordance with this testimony.

The bill would formally recognize the range of unique and interrelated historic, cultural, and natural resources existing in several areas of Essex County. It would also establish a special commission to plan, coordinate, and direct actions necessary to protect, interpret, and provide for visitor enjoyment of these resources. The commission would be responsible to the Secretary of the Interior for carrying out its official charges. The Secretary, in turn, would be required to provide technical assistance to the commission.

The proposed Essex Heritage District exceeds the qualifications for a heritage area contained in H.R. 3707, the bill for an American Heritage Areas Partnership Program. Its resources and feasibility have been evaluated by the National Park Service, and the management action plan is nearing completion. Therefore, the proposed district has already taken the first two steps required of

## 2.

units of the proposed heritage areas partnership program.

The proposal for an Essex Heritage District grew out of a National Park Service initiative beginning in 1989 to enhance the resources and interpretive programs of Salem Maritime Historic Site. One of the themes developed during this process was to recognize the site's regional context and enhance its interpretive mission by association with related non-Federal sites and resources.

The Service's studies found literally thousands of historic resources in Essex County, including 23 National Historic Landmarks, illustrating and illuminating the primary themes of the Park and linking them together into a coherent and intelligible story covering four centuries of American History.

Public support for an Essex Heritage District is strong. In June 1992, former Representative Nicholas Mavroules established the Essex Heritage Ad Hoc Commission. It was renewed by Representative Peter Torkildsen in 1993. The Commission is broad-based and includes all levels of government and the private sector. In Fiscal Years 1993 and 1994, Congress appropriated \$75,000 to the National Park Service to provide technical assistance to the Commission to support the preparation of a management action plan, which will be completed this summer, and to undertake some early implementation actions. The private sector and municipal



governments have more than matched these investments.

While we believe that the Essex Heritage District is worthy of Federal designation, we do not recommend the establishment of a Federal commission as the management entity for this heritage area. The Administration is committed to controlling the growth of advisory and operating commissions. We recognize the need for a coordinating mechanism, and several are possible. One alternative is a non-profit corporation based on the model of the successful Salem Partnership.

The critical factor is that the establishment of the management entity for a heritage area should be a local, not a Federal, responsibility. Under H.R. 3707, the National Park Service would assist local sponsors in preparing a management plan and, once an area is established, provide technical and financial assistance to the management entity. However, the initiative for a heritage area should be a local one. Creating a Federal commission to manage a heritage area would not appear to be consistent with this emphasis on local initiative.

Because the Essex Heritage District is an extension of the mission of Salem Maritime National Historic Site and because the Site is the operator of the permanent facility that is the hub of the

## 4.

proposed District, we recommend functions be shared between the National Park Service and whatever cooperative bodies may be created. Certain functions are most naturally and efficiently administered by the Salem Maritime site: coordination of the network of visitor center operations, collaborative interpretive training and planning among the heritage sites and resources, and educational program development. We propose that the legislation contain a provision specifically authorizing this off-site role for the Park. Collaboration with cooperative bodies would be governed by cooperative agreements or other instruments. This would allow the Essex Heritage District to be a true partnership, a co-management structure in which functions are allocated to the cooperating entities in an effective and economical way.

We recommend that the bill be further amended as follows:

Delete the provision in Section 203(h) authorizing the acquisition of land with Federal funds.

Include authorization for the National Park Service at Salem Maritime National Historic Site to participate in the activities of the Essex Heritage District outside the boundaries of the site.

Add a provision for the cooperation and consultation of other

5.

Federal agencies conducting activities affecting the heritage district, similar to Sec. 8(b) of H.R. 3707, the "American Heritage Areas Partnership Program of 1994."

This bill does not enlarge the affected park area nor require acquisition of additional properties.

This concludes the Department's testimony on H.R. 1685. I will be pleased to answer any questions you may have.

Mr. VENTO. Well, this area, this is a significant land area, is it not?

Mr. GALVIN. That is correct. This is roughly 500 square miles.

Mr. VENTO. And the population in that area would be—Mr. Torkildsen, if you want to answer and help me out here.

Mr. TORKILDSEN. I would estimate between 600,000 and 700,000.

Mr. VENTO. So it is almost a little more than a congressional district, not all of which is yours, I take it.

Mr. TORKILDSEN. Right. Most of it is in my district, but several communities are in Congressman Meehan's district.

Mr. VENTO. Incidentally, for others that are going to testify, and we have a panel of four witnesses, I think it is important to know generally the questions I may raise or, Mr. Galvin, we need to know if there is an exception with regards to the purchase of land with Federal dollars.

The reason we put that in there is we did not want the Heritage Partnership Act to be an accumulation of Federal lands, of land that is essentially private, by the Federal Government. Because the idea is that these would be local, and if the local governments wanted to buy it with their own resources or acquire things, that was a different matter. But we did not want the funds that we are providing here to be used in that same sense.

Let me get a sense from the Director. What is the nature of the resources in it and the condition of them? How would you characterize the cultural historic resources in this area? And are they generally privately owned and on historic register?

Mr. GALVIN. Yes, generally privately owned. This is an unusually rich collection of historic resources.

The management plan calls for, essentially, three major themes to be illustrated in Essex County. One is early settlement, and the collection of architectural resources in Essex County dating from the late 17th and early 18th century is probably the best in the country.

In addition, there is a very significant collection of Federal resources, Federal architectural style dating to the late 18th century associated with the landward accumulation of wealth associated with the maritime history.

Later, the industrial revolution took hold in Essex County, and the theme again centered on water power and access to the major ports.

So you have basically three themes here: Early settlement, maritime history, some of which extends to this day. Of course, Essex County includes such major fishing ports as Gloucester. And so the management plan essentially lays out a blueprint for connecting these resources.

And just to give you some quantitative idea of the richness of the resources here, under some of these categories specific privately owned historic resources number in the two and three hundreds here, to illustrate these themes. There are literally thousands of historic resources in this area.

Mr. VENTO. They have a number of historic districts in and outside of Salem.

Mr. GALVIN. Yes. I believe downtown Salem, for instance, has three historic districts—or four. So there are. Yes, most of these towns do have historic districts.

Mr. VENTO. So they have been early participants in the program, as Senator Kennedy had indicated I think, in terms of having one of the first sites on the historic register at Salem.

Mr. GALVIN. That is correct.

Mr. VENTO. And the historic district program has worked well there I take it.

Mr. GALVIN. That is correct.

Mr. VENTO. Based on the fact that you are testifying.

Mr. GALVIN. And I might say, too, in looking at the inventory of resources, there is a fairly wide range of character to those districts. Some of them illustrate, as I said, the sort of landward extension of wealth associated with maritime history.

But Senator Kennedy also mentioned the little boathouse. There are workers' districts. So there is a fairly good diversity, I think, of resources associated with the history of these. Also Saugus Iron Works, illustrating early industrial history.

Mr. VENTO. Of course, you mentioned the commission. This is a 33-member commission. I notice they have two members appointed by each Member of Congress who represents the area but none by the Senators.

This is, of course, a bill put in by Congressman Torkildsen. I expect the Senate bill has a different—

Mr. TORKILDSEN. I would have to ask Senator Kennedy who would come in on the Senate side.

Mr. VENTO. In any case, I think the commission issue does represent a special problem. Is there any reason that we specifically need a commission in this instance, Mr. Galvin?

Mr. GALVIN. The commission was one alternative suggested in our management study. I think we looked at three alternatives without making a recommendation. It is my feeling that in this particular area there is such a strong and committed representation of support from all levels of government that perhaps a State entity or a nonprofit could assume the role of the Federal commission recommended in the bill.

Mr. VENTO. Well, having a management entity to coordinate if there are different political subdivisions might be desirable. I don't know what the nature of the political subdivisions are, but they could, in essence, do that themselves.

Obviously, the Park Service would rather work with fewer, I guess, as opposed to a greater number of groups that are not speaking in a common voice. So there is an advantage to that. But whether or not we should designate a new political subdivision remains to be seen.

That is the concern I have. There has been a lot of work done here, I think, that is especially important to recognize and to look at what the basis for that has been.

One of the other suggestions in the bill is a loan grant program. Of course, here it is just authorizing language, and it may or may not have funds put into it. We have not advocated a loan grant program in the basic underlying legislation, but we do have written

into law in the historic preservation act, I guess, some fund programs that could accomplish that.

How key is the loan grant program in your management plan?

Mr. GALVIN. In the management plan? Maybe I better let Mr. Kesselman answer.

Mr. VENTO. Maybe you have a view on the loan grant program anyway.

Mr. GALVIN. In the generic legislation, in H.R. 3707, it contemplates the management entity giving grants, but it does not contemplate any loans.

Mr. VENTO. And that, of course, is based on the funds that we provide from the appropriation. But the loan program is limited of course. This picks up on local and other areas, the Blackstone, where we have had a limited loan program, pretty sharply limited, which has worked pretty well.

Mr. GALVIN. Yes. In fact, I would say the local loan program has worked reasonably well, too, as you remember from the previous hearing. There is more money in the loan program right now than has been appropriated to it.

However, in the working out of H.R. 3707, we did work with the subcommittee to authorize grants programs but not loan programs.

Mr. VENTO. Well, this gets back to why loans or why the bottom line for historic or cultural preservation may not be working based on the credit and based on the tax rules for passive loss and based on what banks do.

One of the issues here that crosses over into my other hat working on the Banking Committee is how to get these particular cultural historic resources in terms of adaptive use to have a positive cash flow. And there are any number of programs that could or would work to do that, insofar as I think the bottom line is that you rely on the private sector and you have some economic development incentives in a district like this that, hopefully, with the banks would find. And those making loans would find these credit-worthy or advantageous.

But I do not know that we can, through a loan or grant program in fact, make up for what does not exist in an area this large or in areas this large on a loan basis through the Federal Government.

Mr. GALVIN. Clearly, the intent of such a device would be to target important resources like the local boathouse, for example, which was endangered, even though it was a working boathouse. Certainly, the major reliance here on what is very largely private property would be on the commercial sector and on other local resources.

But there have been instances, I think, when Federal intervention to save important resources has been important here in Essex County and in other heritage areas.

Mr. VENTO. Well, various grants can do that, too, I guess, but we have a small grant program.

Well, let me see if Congressman Torkildsen, without objection, do you have any questions of Mr. Galvin at this point?

Mr. TORKILDSEN. No questions, Mr. Chairman, but a brief statement on the management entity.

My understanding was that we were looking for some entity to manage this, and the original suggestion was a commission. We are not locked to a commission per se because I understand the reasons for not wanting to expand the number of commissions.

I believe in one of the other bills being considered today there was the statement that this management entity should be created at the local level. I think that gives us enough of an imprimatur to do what needs to be done. If the legislation says management has to be coordinated at the local level, set up as a nonprofit or some similar vehicle, I think that meets our need.

Again, the twofold need being the creation of the district and then some type of management entity, and I think we can work through that in conjunction with what you have done in your legislation.

Mr. VENTO. Well, I appreciate that observation.

Obviously, that is a big issue because you had a commission of 33 members. And it is interesting to note that with the State or within the county, in the political subdivisions, you can come to an agreement in terms of a management entity, and, in essence, then have the Park Service, working with one or a single decisionmaker rather than a multitude of decisionmakers.

Much of this comes down to, of course, the commitment locally in the county in terms of zoning and land use and trying to be sensitive to protect and to preserve the resources within this area.

What is the status of the county's zoning and land use policies? Are they consistent in preservation?

Obviously, we talked about some historic districts here, but can you give me a broader statement?

Mr. GALVIN. I think that question probably would be better answered by a later panel, but my sense is that there is a strong support for historic preservation in Essex County at all levels. Both the physical appearance of the towns in the county and the actions that local governments have taken in support of this effort over the last 5 years indicate to me that they are willing to enact local ordinances to support the objectives of preservation in almost every instance.

But I would make it clear that all of these approaches leave those decisions at the local level.

Mr. VENTO. Mr. Torkildsen.

Mr. TORKILDSEN. Mr. Chairman, yes, zoning is all done entirely at the local level, not county, in Massachusetts. The communities within Essex County, many, if not all, have created zoning for those separate districts, such as in my hometown of Danvers, and Salem. There are very strong zoning protections for historic preservation.

Mr. VENTO. Well, I think this is especially important, Congressman Torkildsen. Because in asking the question, I mean we really want the local communities, whoever has the zoning authority, to see whether there has been really a willingness to, in fact, guide development in such a way that is compatible with the resource protection that you are seeking to have designated here. And to have that present not just in the past but especially in the future as new brainstorm sort of hit the development scene.



Mr. TORKILDSEN. It is there, and I think that is one reason why this idea has been so enthusiastically received throughout every community in Essex County is that locally individuals are trying for this protection right now. They just want that greater coordination and the ability to tell that story beyond what are comparatively very small local boundaries.

Mr. VENTO. One of the ideas in the legislation—of course, we are exploring it a little more on Essex, but it is applicable to all of the proposals that we are hearing today—is, of course, the commitment, the signing of a compact. Or we anticipated that taking place in the legislation.

I don't know if that is likely to occur in each of these instances, but the expectation is that the Park Service is going to come in for a period of 10 years, put some millions of dollars into a county and a lot of technical assistance to operate and maintain a heritage partnership. There would be an expectation that in the future and during that time that would be followed except for slight changes in a plan.

We understand one of the things that has to be done here is the economic development and the viability of Essex County has to go forward. That usually is alien, frankly, to the policy consideration of the Park Service. Not that it does not happen, but that it is not something that we shape or at least we intend to shape park policy around. But in this case clearly that is an integral part of such a heritage area.

But also they have to then find a way to, in essence, marry that to the other goals, which is not an easy task. But it is certainly one that I think can be done if we begin to educate and demonstrate to banks and to other investors that there is a real benefit to these cultural and historic preservation activities in terms of the quality of life and the qualities of the commercial and other structures in these areas.

I do not want to belabor these points. Obviously, one thing that is missing, Mr. Galvin, throughout the testimony you have given today is that, as you know, we limited the time, that is the grandfather or a sunset, to 10 years in most of these, and with an option for a 5-year extension to these areas.

Is 10 years enough time to get this Essex heritage area up and running?

Mr. GALVIN. I believe so, Mr. Chairman, yes.

Mr. VENTO. None of these bills, I notice, have a sunset in them. But you do accept and do think it is workable? Whether you prefer that is, again, another question.

Mr. GALVIN. Yes, we think that these bills ultimately should be made to conform to virtually all the provisions of H.R. 3707, including the time limits and the caps.

Mr. VENTO. Yes. The Superintendent—what did you say?

Mr. GALVIN. The caps, the financial caps on the various—

Mr. VENTO. Well, I think that may be the tougher goal. Because, as you notice, the amounts here—do you have any idea what would be necessary in terms of Federal participation in this entity?

I note you have the Superintendent with you. I wanted to ask him a question anyway.

Mr. GALVIN. You are talking future participation, Mr. Chairman?



Mr. VENTO. Yes.

Mr. KESSELMAN. Well, in terms of the role that the Salem Maritime National Historic Site would play, that is the participation outside our boundaries in terms of education programs, coordinating visitor center operations throughout the county, that would be—between one and two people would be required on our staff—\$50,000 to \$100,000 for that.

Mr. VENTO. That is an annual operation and maintenance or operation cost. Is that right, Superintendent Kesselman?

Mr. KESSELMAN. Yes. We have now just opened on Saturday the new visitor center at the Salem Maritime National Historic Site which, in effect, is the regional visitor center for Essex Heritage. So that facility will always be there to promote this initiative.

For the commission itself, we anticipate that the operating costs, at its maximum, would be about \$300,000. Half of that would be estimated to be Federal.

Mr. VENTO. We, obviously, have matching dollars in here for almost everything, some 3 to 1 and some 2 to 1 matching dollars in the Heritage Area Partnership Act. And I expect that we would carry that through in this legislation.

The commission, of course, was not the major focus, because we have sort of discussed that and we expect that to be a local entity, a management entity that they would develop either within the State, the county or between the communities.

And our role would be an operation and maintenance role for a period of years of designation, much as you have indicated that Salem might have an increase in its budget authority to, in fact, put people on leave, assuming that Salem would have a special role in terms of working with the Essex heritage area, just as Vancouver probably could or should have.

But here it is a little more comprehensive in the nature of the size. I think the whole Vancouver footprint is a little less than 400 acres. Here it is much, much larger, as we know. Like you said, I think you said 500 square miles.

Mr. GALVIN. That is correct.

Mr. VENTO. So the responsibility is significant.

But what I was trying to do is get an idea of how many Federal dollars we would have to put in over a 10-year period in order to accomplish this. Does the management plan speak to anything like that? In other words, if we were to do a grant program, a loan program?

Because I know one of the issues that is going to come up with some members is what are we asking. Because these bills more or less say such sums as may be necessary. What may be necessary may end up being quite significant in terms of Federal participation.

Mr. GALVIN. There are sums mentioned in the management plan, Mr. Chairman, although in many instances—well, some of them are expenditures in the Salem Maritime National Historic Site, as you point out.

As Steve pointed out, we have just opened a downtown visitor center. We are completing the rehabilitation of the wharfs at Salem maritime, which are, arguably, the most historic maritime re-

sources in the country, original wharfs from the 18th century, and a major rehabilitation of those is being completed.

Remaining down the line is the construction of a period vessel which my recollection is about \$6 million. Again, that is a park expenditure, not an Essex County expenditure.

Mr. VENTO. No, my concern is that the park has its own needs, and I don't know if the other has nearly the needs of Salem, because you are talking about the wharfs and the rehabilitation of a vessel, and is it the Sturges Iron Works?

Mr. GALVIN. Saugus.

Mr. VENTO. Saugus, pardon me. And the Saugus Iron Works. So those two stand on their own based on whatever their authorization is and their appeals before the tender mercies of the Appropriations Committee.

But what I am interested here and I think what we need to do, Director Galvin—and I don't think it is in your book because we just got through—is to look at what the cost might be under not just the limits of H.R. 3707 but under the requirements of that act, given the fact a certain amount of study had been done at some point in that place.

I don't want to reinvent the wheel. If they have already done the feasibility study and we need to get some sort of a compact signed, we can put that in the legislation. But in each of these bills what I need to have is some sort of an idea of where we are coming down in terms of reasonable dollars that you foresee in terms of whatever planning and study has been done.

Now, if enough planning and study has not been done, it is very important we know that, too. You suggested in some cases the bills are premature. I don't know if something has been around 5 or 6 years how premature it is. That is a pretty long gestation level or time.

So I would hope that we could satisfy and respond to the members in a reasonable way in this session, and looking at some numbers, at the very least, so that we could refer to them and understand what exactly the expectations are, if not implicit in the authorization bill, at least available.

Mr. GALVIN. We are prepared to work with you and your staff on that, Mr. Chairman. That would be exactly the course of action that we foresee, and that is we should take each of these bills and analyze them against H.R. 3707 and make some judgment as to what stage of the process that they have completed and what remains to be done.

Mr. VENTO. There are a number of other bills that we have heard earlier that have the same sort of challenge before them. So I would suggest—and speaking to minority and majority staff here, especially my own staff—to try so that when we get ready to go to markup that we have a pretty sound idea of where we are going.

So I want to say, Peter, I am not picking on your bill. I am trying to say we have the same sort of problem and questions raised about other bills based on what we want in terms of a matching proposal. Obviously, this is a very big challenge in terms of this area, and maybe it will not fit the prescription that we have in the other bill.

I would hope that in the future, though, eventually, we would fall into a pattern of using that and using those types of parameters insofar as we could.

I have no further questions on this legislation of the Director and his associates.

I appreciate it very much Mr. Stokes for being here. If you wanted to invite him to provide any observations, Mr. Galvin, at this time.

Mr. STOKES. Not on this bill.

Mr. VENTO. Everything has been said that needs to be said.

What I would like to do now, if there are no questions of the Director by Mr. Torkildsen, is to excuse you for a moment and then call you back later, Mr. Galvin, but to hear from the four witnesses on the first panel to address the issue of the Essex heritage area.

We have the Honorable Thomas P. Costin, Jr., former mayor of Lynn, MA, and member of the Essex Heritage Ad Hoc Committee; Ms. Annie Harris, Executive Director, The Salem Partnership; and, Mr. Thomas Leonard, who, is with the Essex Heritage Ad Hoc Commission.

**PANEL CONSISTING OF THOMAS M. LEONARD, CHAIRMAN, ESSEX HERITAGE AD HOC COMMISSION; ANNIE C. HARRIS, EXECUTIVE DIRECTOR, THE SALEM PARTNERSHIP; AND HON. THOMAS COSTIN, FORMER MAYOR OF LYNN, MA, AND MEMBER, ESSEX HERITAGE AD HOC COMMITTEE**

Mr. VENTO. I know I met Mr. Leonard on another occasion, and we are pleased to see him testify today. Your statements have been made a part of the record and you can feel free to summarize.

#### **STATEMENT OF THOMAS LEONARD**

Mr. LEONARD. Well, thank you very much, Mr. Chairman.

We appreciate the opportunity to be before you today. And, having been before you before, we have some sense of where you are headed with your legislation, and we are very supportive of trying to find a way to work our program into your program, to H.R. 3707, and make the program work.

I would like to state, I guess for the record, my name is Tom Leonard. I am an executive at the Salem Five Cents Savings Bank. I have been at the bank for 24 years and have lived or worked in Salem and in Essex County all of my life.

On the volunteer side, I am chairman of the Essex Heritage Ad Hoc Commission, but I am also chairman of The Salem Partnership.

I would like to talk a little bit about The Salem Partnership. The Salem Partnership was formed in 1987, and it was formed to join with the national park and utilize the assets of Salem and make Salem a more effective resource and the park a more effective resource. It is a true public-private partnership, and I think everything we are trying to do with the Essex heritage program will mirror that partnership image.

Over the ensuing 8 years that The Salem Partnership has been in existence, almost a million dollars' worth of private funds have gone into the process. During that time, the county has contributed money, the city has contributed money, the State has contributed

money through the participation of the State college in our town. But it really is truly a private-public partnership, and we see the Essex heritage process going forward under those same guidelines and the same compelling reasons that have driven the partnership to have some very, very great success, and the success we have had is working with the Park Service to help develop the Salem maritime site.

Superintendent Kesselman talked a little about the opening of the visitor center last week, and that was held on Saturday of this week, and it was a huge success. We had an Essex County parade. We had visitors from all over the region coming and sharing with us this opening of the regional center, which is 16,000 square feet.

The National Park Service has made a major complement to the development of a film that is Essex County in scope. It is a program called Where the Present is the Future, and it really focuses on Essex County as a region. It talks about the rich history of the county. It talks about the three themes. And you can see behind me there is some exhibits of those three themes.

Many of the previous speakers have talked about the identification of our maritime resources and our early settlement resources and our industrial resources. All of those have been laid out in the three themes that are now presented in a most effective manner in the National Park Service Regional Visitors Center.

The partnership recognized that it had some success, but the success was local. One of the most effective programs that we have seen, at least as far as bringing forward the unification of our region, is the Essex Heritage Ad Hoc Commission. And we really do point out it is an ad hoc commission.

The information that you talked about earlier, Mr. Chairman, had 33 members. It has grown to 45 members, and that 45 members is really representative of a broad spectrum of people from all over the county. We have representatives from all the major cities, many of the towns, and many of the historic resources.

The vast majority of the people on the commission—and they all recognize their role is, as an ad hoc commission, to take us to the next level, is really unification.

We have recognized that the county and the visitors who come to Essex County, the million people who visit the maritime site every year, they do not really recognize when they leave Salem and when they arrive in Newburyport. We have contiguous borders, and it is difficult to notice when you move from one town to another. So this regional focus is very, very important to us.

We are ready to be very supportive of all of the issues you talked about today. We do not see this program being a huge capital acquisition program. We have no intention of acquiring additional properties for the National Park Service. We had—back in 1989, we had a very, very small expansion of the park which really rounded out what they needed to have to tell their story. I think what we really, truly need is the management structure that you talked about.

We filed the bill with—or Congressman Torkildsen filed a bill with a commission in place, but we are more than happy to work within your structure to create a management program that works, that does not create another layer of government. What we see as

the reason for this commission—or this management structure—is to help set standards and goals to ensure the proper interpretive narrative is offered throughout the region and to coordinate funding for various programs.

We have already found that we are getting maritime sites, for example, together and talking to one another and starting to cooperatively advertise, cooperatively do things that will more effectively sell Essex County as a region.

We are the closest region to the city of Boston. The city of Boston generally or annually experiences great visitation, and we expect that a lot of that visitation will come and visit Essex County if we interpret the themes and make it more effective.

We thank you for the opportunity to be before you today.

We just want to make a—I do have—I would like to put into testimony, if you will—we have a number of supporting letters and proclamations from the various cities and towns, from various corporate entities in our area. Again, the focus on this is the private side rather than the public side. And we would like to put that into the record, if we could.

Mr. VENTO. Yes. Without objection, that will become part of the hearing record. And if we print, we will reference. I noticed the size of it.

[EDITOR'S NOTE.—Supporting letters and proclamations referenced earlier may be found in the committee's files.]

Mr. LEONARD. Yes. We would also like to put into the public record testimony provided by the mayor of Salem, Neal Harrington, who is the host mayor of our initiative, and we would like to put that into the record.

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

[Prepared statement of Mayor Harrington follows:]





## CITY OF SALEM, MASSACHUSETTS

NEIL J. HARRINGTON  
MAYOR

Testimony Submitted To:  
Honorable Bruce Vento, Chairman  
Committee on Natural Resources  
Subcommittee on National Parks, Forests and Lands  
June 29, 1994

Testimony Submitted By:

Mayor Neil J. Harrington  
City of Salem, Massachusetts

HEARING ON H.R. 1685

To establish in the Department of the Interior the Essex Heritage District Commission, and for other purposes.

---

---

As Mayor of the City of Salem, I would like to thank Chairman Bruce Vento and members of the Committee for the opportunity to provide testimony on behalf of the City of Salem in support of H.R. 1685 - a bill to establish the Essex Heritage District Commission in the Department of the Interior.

In 1938 Congress established the Salem Maritime Site as the nation's first National Historic Site. It is with this distinction that I present this written testimony in support of the bill before the Committee.

Boston's North Shore played an integral role in several vital developments in our nation's formative years. Whether it was in the early settlement of the New World, the reliance of the newly-formed United States on maritime trade or the growth of industrial development which so greatly impacted immigration, Essex County stood in the forefront of the great changes which our country experienced as she grew and prospered in the 17th, 18th, and 19th centuries.

With 34 cities and towns and over 500 square miles, Essex County has hosted an extraordinary array of historically significant events. We are proud that the small City of Salem led the way in opening up trade routes to the Far East; that Newburyport has a rich maritime history; that a fishing village called Gloucester grew into the largest fishing port in the nation; that Lynn became the women's shoe capital of the world and Peabody the leather-tanning center; that Lawrence and Haverhill were international textile manufacturing centers and that Ipswich has more 17th-century homes still intact than any city or town in the United States. Each of these facts tells a significant part of the story of the history of this country.

Because of the significant contributions of Essex County to our national heritage, the National Park Service has worked with local public officials and private sector executives to complete many efforts under the auspices of the Salem Project, later more appropriately renamed the Essex Heritage Project, to ensure that the assets of this area remain preserved and accessible to the millions of tourists who visit here each year. Specifically the following advancements have been made:

- On June 25, 1994, the Salem Maritime National Historic Site opened the Essex County Regional Visitor Center in Salem. This \$3.1 million visitor center is the centerpiece of efforts to coordinate the Essex County visitor experience.
- Historic Derby and Central wharves in Salem have been stabilized and refurbished as a result of an investment of several million dollars, to ensure that they can be enjoyed and experienced by future generations.
- A transportation study was undertaken which assisted in the coordination and development of a comprehensive visitor signage system being instituted, the \$57 million Salem/Beverly Transportation Project being constructed and the \$2 million Riley Plaza redesign being completed in Salem.
- Lowell's Boat Shop in Haverhill, which is the oldest continually operating boat shop in the Country, was purchased and will be preserved in continuing operation in perpetuity.
- Curriculum is being developed for introduction into schools throughout the County, focusing on the three themes of Early Settlement, Maritime trade and Industrial Development.

The Essex Heritage Project now needs to continue improving these wonderful assets by providing a coordinated, well-managed, visitor experience across Essex County. In my opinion, the next logical step in this process is the creation of the Essex Heritage District Commission as defined in H.R. 1685.

Establishment of the Commission would allow the National Park Service to lend its significant expertise to ongoing local efforts to tie together the entire visitor experience of Essex County. This regional initiative, which has been undertaken on an ad hoc basis, is one of the finest examples of public-private cooperation which I have witnessed and participated in during my tenure in office. In an era of limited resources, we have learned that regional cooperation and a blending of public and private support is every bit as important to improving our tourist economy as the more traditional route of significant government capital investment.

The beauty of the Essex Heritage Commission proposal is that the resources are already here, including the presence of the National Park Service and a number of formally-established partnerships between local governments and their respective business communities, historic sites and cultural institutions. What is missing is the designation of Essex County as a federally-recognized national resource, for the purposes set out in Title I, Section 101, of the Act.

As a volunteer serving on the Essex Heritage Ad Hoc Commission, I can assure you that many hundreds of people have worked long and hard to preserve and interpret a myriad of individual historic sites throughout the County, but the full breadth and depth of our story cannot be told without the technical assistance which the National Park Service can lend to our local efforts.

In closing, I wish to thank Chairman Vento for the opportunity for the Essex Heritage District Commission legislation to be heard by the Committee. I urge approval of HR 1685 not only for its value in helping to preserve and interpret the history of Essex County, but also for the benefit which this effort will provide to the millions of Americans who will visit here to enjoy and learn from the Essex County experience in the years ahead.



Mr. LEONARD. I guess my final comment is that Essex County is rich in tradition and history, and the approval by your subcommittee and, ultimately, by Congress of the legislation being offered here today will be a monumental step in the preservation of the important story that is now unfolding on the north shore of Massachusetts.

And we appreciate the time that you have spent with us today, and we would be happy to answer any questions after the other panelists have told their story.

Mr. VENTO. Thank you, Mr. Leonard, for your testimony and for your work with this project. You have indeed spent some time with it.

[Prepared statement of Mr. Leonard follows:]

Testimony of Mr. Thomas M. Leonard representing the Salem Partnership and the Essex Heritage Ad Hoc Commission before the House Subcommittee on National Parks, Forests and Public Lands

Mr. Chairman and members of the Subcommittee, thank you for scheduling this hearing to allow us the opportunity to present the case for the Essex Heritage initiative. My name is Thomas M. Leonard and I have been employed for the last 34 years at Salem Five Cents Savings Bank in Salem, Massachusetts. The Bank, founded in 1855, is a primary community bank for the region of Essex County. As a mutual savings bank, management has always recognized the need to provide service to local communities. I am currently a Senior Vice President with responsibility for the Bank's Marketing, Community and Legislative Affairs Division. In addition to my full-time employment, I also serve as the volunteer Chairman of both The Salem Partnership and the Essex Heritage Ad Hoc Commission. I was born in Salem and have either lived or worked in the City all of my life. Today I speak in support of this legislation to ensure the preservation, for future generations, of the unique historic cultural and natural resources of Essex County.

In June 1992 the Essex Heritage Ad Hoc Commission was formed by the previous congressman who served the sixth congressional district of Massachusetts. The first chairman of that initiative was Mayor Neil J. Harrington of Salem. In March 1993 Congressman, Peter G. Torkildsen, named me as the second Chairman of the Commission. The Congressman's charge to me and the Commission at that time was twofold. The first was to continue the initiatives fostered by The Salem Partnership which were to assist the National Park Service in their efforts to develop a regional county-wide focus, and the second was to help unify that regional focus with support from local leaders, business organizations and

citizens around the county.

The Essex Heritage Project originated more than five years ago as a joint program of the National Park Service and The Salem Partnership. Begun as an effort to renovate the Salem Maritime National Historic Site, the Project soon became an extensive investigation of the nationally significant resources of Essex County. In 1990, the National Park Service published its research findings in a report entitled The Salem Project: Study of Alternatives in which hundreds of historic, cultural and natural resources were identified throughout the County.

Impressed with the number and concentration of resources in Essex County, the Park Service proposed to organize the sites around three themes: the early settlement of the United States, maritime exploration and trade, and the early history of textile and shoe manufacturing in New England. These themes incorporate and interweave the region's historic, cultural and natural resources into a cohesive series of interrelated stories.

Significant effort has been spent to develop this proposal. For several years, the U.S. Congress has allocated funds for the renovation of the Salem Maritime National Historic Site, including construction of a regional visitor center, the rehabilitation of Central and Derby wharves, and design and construction documents for the merchant vessel "Friendship". Recent funding also has been provided for the preservation of Lowell's Boat Shop in Amesbury, the design of walkways in Haverhill, the development of an historic resource study in Gloucester, educational outreach programs in Lynn, and community technical assistance for Essex County.

Another presenter at this hearing, the Honorable Thomas Costin, former mayor of Lynn and postmaster in Lynn for many years, has spoken to you in his role as a Commissioner on the Essex Heritage Ad Hoc Commission. He has described the extent of the local support which already exists for this initiative. The community involvement is most important as there are great benefits which will be provided to the approximately 700,000 residents of Essex County with the institution of the programs and initiatives offered by the Essex Heritage Project.

One of the main benefits of the Essex Heritage Project is its potential impact on the economy of Essex County. With many communities in need of economic revitalization, the Essex Heritage Project will distribute tourism throughout Essex County, enabling both coastal and inland communities to reap the economic benefits. While businesses such as hotels, restaurants and retail establishments will benefit directly from the Project, the increased tax revenues generated from this activity can be used for community revitalization programs.

Before the Executive Director of the Essex Heritage Ad Hoc Commission, Ms. Annie Harris, outlines the community support, the historic importance and the educational value of the Essex Heritage initiative, I would like to provide you with some background on what has brought us to this point today.

In 1987 a group of Salem business people met with the then superintendent of the Salem Maritime National Historic Site, Ms. Cynthia Pollack, to discuss that historic asset and the potential for greater utilization of the resources resident at the Site and in the region. As a result of that meeting, The Salem Partnership,

a true public/private partnership, was created. The primary goal of this organization, which included federal, state, county and municipal government membership as well as broad based private support, was to examine alternatives which utilized the National Park Service site and its capabilities. Since this first meeting, the private sector, which provided the impetus for the creation of the Partnership, has continued to play an important role. Every major and many of the intermediate size businesses who operate in the City of Salem have become members and supporters of The Salem Partnership.

Salem is a city of almost 40,000 inhabitants with a diverse, evolving demographic profile. The Salem Partnership in its eight years of existence has participated in numerous projects in the City of Salem which have fostered the development of the Salem Project -- now known as the Essex Heritage Project. During this period, private business funds contributed to The Partnership totaled over \$1.5 million in cash and in-kind services, most of which have been targeted almost exclusively towards this project. The Partnership participated actively in the National Park Service's Study of Alternatives which was completed in 1990. At the present time the Partnership is contractually providing services and some matching funds to the National Park Service under a cooperative agreement to create a draft Action Plan for the Essex Heritage Project. The draft Action Plan, which is being developed with input from the 34 cities and towns in Essex County, will become the basis of the management program for a permanent Essex Heritage Commission.

To facilitate the implementation of the Project, the federal legislation we are here today to support (H.R. 1685) was filed in the House by Congressman Peter Torkildsen and cosponsored by Congressman Marty Meehan in the spring of 1993. It was filed in the Senate (S. 1342) by Senator Edward Kennedy and Senator John Kerry during the summer of 1993. The intent of the Commission and the Essex Heritage initiative is not and never will be focused on the acquisition of additional private property by the National Park Service.

The goal of this initiative is for private and public property owners and all levels of government to cooperatively pursue the kind of project which will preserve the important resources and provide unified interpretation of a nationally significant story and ultimately enhance the quality of life for all Essex County residents. The long-term success of the Essex Heritage Project will depend upon a continuing broad based level of support and participation by private citizens, businesses, non-profit institutions, local, regional, state and federal governments. The majority of capital needed to implement this project is expected to come from the private sector and other local sources through investments in cultural resource rehabilitation and adaptive re-use projects. This premise which will become the guiding watch word for the Essex Heritage Commission is based on the same principles that have effectively guided The Salem Partnership for nearly a decade.

The Essex Heritage initiative will be, like its predecessor The Salem Partnership, a true public/private partnership. What is a public/private partnership? It is an initiative which requires

substantial private investment, donations of in-kind services, educational support, hours of volunteer time, business commitment towards the preservation of significant resources, and a real effort to improve the region's quality of life and develop a long-range perspective.

During the past five years, the U.S. Congress has also shown its commitment to the project by providing \$20 million for the renovation of the National Park Service's Salem Maritime National Historic Site including funds to rebuild the historic wharves, to design significant educational exhibits and to build the new Regional Visitor Center. When this \$33 million project is complete, the Salem Maritime Site and the Regional Visitor Center will be the centerpiece of the Essex Heritage District and the start of the regional network of trails and exhibits now being planned by The Salem Partnership, the Essex Heritage Ad Hoc Commission and the National Park Service.

The success of this project to date has been the ability to marshal people from different perspectives to sit at the same table and hammer out solutions that are mutually beneficial. This legislation will enable this unique venture to proceed more effectively throughout the region.

To date, strong substantial commitments to the project have already been demonstrated by numerous private agencies and organizations. To cite a few examples of some of the unique participation by our associated groups, we need go no further than the opening of the National Park Service Regional Visitor Center held just last Saturday. This 12,000 square foot Regional Visitor Center, which serves all of Essex County and helps to interpret

the three themes on which the Essex Heritage initiative is focusing, was developed by a unique partnership between the world renown Peabody Essex Museum and the National Park Service with assistance from the City of Salem, The Salem Partnership and others in our regional community. At the opening last Saturday, participation was broad based with representatives from all over Essex County. Education programs, exhibits and satellite regional visitor centers are all being developed as part of the plan with little or no cost to the federal government.

Another splendid example of private participation is the Essex Heritage Ad Hoc Commission which I am privileged to serve as Chairman. (Attached to this testimony is a list of Essex Heritage Ad Hoc Commission members.) This totally volunteer 45 member advisory board is meeting bimonthly and overseeing the preparation of a preliminary county-wide Action Plan and the development of a county-wide agenda.

Another example of unique private/public partnerships is the Salem Adopt-A-School program and other educational programs across the county. In this program teachers from Salem are working with community volunteers to enhance the education process. National Park Service personnel are already providing resources to help educate and develop pride in Essex County by developing new curriculum programs for a number of school systems in the County.

In the City of Salem improvements to surface routes, parking structures and other property adjacent to the Salem Maritime Site have been substantial. The City, with the assistance of The Salem Partnership, has made a major commitment to the infrastructure surrounding the Salem Maritime National Historic Site to assure



its success. Major improvements totaling \$1.6 million have been made to a 1,000 car parking garage directly adjacent to the National Park Service Visitor Center. These improvements are critical ingredients to the ultimate success of this very important federal government investment.

A private fundraising effort has been started to help build a replica ship, "Friendship", which will be docked at the historic wharves on the Salem Maritime Site. The "Friendship" will be a replica exhibit of a famous Salem ship built and operated in 1797 -- the heyday of the city's maritime history. This fundraising effort is being undertaken by citizens around Essex County, and the first fundraising event took place just last Friday evening as a prelude to the opening of the National Park Regional Visitor Center.

Over the past eight years, The Salem Partnership has contributed time, manpower and effort and a number of other cooperative undertakings as well. A transportation plan to enhance access to and circulation around the Salem Maritime Site was jointly funded by The Salem Partnership. A waterfront study called Salem Harbor: A Window on the World was developed in conjunction with the National Park Service and the House of Seven Gables. This report chronicled much of Essex County's rich maritime tradition.

Essex County has great national importance. Another presenter today will speak in greater detail regarding the enormous collections of first period structures built during the 1600s and the rare 1700 wharves from which great American sea captains went forth to establish the history of this great country. Each year 800,000 visitors journey to the Salem Maritime Site to learn more

about this important history. With the opening of our new Regional Visitor Center the Salem Maritime Historic Site and the Saugus Ironworks (a second National Park Service site within the county) the region should experience visitation levels well in excess of one million persons annually. It is our intention to ensure that those one million visitors experience all of the rich history of this county and it is clear that the need for a management entity such as the Commission outlined in our legislation is essential. This new entity will provide coordination between sites, between communities, between federal, state and municipal government. The management program established will help set standards for controlling the goals of the programs offered and to insure that the proper and correct interpretive narrative is being offered. The management entity will also provide a central point from which to continue to leverage/coordinate private, municipal, state and other funding programs.

We are extremely pleased to have had the opportunity to present the Essex Heritage story to the House Interior and Insular Affairs Committee, Subcommittee on National Parks and Public Lands. We truly believe that the private sector has done its part. We are ready to act as an intermediary to assist the National Park Service in their important role in preservation and interpretation of the important historical resources of Essex County. We seek the support and assistance of the United States Congress; we are not here seeking a handout. A substantial private commitment is in place and we now seek a full partnership with the United States Federal Government. We are appreciative of the time you have granted us this morning to tell our story and of the previous

allocations of time you made available to us so that we could come to today's meeting prepared to provide you with the essential information you need to lead you to a positive decision on our initiative. Essex County is rich in tradition and history and the approval by your subcommittee of the legislation being offered here today will be a monumental step in the preservation of the important story unfolding today on the North Shore of Massachusetts.



## ESSEX HERITAGE AD HOC COMMISSION

6 Central Street, Salem, Massachusetts 01970 (508) 741-8100 FAX (508) 745-6131

### **Chairman**

Thomas M. Leonard, Senior Vice President, Salem Five Cents Savings Bank

### **Public Representatives**

Mayor Neil J. Harrington, Salem  
 Mayor Patrick J. McManus, Lynn  
 Mayor James Rurak, Haverhill  
 Mayor William Scanlon, Beverly  
 Mayor Bruce Tobey, Gloucester  
 Mayor Peter Torigan, Peabody  
 Kathleen E. Caron, Chariman, Lynnfield Board of Selectman  
 Mary P. Hayes, Special Events Coordinator, Massachusetts Office of Travel & Tourism  
 Wayne P. Marquis, Danvers Town Manager  
 Thomas A. McNulty, Marblehead Board of Selectman  
 Thomas J. O'Leary, Essex County Planner  
 M. Jane Stürgwolt, Salem City Council  
 State Representative Sally P. Kerans, Danvers  
 State Representative Forrester A. Clark, Jr., Hamilton

### **Private Business Representatives**

Joseph J. Bevilacqua, President, Greater Lawrence Chamber of Commerce  
 Alan Colby, Director of Sales, Yankee Fleet of Gloucester  
 Edward M. Grant, Executive Director, Lynn Business Partnership  
 Stanley Lukowski, President, Senior Vice President, Eastern Bank  
 Dr. Donald Ruhl, President, Greater Haverhill Chamber of Commerce  
 Chester Sidell, President, KGR, Inc.  
 William J. Tinti, Esq., President, North Shore Chamber of Commerce

### **Educational Representatives**

Samuel W. Colbourn, Director, Business Leadership Institute, Endicott College  
 Dr. Nancy D. Harrington, President, Salem State College

### **Communications Representative**

Kenneth R. Newbegin, President, The Salem Evening News

### **Historic Resources Representatives**

Randolph P. Barton, President, Board of Trustees, Peabody Essex Museum  
 Donald Curiale, Ipswich Historical Commission  
 Dan L. Monroe, Executive Director, Peabody Essex Museum  
 David J. O'Neill, Park Supervisor, Lawrence Heritage State Park  
 Ronald N. Tagney, Historian, West Newbury  
 Richard B. Trask, Archivist, Danvers

### **Essex County Tourism Representative**

H. Theodore Lehne, Executive Director, North of Boston Visitors & Convention Bureau

### **Natural Resources Representatives**

James S. MacDougall, Land Manager, Essex County Greenbelt Association

### **Private Citizens**

Honorable Thomas P. Costin, Jr.  
 Richard D. Hill, Former Chairman of the Board, Bank of Boston  
 Honorable Byron J. Matthews  
 Honorable William L. Saltonstall

### **Ex Officio Members**

United States Senator Edward M. Kennedy  
 United States Senator John F. Kerry  
 Congressman Peter G. Torkildsen, 6th District  
 Congressman Martin T. Meehan, Fifth District  
 Marie Rust, Director, North Atlantic Regional Director, National Park Service  
 Steven A. Kesselman, Ph.D, Superintendent, Salem Maritime National Historic Site  
 H. Reed Johnson, Superintendent, Saugus Iron Works National Historic Site

Mr. VENTO. We are pleased to welcome the other two members of the panel, and we will have a question for you all, I expect, at the end.

Ms. Annie Harris, the executive director of The Salem Partnership. Welcome, Annie.

#### STATEMENT OF ANNIE HARRIS

Ms. HARRIS. Thank you very much for the opportunity to appear before you today. I have given you my written testimony so I will just try to highlight some of it today and also try to respond to some of your questions.

I think, first of all, I am here to talk to you today about the importance of a district and a management entity. As has been referenced by Congressman Torkildsen and Mr. Galvin, there are vast quantities of resources in Essex County. There are more than 8,000 national register properties in Essex County. There are more than 20,000 historic properties that have been surveyed by the State. There are 23 national historic landmarks.

It is not just the quantity of resources, but it is also the quality. We have brought some photographs today which we are happy to share with you. They are too large to put in the record, but we have a number of first period buildings, including the House of Seven Gables and a number of very fine properties on High Street and Ipswich, and they strongly represent the first period theme in Essex County.

We also have entire landscapes and cityscapes intact from the late 1700's, early 1800's, when particularly Salem and Newburyport were major maritime communities. And those landscapes, those buildings are still there and can be seen.

You have there the Story Shipyard in Essex, one of the oldest shipbuilding yards in the country. We also had earlier reference to Lowell's Boat Shop in Amesbury, which is the only continuously operating door rebuilding shop in the United States.

What we are looking for today is national designation to help us enhance the interpretation of these resources. As earlier people have said, most of these resources are in private hands, are owned by profit and nonprofit organizations. But what is important is these resources be linked together.

If you can start to tell the story from one site to another, if you can start to show not just the 1700's wars but how they relate to the workers' housing, the sailors' housing and also the sea captains' homes, and if you can show their relationship to the shipbuilding yards and where the wood for building the ships came down along the Merrimack River and where the doors were built in Amesbury, the story becomes much more interesting. It really becomes alive both for the visitors that come through our area but also for the schoolchildren.

And we have done some of that preliminary work in the county. We had a very exciting project this year in which we had about a thousand schoolchildren from around the county participate in learning about some of the merchant vessels that left our ports of Salem and Newburyport and were built in the region, and where they went, the foreign ports they went to, and what their goods

were. And we got about 800 posters, which have been exhibited down here in Washington as well as in the county.

We have had—a ship model was built by some of the children, and that is leading to a lot more educational units in the school system as well as increased visitation by schoolchildren to our sites. Very exciting. What we are looking for is these linkages to be created.

We have worked in Salem with the Park Service over the last 8 years working on the Salem maritime site. We feel they have great expertise in preservation and in interpretation. We would like them to be authorized to help do that in the county. And that is primarily what we are looking for.

As Tom referenced, there is also a great deal of private support for this project and private investment. We feel that that private investment is going on in individual cities and towns right now. There has been considerable investment in Salem to support the maritime site there and to provide related activities. You could also see that in places such as Lynn, where GE has really supported the Lynn Historical Society there very strongly.

Places like Lawrence, where there are private mill owners up there, such as Chet Sidell, who has helped keep the Lawrence State Heritage Park opened and operating. We feel, again, if we could show the linkages from site to site this would help leverage more private investment.

We have found that people are much more eager to invest if they see they are part of a larger program. Whether it is advertising dollars or marketing dollars as part of a brochure, they would rather participate in a larger brochure to educational programs when they see it is part of a larger theme.

We also see this would help us coordinate Federal and State and local funding. ISTEA funds, bikeway funds, again would be part of a program.

You had expressed some concern about whether this would have any impact on our zoning. The zoning for historic properties is done very much at a local level, as Congressman Torkildsen spoke about. What we see this as being is much more an educational program, a coordination program, a linking program.

We have suggested having a commission as the management entity because the National Park Service has had a track record with commissions. They have two Federal sites, the Saugus Iron Works and Salem Maritime National Historic Site. We thought the appropriate partners for them might be some sort of Federal entity, and it has been a good model in the past for obtaining cooperation from States, local, and Federal Government agencies.

But we are by no means wedded to having to stay with that particular model. We do have several other models, one of which is the ad hoc Essex County group, which is a volunteer group, and more could be done with that.

The accomplishments to date—we have a great deal of private support that has gone into this effort. We have a very active volunteer group, particularly with the Essex Heritage Ad Hoc Commission. We have a feasibility study that has been completed. We have an action plan that is close to being completed. I will not put it in

the record because it is too fat, but this is close to being done. The costs we feel are very modest.

We have experience through The Salem Partnership with what the cost of a management entity such as this would be. We think it is very much within the guidelines of H.R. 3707, that approximately \$300,000 would be the cost of having a—running a good management entity. And that at least 50 percent of that should be matched by the private sector, which would mean we would be anticipating a public investment of about \$150,000, which, again, is very much in the guidelines of legislation you proposed.

On the issue of matching grants, we think we would like the ability for a particular national register of properties to be able to, on a matching basis, apply for Federal grants. We saw that in your legislation. We thought that made a lot of sense. We do not have any specific proposals for that at this point.

So, primarily, what we are looking at is something that would help fund a management entity for 10 years. We very much agree with the 10 years sunset clause. We think that is very important.

Again, we have a lot of private sector commitment to this, and what we are looking for is getting some—to the next level with some help, with some coordination, and we feel the private sector would be able to continue it from then on.

Thank you very much.

Mr. VENTO. Thank you very much for your testimony, and we will have a question or two in a moment.

[Prepared statement of Ms. Harris follows:]

**Testimony of Ms. Annie C. Harris representing The Salem Partnership and the Essex Heritage Ad Hoc Commission before the House Sub-committee On National Parks, Forests and Public Lands**

Thank you for giving me the opportunity to speak. I appear before you today in several capacities. I am a long-time resident of Essex County, a preservationist and a community volunteer. I have served as chairman of my local historical commission. I am a member of the Board of Historic Salem Incorporated, and I serve as Executive Director of the Essex Heritage Ad Hoc Commission. Those are my volunteer jobs. My "real" job is Executive Director of the Salem Partnership. As Mr. Leonard has described to you, the Salem Partnership has supported the National Park Service and been one of the leading proponents for creating a regional Heritage District.

I would like to describe to you why this legislation is important to me personally and to the many volunteer organizations which I and others like me represent. It is not just the impressive numbers of historic sites that exist in Essex County, but their quality, their density and their historical context. This is particularly true in three areas: the early settlement and colonial expansion which occurred before the American Revolution (1626 - 1775); the emergence of the new American republic as an international trader (1775 - 1900); and the early industrial revolution -- especially textile and shoe manufacturing (1830 - 1940).



You have before you maps identifying many of these key resources by theme. They are part of the preliminary Action Plan for the National Essex Heritage District which the Salem Partnership is in the process of completing under a cooperative agreement with the National Park Service. Nearly every mapped resource is either already on the National Register of Historic Places, (and in some cases is a designated National Historic Landmark as well) or is eligible for the National Register. There are 23 National Historic Landmarks alone in Essex County -- more than in many entire states-- and a number of nationally significant historic districts that include literally thousands of structures. From the first period (17th century) homes in Ipswich to the Story Boatyard in Essex; from the marshlands of Newbury to the rocky shores in Gloucester; from the House of the Seven Gables to the great textile factories of Lawrence and the shoe manufacturing centers in Lynn, you can see in these photographs before you the scope and quality of the resources.

With private volunteers and minimal staff, the residents of Essex County have already preserved a great many of them. Most of the significant sites are stabilized. Many are open to the public at least on a limited basis. Some have educational programs and in a few cases these are coordinated with curricula in the local schools. The beginnings of trails between related sites -- where one site and its programs are related to the next -- have started. The first coordinated textile tour occurred last fall along the Merrimack River. Boat excursions from Newburyport to Lowell's Boat Shop in

Amesbury have begun. Maritime sites are meeting to investigate joint educational programs and events.

New educational projects are being developed. This winter and spring nearly a thousand fifth grade students from public and private schools around the region learned, from volunteers and Park rangers, about the merchant ships which sailed from Essex County around the world. This program was sponsored by local businesses, volunteers and the National Park Service. It resulted in poster exhibits, new courses in the schools and the construction of a model of the merchant vessel *Friendship*.

In the City of Salem the support for the National Park Service has gone even further. For eight years the city, the Salem Partnership and the residents have worked to assist the Park Service in rebuilding the Salem Maritime National Historic Site and in constructing the Essex Regional Visitor Center. The crowning achievement of these efforts is the National Park Service's Essex Regional Visitor Center which opened its doors for the first time three days ago. It is a truly unique public/private project. Built by the Peabody Essex Museum for the National Park Service with assistance from the City of Salem and the Salem Partnership, it is the first condominium project ever undertaken by the Federal Government.

Investments to benefit the National Park Service have been made by the City of Salem in other areas as well. Public infrastructure

improvements completed or underway since the National Park Service began renovating the Salem Maritime Site currently exceeds \$74 million. These include improvements to the major access roads and hazardous intersections leading to the Regional Visitor Center and the Salem Maritime National Historic Site. This figure also includes the renovation of a downtown parking garage adjacent to the Regional Visitor Center, and landscaping in neighboring public areas.

Private investment has also been high. In addition to direct contributions to educational programs, the *Friendship* project, and cooperative agreements with the Park Service, the private investment in the historic center of the city which surrounds the Park Service resources has been estimated to exceed \$52 million. This includes new construction and renovation of privately owned retail, hotel and visitor attractions. For every Federal dollar invested in construction at the Salem Maritime Site and the Regional Visitor Center -- \$12.60 of private and municipal investment has been expended. This 12 to 1 multiplier does not even count the jobs and secondary benefits to the community.

Similar investments in historic resources and related projects have been made by other communities throughout Essex County. In Lynn and Lawrence both the municipal government and the private sector support their respective State Heritage Parks to keep these historic, industrial era properties open. Other investments range from corporate donations such as General Electric's investment in the

Lynn Historical Society to contributions of hours of volunteer time devoted to tours, research and special events. All this has been accomplished without a commission systematically working to coordinate activities and leverage investment.

Looking at these accomplishments you might question why we need this Federal district designation and a commission. Let me explain. Although many of our historic resources are still intact, their impact is often lost by their isolation from the other thematically related sites. In the best case, they tell only a small portion of the story. In the worst case, they are threatened with neglect or demolition because they are not seen in their proper context as important contributing structures. Designating Essex County as a national Heritage Area will provide far greater opportunities for resource management and coordinated planning. Articulation of the National Park Service's role in the region with clear authorization for the National Park Service to plan, review and coordinate preservation activities will insure the long-term preservation of these resources.

A great deal has been accomplished in the past few years in anticipation that this legislation will pass. However, since the majority of this activity is performed by volunteers, it is vital that these various "grassroots" initiatives be encouraged and coordinated so that they are sustained. Likewise, with proper management local investment can be increased and made more efficient while other

Federal and State agencies will be encouraged to coordinate their activities.

We are not asking you to create a new National Park, and we are not asking for Federal ownership or even significant Federal investment. What we are seeking is authorization for the National Park Service to have a presence in the region, to implement their recommended thematic trails, to develop educational curricula and to use their skills to coordinate the region's resources. In short these are all services which are necessary to the fundamental mission of the Park Service's Regional Visitor Center.

H.R. 1685 proposes the establishment of the Essex Heritage District Commission as the management structure for the Heritage Area. This management entity was selected because the Department of Interior has several successful models already in operation--the closest being the Blackstone River Valley National Heritage Corridor Commission. Federal designation was selected because it is the most appropriate for coordinating diverse federal, state, municipal and private interests. We understand that concerns have been raised about this form of management entity. While we are certainly open to other forms of management, we urge this committee to consider the proposed Federal Commission model. At the core of this proposed Federal heritage area are two Federal sites -- Salem Maritime National Historic Site and Saugus Iron Works National Historic Site. To us it seems only appropriate that their partner be

a Federal management entity. The best model to date has been the federal commission.

The Heritage Area envisioned for Essex County closely resembles the "American Heritage Areas Partnership Program" -- H. R. 3707 -- which this subcommittee recently considered. In reviewing this legislation as it is currently drafted, it appears that all of the eligibility requirements specified in section 5 (c) of this Act have been met. Furthermore, many of the conditions for designation listed in section 6 have also been fulfilled. The feasibility study for the area was completed by the National Park Service in 1990 and published as The Salem Project: Study of Alternatives. This study delineates the great national significance of Essex County not just its local and state importance. Many components of the management plan and the early actions are covered in the preliminary Action Plan which will be completed shortly. A temporary management group -- the Essex Heritage Ad Hoc Commission -- is already in place.

The investment we require from the Federal government is small. The legislation does not specify any appropriation, but it is anticipated that a reasonable annual operating cost is \$300,000 per year with 50% Federal funding and the remainder from local matching funds. This is consistent with the funding proposed in H. R. 3707. Also, consistent with H. R. 3707 would be our proposal to have matching funds available for the renovation of certain National Register properties. We think that the time limit on this legislation should be 10 years, and we intend to develop a planned phase-out of

the federal operating funds during the later years. The experience of the Salem Partnership leads us to anticipate that the private support will grow as the project develops.

I am not originally from New England so perhaps it has been a bit easier for me to see with fresh eyes how remarkable the historic landmarks and architectural resources are in this region. I think that we have accomplished a great deal in the past few years, but it has always been in anticipation that we would be here some day -- that Congress would take our efforts to heart, would provide the legislation to support and enlarge this initiative and give the National Park Service the authority it needs to bring its national perspective and professional presence to this endeavor.

Mr. VENTO. We were up late last night, and it shows. I have a cold.

We are pleased to welcome Thomas Costin, representing the Lynn Business Partnership and Essex Heritage Ad Hoc Group. Mr. Costin.

#### STATEMENT OF THOMAS COSTIN

Mr. COSTIN. Thank you, Mr. Chairman. I want to thank you for this opportunity to present testimony in support of H.R. 1685—legislation to create the Essex Heritage District Commission.

For over 47 years I have served the region of Essex County for the city of Lynn as its mayor and later as regional postmaster. Since my retirement last year, I have been a volunteer with the Lynn Business Partnership, an organization of 55 business leaders dedicated to this revitalization of Lynn and its surroundings.

I also serve as a commissioner on the Essex Heritage Ad Hoc Commission, the public-private board which is spearheading the creation of the Essex Heritage District.

In my years of public service, I have seen our region go through great changes—changes in its manufacturing and job base, in its ethnic composition and its commercial-retail centers. But through it all, the history of the area and its numerous historic buildings and cultural institutions have been the bedrock upon which change has been built and which has sustained us through our hard times.

Today, we seek passage of H.R. 1685; and, with it, we will use these resources again to build our future. For the past 5 years, we have been working in partnership with the National Park Service, the Lynn Heritage State Park, and our local schools to develop educational programs. These programs not only teach our history but, also, use this history to prepare our children—both native born and immigrant—to deal with their future.

The most important ingredient and element that we have working for us is the element of cooperation. In my years of public service, I have been involved in many areas of cooperation. The problem has been sometimes that when people ask you to cooperate they want you to cool while they operate.

This is the first time that you have found in our area where people have come together to try to make a project work. We have resolutions for most of the 34 cities and towns of the county. We have endorsements by the Commonwealth of Massachusetts. We have letters from the major historic preservation organizations, letters from numerous business organizations, ordinary citizens and schoolchildren from around the county. We have local government and local citizens doing their part.

We have laid the groundwork with responsible local investment by preserving our historic resources with private funding and sweat equity. For example, we have the Lynn heritage State park, the Lynn business partnership, the Lynn education foundation.

And this legislation will benefit the existing national parks. It gives us a method for uniting the resources of the region in ways that benefit the existing national park sites, Salem maritime site and the Saugus Iron Works at little or no cost to the Federal Government.



This legislation will provide a way to integrate the National Park Service historic sites at Salem maritime, Saugus Iron Works, the heritage State parks in our county, and privately owned sites and museums throughout the region. Only the National Park Service can provide the umbrella under which these disparate resources can be coordinated.

This legislation benefits the cities, towns, and counties without restricting properties rights, as Annie already said. This is a voluntary trail system. No Federal ownership or control is being imposed on either private, municipal, or State properties. While principally designed for the preservation and interpretation of national register properties, other sites of State and local significance will be included but only those that want to be included.

One of the interesting things is that, in most areas, people say, "Please do not include us in that. We are too busy." This is the one time every town and city in the county has asked to be included within this historic district.

Now, one of the things I would like to do, in summing up my summary, is just to let you know that the entire county of Essex, MA, is connected by a ribbon of history that weaves us together as a people. This legislation, H.R. 1685, will be the bow that truly binds us together and ties us under the guiding inspiration of the National Park Service.

We do pray that you will take this testimony by the three representatives of our county and our elected representatives to know that the citizens of this county need the help of and assistance of this committee and this Congress.

Mr. VENTO. Well, thank you. Thank you, Mayor Costin, for your testimony and your service, your continued work with the cultural heritage resources of Essex County.

[Prepared statement of Mr. Costin follows:]

**Testimony of Mr. Thomas Costin representing the Lynn  
Business Partnership and the Essex Heritage Ad Hoc  
Commission before the House Subcommittee on National  
Parks, Forests and Public Lands**

Thank you for giving me this opportunity to present testimony in support of H. R. 1685--legislation to create the Essex Heritage District and Commission. For many years I have served the region of Essex County--as city councilor for the City of Lynn then as its Mayor and later as regional Post Master. Since my retirement last year I have been a volunteer with the Lynn Business Partnership--an organization of fifty-five business leaders dedicated to the revitalization of Lynn and its surroundings. I, also, serve as a Commissioner on the Essex Heritage Ad Hoc Commission--a 45 member, public-private board which is spearheading the creation of the Essex Heritage District. In my 45 years of public service, I have seen our region go through great changes -- changes in its manufacturing and job base, in its ethnic composition and its commercial/retail centers. But through it all, the history of the area and its numerous historic buildings and cultural institutions have been the bedrock upon which change has been built and which have sustained us through our hard times.

Today we seek passage of HR 1685. With it, we will use these resources again to build our future. For the past five years we have been working in partnership with the National Park Service, the Lynn Heritage State Park and our local schools to develop educational programs. These programs not only teach our history but, also, use

this history to prepare our children -- both native born and emigrant -- to deal with their future. Under the Essex Heritage Ad Hoc Commission -- which includes representatives of business and government from the 34 cities and towns of Essex County -- we are nurturing this initiative throughout the region and in so doing we have garnered the overwhelming support of thousands of residents and businessmen from all over the county. We have received hundreds of letters of support from municipal leaders, business organizations, historic preservation groups, school children and ordinary citizens. We have the support of the Governor of Massachusetts and the State legislature--no mean feat I might add since they represent opposing parties--and we have resolutions of support from the Essex County Commissioners and nearly all of the Boards of Selectmen and City Councils of the County. Each day more letters, municipal resolutions and offers of support arrive. We have submitted a sampling of these for the record.

The support for this legislation has been unanimous for several reasons. We have great pride in our history, and it continues to shape our future. We respect an initiative which calls upon our ingenuity and participation -- and this plan calls upon all of us for its implementation. And finally there is the growing recognition that we must find ways to work together as a region -- something that fiercely independent Yankees have always had trouble accomplishing.

Our track record of cooperation over the past few years makes us proud. In 1990 the National Park Service published the Study of Alternatives which suggested the creation of the Essex Heritage District. The logic and benefits of this recommendation were quickly recognized by our local governments and citizens. And since then we have joined forces to begin building from our grassroots efforts a regional network of historic sites. We see the benefits to historic preservation and the educational benefits to be significant. We also see the potential for regional unity and the economic benefits of coordinating our resources.

Let me stress this point about cooperation. The legislation that is before you today anticipates a true partnership between the private and public sectors. We are not seeking federal handouts and controls. The bi-partisan legislation which was crafted by Congressman Torkildsen and Congress Meehan calls for a district and a commission to help coordinate and facilitate that which we are already doing through organizations like the Lynn Business Partnership, The Salem Partnership, The Essex Heritage Ad Hoc Commission and many other public/private business and historic preservation groups. Furthermore, it is not our intent to propose anything which will restrict the clear and free use of private or municipal property. To the best of my knowledge this legislation cannot be used to create new zoning laws or local historical districts or conservation areas. Instead what is specified here is the designation of an area and a management entity which will assist our local communities in building a voluntary system for

linking historic sites, cultural institutions and natural resources with interpretive programs, maps, signs, and planning. I emphasize voluntary because this initiative can succeed only with cooperation and sharing. At all of the meetings that we have held during the past two years as part of this initiative never once have I heard the comment "Don't include me." but rather the concerns voiced have always been "Is my site included?" and "Please be sure this site/resource/facility is, also, on the trail."

In addition to assisting us, this legislation will benefit the two National Park Historic Sites which are located in the district. It provides the means by which the National Park Service sites at Salem Maritime and the Saugus Ironworks can be related to the State's Heritage Parks and the privately owned facilities and museums throughout the region. Instead of being isolated one from another, all these resources will now be linked through the proposed heritage trails. This means that the site's individual interpretive stories will be integrated into the larger regional themes, and the full breadth of their history can be explored one site to another. It, also, means that visitation will potentially increase due to wider exposure, and the ability of sites to obtain more private support will improve. Only the National Park Service can provide the expertise to coordinate the regional interpretative stories under which these sites will be coordinated. And, in turn, only by linking these resources will the National Park Service sites reach their full potential.

In closing, I would like to suggest that -- as Chairman Vento and this committee have recognized by their recommendation of H. R. 3707 -- the movement to create heritage districts and to build partnerships is critical to the future of the National Park Service. With the over-use of our great western parks and the concentration of our population on the East and West Coasts, the need to create new parks in our urban areas is becoming ever more important. But dwindling federal resources mean that public/private partnerships are essential to creating and sustaining new areas. As a representative of the Lynn Business Partnership and the Essex Heritage Ad Hoc Commission I can affirm that we are already in partnership with our National and State parks. Our communities and business leaders have demonstrated a strong commitment to this project, and we will continue. What is needed now is clear authorization which will allow the National Park Service to bring its professional presence to bear on the full scope of the project.

Mr. VENTO. What are there, 30 or 35 communities in Essex?

Mr. COSTIN. Thirty-four.

Mr. VENTO. Thirty-four. And I think it is amazing that on a voluntary basis most of this has been achieved. Generally, when you have a commission you have it for a reason, because you need a certain independence, a certain autonomy. And if you have cooperation already in this case, obviously, then having some sort of management entity that can coordinate that cooperation or collaboration is very important.

Obviously, the risk we run, from our standpoint, if we set up something that is Federal—and supposedly it is supposed to respond to the Federal Government—it almost, by definition, will be a little outside the gambit of the 34 local governments in Essex County to retain the type of response they want. Anything can work, but I think there is a risk in terms of establishing it. Then you have funding and you have executives.

We do not have objection, in a sense, to providing some operation and maintenance dollars for the effort that goes forward on a participating basis, on a 50-50 basis. There is no objection to that. The concern is that we want to make certain that we are working with the management entity or the local governments that are present there. Even having State input in this particular process, I think, is highly desirable, because I think very often you are calling upon the State to, in fact, have policies or provide some assistance.

One of the strong programs we have had through the Historic Preservation Act is the State historic preservation office. And they, basically, for a very small amount of money, less than \$50 million, carry the whole historic preservation program nationwide. They are the backbone of that program. We can make rules and qualifications nationally through the Park Service, but they do not mean anything unless they are carried out, and that is done at the State level through the State historic preservation offices.

I don't know what the proper moniker is. In Minnesota, we have the Minnesota Historical Society, and that is a public entity that is very, very strong. I don't know what it is in Massachusetts, but it may not be recognized as a State historic preservation office by most. But you have that entity, I can assure you.

And then we have the historic districts, which have a certain level of commitment, a recognition. So we are trying to find here something that will not become part of the Park Service. It, basically, will remain private. That is to say we are not going to buy Essex County nor much of it. In fact, we do not intend to, but we want to promote the cultural preservation and use the expertise of the Park Service.

That is what the intent here is, for an intensive period of years here with local cooperation. And then when we are done there is someone to sort of catch the ball after we have concluded. So that is the idea, how it has evolved, and with the involvement of a lot of groups and Park Service and contributions by members.

As we get to understand this, we take credit for it. That is the idea in politics, as you know.

So I am very confident that your responses today seem to be very positive concerning this matter. You heard my questions of Director Galvin in terms of getting some sort of idea of dollars and author-



ization. I think it is best to do that if we can, looking at the management plan and what the prospects are for an area this large. It could be very significant dollar figures, even though the amount of support would be very limited because of the resources. I feel pretty good about it.

Mr. Torkildsen, Mr. Rahall, did you have any questions of this panel?

Mr. RAHALL. No, Mr. Chairman.

Mr. VENTO. Mr. Torkildsen, without objection, do you have any comments?

Mr. TORKILDSSEN. No, I just want to thank the witnesses for testifying. I think they did a great job of testifying as to the essence of what we are trying to accomplish and, again, thank you, Mr. Chairman, for holding the hearing.

Mr. VENTO. Well, I don't want to hold you. We have a busy day. I want to thank you for coming down and sharing your views and being able to communicate with you concerning this issue and our direction in the near future.

Thank you very much.

Mr. LEONARD. Thank you again. We will work with the deputy from the National Park Service to work on a compact to try to organize something to make this come together.

Mr. VENTO. We know we can set the rules after a lot of work and study that has gone on, so we do not want to hold you to a rigid form. But we want to at least get the good faith effort to the same sort of standards that we would like to see replicated in the future.

Thank you all very much.

Mr. LEONARD. Thank you.

Ms. HARRIS. Thank you.

Mr. COSTIN. Thank you.

Mr. VENTO. I would like to call the Director, Mr. Galvin, back to speak on the West Virginia issue.

Congressman Rahall is here, and I don't know if any of your associates, Mr. Galvin, are going to testify on this basis. Also, let me recognize Congressman Rahall, who has a few opening comments at this point, since he was not permitted to do so in his absence.

Mr. Rahall.

#### **STATEMENT OF HON. NICK J. RAHALL II, A U.S. REPRESENTATIVE FROM WEST VIRGINIA**

Mr. RAHALL. Thank you, Mr. Chairman. First, I deeply appreciate your scheduling this hearing on H.R. 3988, the West Virginia National Coal Heritage Act of 1994.

The coal mining history of southern West Virginia is indeed a story of struggle, of human sacrifice, and of occurrences which have left their mark on our Nation as a whole. Our history is indelibly inscribed and etched in these occurrences that have happened in West Virginia and in particular the southern part of our great State.

A central element in this history is the role of the men and women who worked in the mines and their efforts toward obtaining social justice. During the latter part of the 19th century the railroads opened up West Virginia's coal fields to the rest of the Nation giving rise to the age of what are known as the coal barons. The



native population began to become integrated with southern blacks and immigrants from Italy and other countries who came to work the mines. Company stores and housing and payment by script were a way of life for many.

Mother Jones became a frequent visitor to our State, and by 1922 the United Mine Workers of America had successfully unionized many mines. A great deal of history was made during the subsequent labor disturbances on Paint and Cabin Creek during 1912 and 1913. The Matewan Massacre in 1920 the battle of Blair Mountain the following year. These were the days indeed of the West Virginia mine wars.

This is in part our coal mining heritage, a part of America's heritage. A heritage that played not only an essential role until the formation of our culture and our values, but an essential role to the industrialization of the United States. Today there are few physical vestiges of this era remaining. I believe that it is incumbent upon this generation to ensure that what does remain is not lost to further decay.

With these old mining camps, company stores, tipples and related structures are an integral and important part of our heritage and the lessons learned from them should not be forgotten or lost to future generations. The West Virginia National Coal Heritage Area Act of 1994 is aimed at salvaging remnants of these coal sites and as such preserving this unique heritage.

In my view, this must be done not only for educational purposes, but for the potential regional economic benefits that this type of historic preservation may hold. Aside from establishment of a heritage area, this bill would also provide for a study pursuant to the National Trails Systems Act for the feasibility of establishing a Miners March National Historic Trail along the route traveled by the participants in what became known as the Battle of Blair Mountain.

Blair Mountain is the site of a major but largely unknown episode in labor and American history that took place in 1921. Marching from the Charleston area, our State capital, in an effort to open up the southern coal fields to unions, 10,000 miners confronted Federal troops sent in by President Harding, State troopers, county deputies, coal detective agents. It is a site of the largest domestic deployment of U.S. forces during the post-Civil War era.

The historical significance of this battle is perhaps best described in a PBS documentary entitled "Even the Heavens Weep."

Blair Mountain is quiet today. What happened here in 1921 needs to be remembered for it was a turning point for America.

It was one of those rare moments when history itself seemed to hold its breath. Those at the top of the mountains were not just defending Logan and Mingo Counties. They were defending the 19th Century belief that those with wealth and power had a right to the destiny of those who toiled.

Those who marched in the mountains were bringing with them a new century's conviction that there were limits to what humans could do to one another for the sake of profit and power.

The mountain's shame is that it became a symbol for the violence of the era. Its glory is that so many came to insist that a new age begin.

Mr. Chairman, as I conclude, I want to emphasize that we have followed a proper and prudent course of action in devising this legislation. This bill is a product of a process that started with the

provision in legislation enacted in 1988, which originated in this subcommittee. Under that bill, the National Park Service was authorized to conduct a coal mining heritage study which was subsequently funded by the Congress. This study provides a basis for the pending legislation.

Mr. Chairman, again, I thank you for scheduling this hearing and I look forward to working with you toward enactment of this legislation.

Mr. VENTO. I thank the gentleman for his presence, and I will invite Mr. Galvin to give his testimony, which I have read, and I will give you the gavel for a few minutes while I take care of some other matters.

So if the gentleman does not mind—and I have read the testimony, Mr. Galvin, and I will be back momentarily to question you.

Mr. GALVIN. Thank you, Mr. Chairman.

Mr. VENTO [presiding]. Please proceed.

**STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR,  
PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE,  
DEPARTMENT OF THE INTERIOR**

Mr. GALVIN. As Mr. Rahall pointed out, this legislation sets forth a study done by the National Park Service that was transmitted to the Congress on December 7, 1993.

Mr. Rahall, before you arrived, I explained that in testifying on these five bills today we are trying to place each of these studies in the context of the recently-passed H.R. 3707, which is a generic approach to the heritage area bills. And my testimony is based on that approach, and I will summarize my statement.

We do not support the bill as written and recommend it be restructured to censure—I am sorry—H.R. 3988 would establish a West Virginia national coal mining heritage area. It would authorize the Secretary to enter into a contractual agreement with the Governor of the State of West Virginia to assist the State in developing and implementing an integrated program for preserving resources associated with the coal mining heritage of this area.

The program would include coordination of activities by Federal, State and local governments. Acquisition of property by donation or purchase for public use would be authorized by this bill. However, in order to be consistent with the proposed American Heritage Areas Partnership Program Act, we do not support this aspect of the bill. It should be restructured to conform with H.R. 3707.

Within 2 years after enactment, the Governor would be required to submit for approval by the Secretary a coal heritage management plan setting forth program policies, guidelines, standards, and responsibilities. Section 8 of this act would amend the National Trails Systems Act adding the route from Lens Creek near Marmet to Blair Mountain, WV as a study trail.

We also recommend deferring action on this section of H.R. 3988 until further evaluation is completed. Currently, the National Park Service is conducting a labor history national historic landmark theme study that is taking a comprehensive look at the labor history of West Virginia including Blair Mountain.

The National Park Service in cooperation with the State and local governments did conduct a 1992-93 study to determine the

feasibility—this is language from the legislation—“to determine the feasibility of protecting and preserving certain significant cultural historic and natural resources associated with the coal mining heritage of southern West Virginia.” This study documented numerous State and locally significant resources related to coal mining. It suggested three basic concepts but made no recommendation for any one course of action and did not recommend establishment of a national heritage area.

The study found that strong, sustained leadership and technical assistance would be needed in order to develop an effective conservation program in southern West Virginia. A community-based approach to heritage conservation was suggested, focusing on leadership development and economic renewal, infrastructure, restoration and recreation, and cultural conservation.

While the study implied that strong partnerships not only with the State but also with local organizations would be the most effective and appropriate means for achieving preservation goals, it did not address potential roles for the various agencies and organizations. Preparation of a study such as that done here is a first step in the process in meeting the conditions set forth in H.R. 3707.

While this is the beginning, we would like to see the process followed and additional criteria and conditions addressed to ensure future consistency in the designation of such areas. Therefore, we recommend that action on this bill be deferred.

Mr. Rahall—that concludes my summary.

I might point out in the earlier testimony with Chairman Vento, he recommended that we take all of these bills and also the ones that he has heard earlier and make judgments on them with respect to this H.R. 3707 to come to some agreement as to how we can move forward on each of them. And that would color—and we certainly agree with that approach, that we are prepared to sit down and discuss how to move forward with each of these, recognizing that some of these have been in studies for a considerable period of time and need to move on to a new stage.

[Prepared statement of Mr. Galvin follows:]

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS, HOUSE COMMITTEE ON NATURAL RESOURCES, ON H.R. 3988, TO PROVIDE FOR THE PRESERVATION AND INTERPRETATION OF CERTAIN LANDS AND STRUCTURES RELATING TO THE COAL MINING HERITAGE OF THE STATE OF WEST VIRGINIA AND THE NATION. AND FOR OTHER PURPOSES.

June 28, 1994

---

Thank you, Mr. Chairman, for the opportunity to present the Department's views on H.R.3988, the West Virginia National Coal Heritage Area Act of 1994.

The proposed American Heritage Areas Partnership Program Act of 1994, H.R. 3707, as reported by this committee, would establish a National program for American Heritage Areas. It sets forth a process for developing and establishing these areas: (1) feasibility study, (2) compact development, (3) evaluation and approval by the Secretary of the Interior, and (4) designation by Congress. It also specifies criteria and conditions that must be met by potential heritage areas and assures a consistent, partnering approach. As such, it would bring uniformity and consistency to the program on a National level. It is important that these steps be followed to insure that the criteria are met and that the capabilities and commitments exist to effectively develop and manage a successful American Heritage Area.

H.R. 3988 would establish a West Virginia National Coal Mining Heritage Area. It would authorize the Secretary to enter into a contractual agreement with the

Governor of the State of West Virginia to assist the State and local units of government in developing and implementing an integrated program for preserving, maintaining, enhancing, interpreting, promoting and operating facilities, sites, structures, and other resources associated with the Coal Mining Heritage of the area. This program would include coordination of activities by Federal, State, and local governments and private businesses and organizations in order to further historic preservation and compatible economic revitalization.

Acquisition of property, by donation or purchase, for public use would be authorized by H.R. 3988. However, in order to be consistent with the proposed American Heritage Areas Partnership Program Act of 1994, we do not support this aspect of the bill. It should be restructured to conform with H.R. 3707, which specifies that real property or interest in real property may not be acquired with heritage area funds.

Within two years after enactment and pursuant to the contractual agreement, the governor would be required to submit, for approval by the Secretary, a "Coal Heritage Management Plan" setting forth program policies, guidelines, standards, and responsibilities.

Section 8 of this Act would amend the National Trails System Act, adding the route from Lens Creek near Marmet to Blair Mountain in West Virginia as a study

trail. We also recommend deferring action on this Section of H.R. 3988 until further evaluation is completed. Currently, the National Park Service is conducting a Labor History National Historic Landmark Theme Study that is taking a comprehensive look at the labor history of the West Virginia coal mining area, including Blair Mountain.

The National Park Service in partnership with the State and local governments and private organizations conducted a 1992/93 study "to determine the feasibility of protecting and preserving certain significant cultural, historic, and natural resources associated with the coal mining heritage of southern West Virginia" pursuant to P.L. 100-699 (102 STAT. 4629), Title VI, Coal Mining Heritage. This study documented numerous State and locally significant resources related to coal mining. It suggested three basic concepts that focus on different types of actions and achieve different results for resource conservation and preservation and for Heritage tourism development. However, it made no recommendation for any one course of action and did not recommend establishment of a National Heritage Area.

The study found that strong, sustained leadership and technical assistance would be needed in order to develop an effective conservation program in southern West Virginia. A community-based approach to heritage conservation was suggested, focusing on (1) leadership development and economic renewal, (2) infrastructure, restoration and recreation, and (3) cultural conservation. While the study implied

that strong partnerships not only with the state but also with local organizations and individuals would be the most effective and appropriate means for achieving preservation goals, it did not address potential roles for the various agencies and organizations.

Preparation of a study identifying significant resources, such as that done for the coal mining heritage resources of southern West Virginia, is a first step in the process and in meeting the conditions set forth in H.R. 3707, the "American Heritage Areas Partnership Program Act of 1994." While this is the beginning, we would like to see the process followed and the additional criteria and conditions addressed to insure future consistency in designation of such areas. Therefore, we recommend that action on this bill be deferred; establishment of a West Virginia National Coal Heritage Area is premature.

This concludes my formal remarks, Mr. Chairman. I would be happy to answer any questions that you might have.

a:coal1



Mr. RAHALL [presiding]. Well, that certainly sounds more reasonable than what I thought I was getting initially from your testimony, and that was that we need to do more study and, therefore, defer action on this bill.

I am looking at three studies right here that between them probably cost close to \$500,000 to do. So I think we have enough studies.

You seem to suggest that perhaps stronger coordination with local organizations or a partnership with them.

Mr. GALVIN. Yes, as a piece—one of the awkwardnesses here is H.R. 3707 has been sort of developing in parallel to studies we have going on in a number of places. And until quite recently, of course in terms of public participation, meetings with the subcommittee, and the subcommittee action and staff, we were not quite sure what the criteria for heritage areas would be. So that in this sense we have been pursuing these studies without the criteria laid out in H.R. 3707.

What we are suggesting here is that we take a look at these studies. Now, specifically with relation to the coal studies, the H.R. 3707 calls for a management entity to coordinate further activities, implementation activities. And the management entity is authorized to receive Federal funds, to grant Federal funds, and generally to develop plans which is consistent with what we have here, and to receive money to implement those plans.

So the bill, as drafted, that is H.R. 3988 as drafted, does not speak to a management entity. That is something I think we can work out with respect to identification of those local interests that would take part in the management entity.

Mr. RAHALL. I thought we pretty well identified in my bill the division of culture and history as a management entity.

Mr. GALVIN. That was not clear to me, but that is certainly a possibility so we would enter into an agreement with the State.

Mr. RAHALL. I know that was my desire. And we do state in section 6 pursuant to the contractual agreement referred to in section 4, within 2 years of the date of enactment, the Governor of the State of West Virginia, acting through the division of culture and history and the division of tourism and parks—

Mr. GALVIN. That probably would meet the requirements of a management entity in H.R. 3707.

Mr. RAHALL. You recognize also that we are already involving local organizations, grassroots support.

Mr. GALVIN. Yes.

Mr. RAHALL. That they have been actively involved in these studies. This is not something like the Federal Government is swooping down and trying to impose something upon local people. This does have their input and that partnership is continuing almost on a daily basis.

Mr. GALVIN. Yes, I am aware of that, Mr. Chairman.



**PANEL CONSISTING OF WILLIAM M. DRENNEN, JR., WEST VIRGINIA STATE HISTORIC PRESERVATION OFFICER; AND C. STUART McGEHEE, DIRECTOR, EASTERN REGIONAL ARCHIVES, BLUEFIELD, WV**

Mr. RAHALL. Thank you very much, Mr. Galvin, for your testimony today.

We do have a panel of distinguished West Virginians that are with us that are going to comment on our efforts. I know they are in attendance, so first is our commissioner of the division of culture and history for our State of West Virginia, Mr. Bill Drennen, and he is accompanied by Mr. Stuart McGehee, the director of the eastern regional archives in Bluefield, WV.

I do want to welcome both of you, Bill and Stuart, to the subcommittee this morning, and compliment you very highly for your efforts not only in this area, but in many other areas of developing our natural resources, our tourism potential, involving our citizens of West Virginia in your efforts, and the expertise that you bring to every one of our efforts, through your knowledge of our history, your recognition of the interplay between our coal and rail industries in our State and the importance both mean to our economies.

So I salute you for that and welcome you to the subcommittee. And at this point I would also like to ask unanimous consent the Interior Department's letter transmitting the coal heritage study to the Congress be made a part of the record at this point; and without objection it is so ordered.

Bill, we welcome you and you may proceed as you desire.

**STATEMENT OF WILLIAM M. DRENNEN, JR.**

Mr. DRENNEN. Thank you, Mr. Chairman. Thank you for the opportunity to appear before this committee. Thank you for all the work that you have done for the very things that you are complimenting myself and Stuart on in developing the cultural heritage of the State of West Virginia and in preserving what is unique about West Virginia for the benefit of all America.

I would request that my written remarks be entered in the record and would just summarize them and address some few specific comments.

Mr. RAHALL. Yes, all testimony will be made a part of the record as if actually read. You may proceed in the manner you desire.

Mr. DRENNEN. One of the things I want to point out that comes from my testimony is the kind of individuals within southern West Virginia who are involved in our efforts to develop the coal heritage as a national heritage and be recognized as a part of the national heritage.

Carl Rutherford, a young man who left the coal fields because at the time he felt that there was more value placed on a mule than there was on a man, because the mule they would have to go out and buy a new one, but a man they could just hire somebody else and would not have to pay out of their pocket. He went to California and developed a number of talents along the way, that is picking country music in honky-tonks. Finally he got chased out of California by essentially the rip-off attitude and came back to West Virginia where he has been effectively working in the local community of Coalwood and Caretta.

He was born and raised in McDowell County, in Warior Mine, and he, with another group of people, native McDowell Countians, forged a group known as Big Creek People in Action, and they have been working with State and Federal organizations developing a community that can begin to address the problems that occur when coal mining is gone.

The large shovels are now gouging out the environment and providing no work. So you have a group of people who are the heroes of the American industrial movement who now have no place to go and see their heritage crumbling around them. What Carl and his wife Frankie have done with Big Creek People in Action is work with the local coal companies to acquire facilities, to acquire schools and clubhouses and begin to use these as community centers where they can do things like hold fairs and festivals and have craft workshops and develop the small business opportunities and enterprises that will bring the coal fields back into viable place for people to live.

Billy Wayne Bailey is a State senator now, but he grew up in Wyoming County, where during his life the Itmann company store was a palace, and in his imagination was his castle. He told somebody when he was 5 years old some day I will own that. In 1988, when the Consolidation Coal Co. sold the company store, it was deteriorating and they were closing their mines in that area, Billy Wayne Bailey bought the store. He has been putting together nickels and dimes ever since then to keep it up. He now uses it as a soup kitchen and homeless shelter.

The people in Itmann were a little concerned about that at first, but Earnest Hale, who runs the shelter for him, has been so effective. Billy Wayne estimates he has replaced about 10,000 dollars' worth of glass through begging and borrowing resources from all over the State. He says he puts on a clown uniform when the funds run low for the soup kitchen and stops people on the street and gets money to put the Wheaties back on the table. Very creative and typically West Virginia way of going about maximizing the return of the resources available.

The Itmann company store, we feel, is a significant resource for the interpretation of the coal fields in southern West Virginia, and because Billy Wayne Bailey has the foresight to acquire it at a cost that was very reasonable, we now have this resource available to us.

In terms of acquisition, and addressing Mr. Galvin's concerns about acquisition, this is a possibly nationally significant resource in the coal industry that is available that could be a part of a center of a whole coal heritage area study. I only point that out because it is there, it is in existence, it cannot be maintained under the current homeless shelter status for long, but at least we have it in a holding pattern and at some point it will be recognized and become a part of the coal heritage tourism.

You have heard before, Mr. Chairman, from the ladies of the Bramwell Garden Club, who have offered their homes and their gardens as a showplace for the way coal heritage went on in southern Mercer County at the turn of the century. They are continuing their efforts to bring that heritage. They have developed a tour brochure and marketing to the convention visitors bureau.

Again, these are three examples of local efforts that have been very active in developing coal heritage tourism in our area.

So what is needed in West Virginia? How can the U.S. Government assist groups like Big Creek People in Action or the Bramwell Garden Club preserve and interpret this vital part of America's heritage?

No. 1, by providing Federal recognition of the area; by strategic planning and assistance to local communities; and, most importantly, by providing funding for a central coordinating office in the coal field to help pull together the resources to accomplish the necessary steps in this area of tourism.

Numerous Federal programs can help. The Department of Transportation, Health and Human Resources, Housing and Urban Development, all have programs that could be used to regenerate the small business and utilize the entrepreneurial talents of the people in the coal fields. But these unsophisticated people do not have easy access to these State and Federal programs. A coordinating effort in the coal fields would help them tie together the partnerships necessary to make these efforts work.

What we have done in State government is to form a task force that includes representatives from the division of tourism and parks, the division of natural resources, the division of environmental protection, the development office, parkways authority, highways and culture and history. We have traveled together through the coal heritage route that was designated last year and we now have a trail map which was published this past—actually just came out about 1 month ago. This is the first effort to coordinate some activities through the coal fields and develop resources so that the people traveling those routes will have a good experience.

The next step is to work with the county commissioners, local business people, historic societies, some of whom I have just named, and the preservationists in the area to show some real on-the-ground progress. We must follow up with signed interpretations on the Coal Heritage Trail to educate our visitors to what they are seeing as they drive through the backroads of southern West Virginia.

We must also develop attractions and amenities that will make the drive memorable, pleasurable, and recommendable. The West Virginia National Coal Heritage Area has been studied intensely for the past several years. The people in the region are ready for action. They are talking with the coal companies about museums, exhibits, and visitors to their active operations for the interpretation of modern coal mining efforts as well as the history of the coal mining in the region. They are ready to build new motels, upgrade their restaurants, and put in accessible toilets. They know they need infrastructure.

West Virginia this past legislative session passed an infrastructure bond which will make some of the funding available and we feel that a coordinating effort throughout the coal heritage area will help focus those funds on developing that infrastructure.

They know they need training and they know they have a product. They have a heritage of which they are justifiably proud. They have the resources that should be preserved as the last vestiges of

a unique way of life, a memorial to the close-knit communities and family values engendered in the coal fields and so endangered in the current onslaught of violence and degradation on your local television networks. They are ready to help America get back to their principles and values and work ethic that made us great.

They would appreciate all you can do for them, and the West Virginia National Coal Heritage Area Act of 1994 is a bold step, for them and for the State of West Virginia and for the American people.

I thank you.

[Prepared statement of Mr. Drennen follows:]

## D R A F T

Testimony before the U. S. House of Representatives  
Committee on Natural Resources  
June 28, 1994

William M. Drennen, Jr.  
West Virginia State Historic Preservation Officer

Mr. Chairman, distinguished members of the Committee, my name is Bill Drennen. I am the Commissioner of Culture and History for the State of West Virginia and the State Historic Preservation Officer. Thank you for the opportunity to appear before you in support of legislation and funding for the development of a National Coal Heritage Area in south western West Virginia.

Something is happening in America. As we approach the 220TH year of our Independence from Great Britain, those sparks struck twenty years ago at our Bi-Centennial Celebration, have begun a fire that is being nurtured and fed by the patient citizens and their supporters in Congress who are concerned about the preservation of America's Proud Heritage. As that fire grows, more and more of our citizens come to see it, sit around the hearthside and feel the warmth of our collective past as it illuminates the ways we have come. As the speed and direction of our future whine ever more frantically along our interstates and telecommunications highways, more and more of an aging population turn to the past for solace and rebirth. We need our past, for from it we can learn and find ways to avoid costly mistakes. With time and distance the white heat of antipathy and passion cools to a mellow glow of recognition of the humanity in each of us. Each of us just doing what we can to make our way through life and to leave the world a little better than we found it.

Contrary to often publicized stereotypes, there exist no prouder nor more family oriented people on earth than the natives of Southern West Virginia. They, whose fathers and grandfathers came from many varied geographic and ethnic backgrounds, worked and struggled along side of the visionary industrial entrepreneurs to overcome the incredible obstacles presented by our rugged mountain terrain. Now with the mechanization of huge mountain movers gouging out the landscape, they are left without employment and their past crumbles around them. This is not just West Virginia's shame, this is a national shame, that these men and women who fed the fires of the American Industrial Miracle, are now left without hope or appreciation. Where is the applause for these heroes, where is the recognition of what they accomplished?

"The West Virginia Coal Heritage Act of 1994" begins to address America's need to preserve and interpret its coal mining heritage. It is a ray of hope for the people whose labors

provided so much of what we enjoy today as a world power and economic leader. And we must act wisely and act now to prevent the further loss of those historic resources that grew from those labors. But rather than tell you horror stories from the depths of the coal regions, I would rather tell you stories that show what a spirited people can do with limited resources, and assure you that an investment in their efforts will provide lasting rewards for America's future.

Carl Rutherford was born and raised in the hollows of McDowell County, WV. Like so many of his neighbors, when the boom and bust cycle of coal mining became too much, Carl's family moved out. Carl, who had learned to play guitar and sing mountain ballads as a youngster, moved even further, to California, working in the daytime and playing music at night for twenty some years. Finally tired of the rip-off of big city life and insincere people, Carl moved back to McDowell County. He and his wife Frankie have become involved in finding resources to prevent their community from laying down and dying. They organized a group called "Big Creek People in Action" and have been effective in getting grants from the West Virginia Housing Development Fund to fix up the company houses, the Commission on the Arts for festivals and cultural activities in their isolated community. They have worked with a land company to get access to an abandoned Coal Company Club House, and are working with a rejuvenated Civilian Conservation Corps to rehab the building for offices, events, and artists in residence.

Billy Wayne Bailey grew up in Wyoming County, West Virginia. During the early part of his life, there was always something going on at the huge company store in Itmann: pool games, barber shop conversation, movies, furniture sales, and just hanging out. When Consolidation Coal Company closed down the last of its operations in Wyoming County in 1988, the store was vacant and deteriorating. Billy Wayne bought the store, and then started figuring out how to preserve it. He tried several enterprises and in the face of community opposition, has made the store a soup kitchen and homeless shelter. Earnest Hale oversees the 10-12 clients in the shelter and begs and borrows the necessities to provide food and shelter for them. Billy Wayne believes these people can be trained to serve the tourism industry and returned to a useful life, with the proper supervision and support. The people of Itmann, at first wary, have become supporters of Mr. Bailey's efforts and use the shelter as a community volunteer center.

Bramwell High School in western Mercer County is home of the Millionaires. The Bramwell Garden Club gives walking tours of the forgotten little town nestled in a horseshoe curve of the picturesque Bluestone River. Placed on the National Register of Historic Places in 1984, Bramwell has preserved many of the homes of the intrepid pioneers of the Pocahontas Coal Fields that brought the Norfolk and Southern Railroad and immense wealth and population to this area from 1890 through 1930. Bramwell's



preservation conscious citizens and the proximity of the Pocahontas Exhibition Coal Mine just over the mountain in Pocahontas Virginia, make Bramwell an ideal location for an interpretation of the lifestyles of coal miners and coal barons from the turn of the century.

In 1921, 10,000 armed miners wearing red neckerchiefs marched over the mountain from Paint Creek and Cabin Creek in Kanawha County to "Free Mingo County and hang Sheriff Don Chafin from a sour apple tree." The Battle of Blair Mountain was precipitated by the Matewan Massacre on the Tug Fork River in Mingo County and the subsequent assassination of Sheriff "Smilin" Sid Hatfield on the MacDowell County Court House steps in Welch. Over a million rounds of ammunition were fired in the three day pitched battles, and the miners withdrew only when faced with the prospect of fighting against their own U S Army and Air Corps. This high-water mark of United Mine Workers organizing activity is a watershed in the labor history of this country. If current mining activity continues unabated, the only remains of Blair Mountain will be a hole in the ground.

What is needed? How can the United States Government assist groups like Big Creek People in Action or the Bramwell Garden Club preserve and interpret this vital part of America's Industrial heritage? By providing Federal Recognition of the Area, by strategic planning assistance to local communities, and most importantly, by providing funding for a central coordinating office in the coal fields to help pull together the resources to accomplish the necessary steps to prepare this area for tourism. Numerous Federal Programs can help: DOT, HUD, HHR, etc. But how do unsophisticated local people access these state and federal programs.

What we have done in state government is form a task force that includes representatives from the Division of Tourism and Parks, the Division of Natural Resources, The Division of Environmental Protection, the Development Office, Highways, and Culture and History. The next step is to work with the county commissioners, local business people, historic societies, and preservationists to show some real on-the-ground progress. This map of the Coal Heritage Trail was a first step in getting people off the Interstate and venturing into these historic regions. For the Trail to become a truly scenic byway, we must follow up with signed interpretations to educate our visitors to what they are seeing as they drive through the back roads of southern West Virginia. We must also develop the attractions and amenities that will make their drive memorable, pleasurable, and recommendable.

The West Virginia National Coal Heritage Area has been studied intensively for the last six years. The people in the region are now ready for action. They are talking with the active coal companies about museums and exhibits and visitors to their operations. They are ready to build new motels, upgrade their restaurants, and put in accessible toilets. They know they

need infrastructure (and West Virginia just passed an infrastructure bond in the last session of the legislature). They know they need training. They know they have a product, they have a heritage of which they are justifiably proud. They have the resources that should be preserved as the last vestiges of a unique way of life, a memorial to the close-knit communities and family values so endangered in the onslaught of violence and degradation illuminating communications screens across the country. They are ready to help America get back to the principles and values and work ethic that made us great. They will appreciate all you can do for them, and the West Virginia National Coal Heritage Area Act of 1994 is a bold step. For them and for the state of West Virginia and for the American people, I thank you.





Mr. VENTO. Thank you for your testimony, and for Congressman Rahall sitting in for me for a moment while I was attending to other business.

We are pleased to welcome the next witness, Mr. C. Stuart McGehee.

Mr. McGehee.

#### STATEMENT OF C. STUART McGEHEE

Mr. McGEHEE. Thank you, Mr. Chairman.

Mr. Chairman. I appreciate very much this opportunity address the committee in support of this very important legislative initiative. I am a historian. I teach history at southern West Virginia. I serve on the State archives and history commission, and I run the eastern regional coal archives, the State's only archival repository dedicated to preserving and commemorating the State's coal field history. We have some 50,000 photographs, letters and diaries, coal company records, company historic account ledger books, oral history tapes, all of which help to recreate the culture of the working class coal mining region of southern West Virginia.

It is long overdue that Appalachian coal heritage be recognized and commemorated for its crucial role in the creation of modern America. The arrival of steel rail and coal mine transformed southern West Virginia from America's last isolated rural frontier into a mighty industrial civilization unlike any on Earth.

European immigrants fleeing religious persecution and political revolution crowded down the Norfolk & Western and Chesapeake & Ohio railroads. African-Americans fled the endemic poverty and segregation of the cotton fields and came to the bustling coal fields to find jobs and homes for their families.

I might interject that Middle Easterners also came to the southern West Virginia coal fields, as Lebanese pack peddlers, and that is why Congressman Nick Rahall's family, came as part of the remarkable ethnic composition of the southern West Virginia coal fields.

The industry built the first schools, roads, and hospitals in my part of Appalachia, producing an urban network and a rich working class society amidst some of the most rugged terrain in the country.

Fierce disputes between coal operators and union organizers resulted in this Nation's largest domestic armed confrontation since the Civil War. Legislation arising from these infamous mine wars confirmed working Americans the right to bargain collectively with their employers, shaping the history of labor relations in these United States.

Now, although the transformation of the mountains is a significant enough era of our Nation's history to warrant congressional and Department of the Interior attention, West Virginia's coal heritage has enormous national impact as well.

Appalachian bituminous coal provided the abundant and economical energy which powered this Nation from a rural republic into an industrial democracy, capable of defending itself and the free world in two cataclysmic global conflicts.

A century ago, Mr. Chairman, coal had two important roles which it has subsequently relinquished to other fuel sources, nota-

bly petroleum. These were home heating and surface transportation. The rapid growth of the northern urban corridor would not have been possible without the massive coal reserves of the central Appalachian highlands. There is simply not enough wood to heat people's homes.

Moreover, coal fired the boilers of railroad locomotives and steamships, providing the power behind the sophisticated transportation and commercial network which integrated the agricultural and urban worlds of America.

Steel made from West Virginia coal constructed skyscraper girders, railroad tracks, automobiles, ships, and airplanes. The United States Navy exclusively used smokeless New River and Pocahontas coal in its dreadnought battleships throughout the Spanish American and First World War. Old-timers credit the thin vapor trails of the American ships with the victory over the Spanish fleet in Manila Bay in 1898.

Now this process we seek to preserve and celebrate, the industrialization of America, is 100 years old. In the public conscience, we seem to need the passage of a century before we see the past as history. History is not lists of names and dates and facts, endless rolls of kings and popes and pharaohs and presidents who lived long ago and far away. History is the lives of people, people like coal miners working to feed their families while providing the energy source which made the United States a mighty world power.

Too often in our history we have been guilty of seeing the past as white marble statues of wealthy politicians of yore. It is time to begin to build our view of the past anew, from the ground up, celebrating the considerable achievements of working people and providing positive heroic role models for young Americans.

We are at a crucial crossroads in the coal fields. One era is ending as the industry is transformed from a labor intensive one dominated by many small producers to vast international energy consortiums utilizing increasingly sophisticated technology. We must act quickly now while the last generation of men who loaded coal by hand, drove mine mules, stoked locomotive boilers, and women who served as schoolteachers and clerks throughout the coal fields are still alive. Their memories and their culture are threatened by the passage of time and the inevitability of change.

Soon the extant physical remains of coal heritage will disappear unless we act quickly and wisely. Reclamation and new development are threatening the precious few structures still standing which serve to remind us of our past. Through careful cultural resource management, aggressive historic preservation and innovative public-private sector cooperation, coal field history can again become a significant factor in the economic development of the mountains.

Heritage tourism provides an ideal way that southern West Virginians can preserve their past and help to shape their future as well. Americans are tired of plastic theme parks and amusement rides. Believe me, we are. We want to see the reality of the forces which created our way of life. Much has already been accomplished through diligence, innovative survey, and documentation, preparing

the way for the heritage area designation which will give added impetus to our existing efforts.

I urge the committee to pass this important legislation as expeditiously as possible.

I thank you very much for the opportunity to appear today. If you have any questions or comments, I look forward to hearing from you, and I know Bill will respond as well.

Thank you.

Mr. VENTO. Thanks for the spirited testimony. Dr. McGehee. We need that today to keep us awake.

Mr. MCGEHEE. I am a college professor. My students are not always interested in history.

Mr. VENTO. You have to do a little something.

Mr. MCGEHEE. Exactly.

Mr. VENTO. That is the reality of being a teacher, I guess, which I did for a while. I can see why I got out of that business, I am not that exciting.

Mr. RAHALL. That is why I never got in it.

Mr. VENTO. In any case, the study covered an 11 county area and I am just wondering whether or not—I mean I do not want to exclude or tell one of the counties they should not be in it—is it really possible to focus in a smaller area than the 11 counties? Do you fit with this particular heritage area or do we really have more than one heritage area that could be considered here?

I am trying to see exactly how this all fits together, whether the 11 counties are all working together already. Why is it that size?

Mr. MCGEHEE. The counties, Mr. Chairman, are linked historically along the main line of the principal railroads which opened the southern West Virginia mountains to industrialization. One is the Norfolk & Western Railroad running along the Kentucky border, and the other is the Chesapeake & Ohio, paralleling it to the east.

The 11 county area embraces the central railroad lines around which the coal mines and the coal miners and the coal camps originated.

Mr. VENTO. So those rail lines, are they still there?

Mr. MCGEHEE. They are still there, but are principally now used for coal haulings. Very little transportation along the rail lines in southern West Virginia. Thus the 11 county designation.

Mr. VENTO. Nationwide is the case; Mr.—I want to pronounce your name correctly—Mr. Drennen; is it?

Mr. DRENNEN. Right.

Mr. VENTO. Mr. Drennen, I note you serve as the State historic preservation officer. Are there historic districts in this area now? Any that are designated?

Mr. DRENNEN. Well, much is designated as a historic district. Bramwell, I believe, has been approved, Bluefield itself, downtown Bluefield, is a historic district. We have been working—in fact, the outcome of the survey was to designate potential nominees and we have been working on that since the survey was begun putting individual towns and structures on the National Register.

Mr. VENTO. And so not just districts, but individual sites as well on the historic register?

Mr. DRENNEN. Right.

Mr. VENTO. So I guess you have a lot of work here. I am sure you are really stretching your resources in the State of West Virginia to deal with all those.

Mr. DRENNEN. That is putting it kindly.

Mr. VENTO. Yes. We had we talked about this legislation and trying to do some matching work in terms of dollar amounts to match, almost on an equal basis for some projects, and most would be 50-50 based on where you are in the cycle with regards to this proposal. Would you comment on that?

Mr. DRENNEN. One of the resources that we have available is the Western Union Turnpike, which still collects tolls, and the West Virginia Tourism, Parkways Tourism, and Economic Development Authority runs along this sort of eastern border of these coal towns. They are picking up this Coal Heritage Trail, for instance, as one of the areas that they will help us develop.

One of their primary economic development efforts is toward increasing the amount of crafts people that are able to produce and market their works. They are marketing their works along the interstates and developing resources within the counties where these crafts can be done.

They are willing to match with us any efforts that we can do to develop the kind of tourism and craft tourism that we can do. There is already a craft map that we have published internally that locates some areas along this trail where people can go see crafts people at work developing their products.

Mr. VENTO. So that would be helpful in terms of matching some of the dollars.

Mr. DRENNEN. Exactly. They have cash dollars. We also have the task force, informal task force, that was put together with the Division of Culture and History and the Division of Tourism have identified the coal heritage area as a primary area for tourism development for West Virginia. So we will be working with those areas to help market tourism into the coal fields.

Mr. VENTO. I asked Mr. Galvin about trying to get some dollar figures to attach to this, because it is obviously necessary, otherwise they will take something out of a management plan that is the highest amount and they will then end up being represented as what the costs are going to be here.

Is that type of information, do you think, readily available, considering the discussions that we had earlier and the nature of the American heritage partnership concept? Is it available; is that information available for Mr. Galvin? Not that you all agree about what the amount of investment might be in a 10-year period, for instance, in the area.

Mr. DRENNEN. We have not done anything towards developing that number at this point but we certainly would begin immediately working for that information.

Mr. VENTO. I think it is necessary to come up with something. The report that we have here, based on the 1988 law, the Coal Mining Heritage Study, southern West Virginia, has no such management numbers in it; is that right?

Mr. MCGEHEE. It does not have dollar values, but it does address the management concept of the American Heritage Areas Act. And I was not sure, I was unclear when the Park Service people were



talking, but in the study it specifically discusses organizing a coordinating body to develop management alternatives, endorsed and supported by local regional State and Federal agencies. That sounds very close to the way Congressman Rahall framed the legislation.

Mr. VENTO. It does. I was a little surprised the Park Service suggested in its written testimony, and I guess orally, they thought we were premature in terms of this. But it may be that as we ask for more information that that is really what they are pointing to.

It seems to me the pattern, and Congressman Rahall picked up on this, is exactly as we anticipate. There are some exceptions. One is the acquisition of real properties or interest in real property.

How essential, Mr. Drennen, is that, or Mr. McGehee, is that what you intend to do here and why do you have that? Why has Congressman Rahall placed that in the bill, do you know?

Mr. DRENNEN. In some cases, I think we have resources that will only be able to be acquired that way. Almost all the resources in this area are currently privately owned. There is very little owned by the State or public entities. And I think in order to save some of these resources we may have to acquire them.

Now, I think the partnership effort may go to eventually dispose of those for private operation. However, it is a question of how precipitously we can get the development in that region up to speed so that we have entrepreneurs willing to come in.

Mr. VENTO. I think that is a real common problem. I think if you look at Essex County with 34 communities and you look at the 11 counties you have here—I guess with not as many communities; 11 government units. How many communities are there? One hundred?

Mr. MCGEHEE. At least.

Mr. VENTO. So I think the concern is that you are going to have activities going on where you have an emergency basis. We deal with that in the legislation, too, the basic legislation on American heritage partnership.

But the issue here, of course, is how we would use the Federal dollars. That is the concern. So, obviously, in terms of private dollars or State dollars or local dollars, they can move ahead with that. The question here is we are saying there are a limited number of dollars in the program. We do not want this to be the replacement for the State land and water or for the historic preservation funds, which are never adequately funded anyway.

The thing is, if we are going to get into purchasing land or purchasing real property, it represents another level of a challenge that may be difficult. Not that we are not willing to put in grants or do some other things, but not to accumulate through this process.

Mr. DRENNEN. And it is certainly not a part of our intention. I think the sympathies of the people in southern West Virginia is against public acquisition of large pieces of property. They have enough properties that they have lost to the Park Service in the New River Gorge. That is a very good development. But we do not need another national park like that, we need partnerships and ways to strategically address the local problems with the assistance of Federal and State money.

Mr. VENTO. Well, I don't know, I was not thinking of it being lost to the Park Service. I think preserved for the American people might be a better way to put it.

Mr. MCGEHEE. Politically speaking.

Mr. VENTO. This is not exactly from my song sheet, this antipurchase of land. But the only thing I want to talk about is if in fact this is essential for the Federal Government to have this particular role. If so, I would like to know why, if we have to make an exception here, and can it be accomplished through other means.

Mr. MCGEHEE. There are two reasons, and maybe I could answer one of your earlier concerns also. One is we are immediately threatened. There is discussion of highway construction which if completed on current plans would eradicate many of the remaining company stores and a coal production operation facility. So we have kind of an immediate problem right away we have to deal with.

The other thing is you wondered how dollars might be spent. One of the biggest problems in southern West Virginia, unlike, say Massachusetts, Essex County, is that although we have and we have identified significant cultural and historic resources, we do not have the human resources to exploit and capitalize on the existing cultural and historic resources.

One thing that we could use would be some expertise in similar successful operations elsewhere to come in and show us so we do not have to reinvent the wheel; somebody who could be a liaison between the existing local community grass roots organizations and States and Federal agencies.

Southern West Virginia is a very remote isolated and depressed region, and if we cannot act quickly now to reclaim its historic heritage, we will have lost much of what that region is really all about and what its national significance is. When you speak of dollar values, we need somebody down there who can help us more than we need the acquisition of properties.

Mr. VENTO. Mr. Drennen, I think you mentioned ISTEAF funds, and knowing my colleague's position on the Public Works Committee, I am sure he has encouraged you to seek all the ISTEAF funding you could for scenic byways and so forth; is that accurate?

Mr. DRENNEN. Yes, sir.

Mr. VENTO. So you have been busy doing that. The issue, of course, with regards to an entity now is that here you have the State historic preservation office significantly involved, but this, as I said, you are stretched pretty far. What do you anticipate would be the government structure down here with 11 counties? Is the State going to take that role or do you anticipate setting up sort of a management entity if you were to have a heritage area?

Mr. DRENNEN. I think the ad hoc task force is currently addressing that problem. I think we need a focus for the statewide efforts into that whole 11-county area. Obviously, you are dealing with a huge number of small municipal and county governments and their efforts need to be coordinated.

There is currently a partnership area that embraces many of these. It is part of a State development effort, and they could conceivably supplant some of the task force needs because they are local business people and political entities that are a part of that.

Mr. VENTO. That is what we have anticipated.

Obviously, there is a kind of a concern about the creating of commissions or other types of political subdivisions in Federal law. Sometimes they can be a real headache in the sense that neither the State nor the Federal Government pays much attention to them once they are set up, and so they are out there and independent. Here there is no case that the State historic preservation office is not doing its job or that the Park Service would not be willing to work with you, insofar as they have funds to accomplish the goals of the feasibility plan, and sit down and sign a contract as it says here.

Do you find that troubling, to sit down and sign some sort of document or agreement, Mr. Drennen?

Mr. DRENNEN. Yes.

Mr. VENTO. You find it troubling?

Mr. DRENNEN. Oh, no, I think that is the only way to get from here to there. We need some methodology by which we can address this whole region, and it seems to me Federal, through the State, and into the local areas is the right way to go about doing that.

Mr. VENTO. Well, I appreciate your comments.

Mr. Rahall, I am sorry to have kept you waiting while I cross-examined your witnesses.

Mr. RAHALL. Thank you, Mr. Chairman, for your excellent questions. Let me just follow up on two of your questions and responses you received.

First, I know you were out of the room, Mr. Chairman, but I don't believe the Park Service stuck as vehemently to their prepared and submitted text as they did in their oral testimony this morning. I don't believe the word "premature" was emphasized so much but rather a feeling that perhaps they should reevaluate the current legislation in light of your generic legislation, Mr. Chairman, and a method by which perhaps folding them together. So I think that is more a correct interpretation of the Park Service testimony.

Let me also back up, Bill, to a response of yours earlier that people do not like Federal ownership of lands. I would submit that with the current ownership patterns in our State, with so much of our lands being owned by absentee, out-of-state large corporations, that they do not have access to a lot that these lands offer under that type of ownership pattern.

Mr. DRENNEN. That is what I was trying to imply. It was not so much the Park Service, it was that out-of-State ownership that was the problem.

Mr. RAHALL. That is correct. And by the Federal Government buying this land, then they have more access to these resources than they do under that out-of-State ownership. So I do want the record to be clear on that, that the people do not mind the Federal Government buying the land when that type of activity occurs.

Both of you have given some excellent testimony, and I appreciate it. You referred to the walking trails, the Coal Heritage Trail map in your testimony, Bill, and I know you and Stuart both had a great deal of input into that, and I compliment you for an excellent job.

I would like to just submit for the record a couple of other pamphlets that have been done in a very professional manner, as well, about our heritage and our history in the southern parts of the State. The first is a walking tour of Matewan located in Mingo County, and we know that is, of course, the location of the infamous Hatfields and McCoys feud.

We also have a publication called Coal Country, done in a very professional manner, which gives an overview of the five-county area.

Mr. RAHALL. The Coal Heritage Trail Guide, as well, that you have talked about, and I appreciate very much your emphasis, Bill, in your testimony on the grassroots involvement, the local and grassroots efforts, and particularly what is currently underway, your illustration of what State Senator Billy Wayne Bailey has done is a good example of what we are trying to do here by involvement of local people.

I might add also that when we have a museum set up in the future, or what we have already established, like with the Beckley exhibition and coal mine. We are employing local people. We want the local people to tell this story, who better to tell that story than those that have mined our coal mines in the past, and your illustration of what they are doing in Bramwell as a further example of where the local citizens have taken it upon themselves to present this story to the world. And I appreciate your emphasis on those areas, as well.

Let me turn to Chairman Vento's legislation. As you know, he has the generic heritage areas bill that was approved by our full committee. He would place a \$10 million limit on the amount the Federal Government could provide for the implementation of approved management plan for any given heritage area. And I know that the chairman will try to conform this legislation to that limit as well, despite my efforts to persuade him elseways.

In case I am unsuccessful in that event, which could happen, would you think the \$10 million would be sufficient to undertake our highest priority projects in terms of their preservation and interpretation? For instance, how much do you think it would cost to restore the Itmann company store?

Mr. DRENNEN. If we go about it the way that Billy Wayne Bailey is currently going about it, it would probably take less than \$1 million to turn that into a first class visitor center and museum as well as a resource restaurant and potential to offer what we are calling lunch theaters.

These tour buses come down the Coal Heritage Trail, they could come into the store, have lunch and see things such as Karen Viraunches' coal camp memories be presented at noon day. And it is an absolutely fabulous facility to do that.

As I say, I think that is the one place where we may need to put considerable amount of resources because it provides us the startup attention that will spread through the rest of the coalfields.

I think the \$10 million is a reasonable figure. I think the amount of local input—State and local input will quadruple that amount and make that coal heritage area sing as a tourism attraction.

Mr. RAHALL. Stuart, do you wish to comment?

Mr. VENTO. Maybe it is too much, you know.



Mr. MCGEHEE. Nick, I was amazed when we talked to Essex County. We listened to their presentation in Massachusetts that they had 8,000 national register locations in their county and 34 communities. Our whole State spread out probably does not have 8,000, owing to the rural nature and because only recently have we started to recognize coalfield history as really being important and significant.

In terms of dollar values, when you consider the amount of money made off southern West Virginia coal miners and their labor and the southern West Virginia resources over the last 100 years, \$10 million is not only not excessive, Congressman, I would say it is probably just compensation or the first payment, perhaps.

Mr. RAHALL. Downpayment. Thank you.

Let me turn to Blair Mountain, because we have discussed that quite a bit this morning, and ask a couple of specific questions.

First, is Blair Mountain currently listed on the National Register of Historic Places?

Mr. DRENNEN. No, it is not. Currently the National Park Service has a National Historic Landmark Group looking at Blair Mountain, and we met with the coal companies that own and operate both sides of the mountain and there is still some concern about how much of the mountain can be preserved intact. The second battle of Blair Mountain is not over yet.

Mr. RAHALL. So the NPS does have that study underway at the current time?

Mr. DRENNEN. Yes.

Mr. RAHALL. Can you update me on the negotiations between the coal company and the UMWA as far as preserving a portion of the mountain?

Mr. DRENNEN. Well, an agreement was drafted. It was only when we met with the people at Daltex and the people from Massey, along with Mr. Bond from the Park Service, doing the national historic landmark, that their interpretation of the area that was to be preserved had changed. So we are now trying to get clarification of where they stand in that regard.

We are working with the UMWA and with Massey and Daltex to try to come to some resolution of that.

Mr. RAHALL. Fine. Thank you. Thank you both again for being with us today.

Mr. VENTO. Yes, thank you very much, gentlemen. Without objection the brochures and other material that Congressman Rahall requested will be made a part of the record. Thank you, gentlemen.

Mr. DRENNEN. Thank you.

Mr. MCGEHEE. Thank you.

Mr. VENTO. We would ask now that we have Mr. Galvin, Associate Director, come back and present his testimony on the Augusta Canal, and Mr. Galvin on the Georgia Canal.

**STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR,  
PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE,  
DEPARTMENT OF THE INTERIOR**

Mr. GALVIN. H.R. 2949 would establish the Augusta Canal National Heritage Corridor in Georgia. We recommend enactment of H.R. 2949 with an amendment to provide that the designation of

the heritage corridor shall not take effect until the Secretary of Interior approves the partnership compact.

We believe, in looking at the progress with respect to the Augusta Canal National Heritage Corridor, that the plan currently under review is the equivalent of a feasibility study as outlined in H.R. 3707 and, thus, feel that with a compact it would be, with an agreed upon compact to ensure local commitment to the actions specified in the plan that it would be ready for designation.

Augusta Canal corridor is rich with cultural and natural resources which merit national recognition and protection. This legislation would establish the national heritage corridor along the Savannah River at Augusta, GA. There is an operational entity, as called for in H.R. 3703, it is called the Augusta Canal Authority, and directs the authority to submit a management plan to the Secretary of Interior for his review and concurrence.

Upon concurrence, the Secretary would enter into a cooperative agreement with the authority, the State of Georgia, and others to provide technical assistance to provide protection, interpretation, and enhancement of resources identified in the management plan.

Federal entities would be required to consult with the Secretary and cooperate with the Secretary and the canal authority to ensure their activities would not have an adverse effect on the corridor. The Augusta Canal master plan identifies actions recently completed, identifies actions to preserve the canal and related resources while proposing strategies to extend the influence of the canal and its setting to enhance the natural and urban environment of Augusta.

The master plan is intended to be used as a long-term guide to the preservation and development of the Augusta Canal. The plan assesses the resources of the corridor and the interests and roles of potential partners. The plan, dated December 1993, but released 2 weeks ago, satisfies all the criteria established for the American Heritage Area Feasibility Study in H.R. 3707, and it presents a well-thought-out agenda.

We recommend the bill be amended to make the designation of the heritage area contingent upon the completion and approval of a compact in a manner consistent with H.R. 3707 to ensure there is a commitment to carrying out the objectives of the plan. This compact would spell out the clear relationships and responsibilities of each partner and to define the appropriate Federal role.

More specifically, and as called for in the plan, there needs to be the adoption of the plan by the city of Augusta, the two counties involved, and the State, commitment from all levels of government to fund the necessary work, evidence of commitment to modify zoning regulations, and evidence of commitment to create a State park. Also, there needs to be additional discussion of what the precise boundaries of the heritage area will be.

That concludes a summary of my prepared statement, Mr. Chairman. I would be happy to answer any questions.

[Prepared statement of Mr. Galvin follows:]

STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, PLANNING AND DEVELOPMENT, 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. 2949, A BILL TO ESTABLISH THE AUGUSTA CANAL NATIONAL HERITAGE CORRIDOR, AND FOR OTHER PURPOSES.

June 28, 1994

---

Mr. Chairman, it is a pleasure to appear here today to present the Department's views on H.R. 2949, a bill to establish the Augusta Canal National Heritage Corridor in Georgia.

We recommend enactment of H.R. 2949 with an amendment to provide that the designation of the heritage corridor shall not take effect until the Secretary of the Interior approves the partnership compact for the heritage corridor that is now under development.

The proposed American Heritage Area Partnership Program Act of 1994, H.R. 3707, as reported by this Committee, would establish a National program for American Heritage areas. It sets forth a process for developing and establishing these areas: (a) feasibility study, (2) compact development, (3) evaluation and approval by the Secretary of the Interior, and (4) designation by Congress. It also specifies criteria and conditions that must be met by potential heritage areas and assures a consistent, partnering approach. As such, it would bring uniformity and consistency to the program. It is important that these steps be followed to insure that the criteria are met and that the capabilities and commitments exist to effectively develop and manage a successful American Heritage Area.

The Augusta Canal corridor is rich with cultural and natural resources which merit national recognition and protection. If enacted, this legislation would establish the Augusta Canal National Heritage Corridor along the Savannah River at Augusta Georgia. The operational entity would be the Augusta Canal Authority. The proposed legislation directs the Authority to submit a management plan to the Secretary of the Interior for his review and concurrence. Upon concurrence the Secretary is authorized to enter into cooperative agreements with the Authority, the State of Georgia or its political subdivisions, or individuals to provide technical assistance in the protection, interpretation and enhancement of resources identified in the management plan. Federal entities conducting or supporting activities affecting the corridor are required to consult with the Secretary and cooperate with the Secretary and the Augusta Canal Authority to conduct or support such activities in a manner that will not have an adverse effect on the Corridor.

The Augusta Canal Authority recently completed a feasibility study, The Augusta Canal Master Plan. The plan identifies actions to preserve the canal and related resources, while proposing strategies to extend the influence of the Canal and its setting to enhance the natural and urban environment of Augusta. The Master Plan is intended to be used as a long term guide to the preservation and development of the Augusta Canal in order to maximize its benefits to the community. The plan assessed the resources of the corridor and the interests and roles of potential

partners, described the boundaries of the heritage corridor and identifies the Augusta Canal Authority as the management entity.

It would appear that the Augusta Canal Master Plan, Part 2: Technical Plan, dated December 1993, but released two weeks ago, satisfies all of the criteria established for American Heritage Area feasibility studies in H.R. 3707. The plan presents a well thought out agenda. While we believe that there are the makings of an American Heritage Area in Augusta, we recommend the bill be amended to make designation of the heritage area contingent upon the completion and approval of a compact in a manner consistent with H.R. 3707. This is especially important in order to define before designation, the clear relationship and responsibilities of each partner, and to define the appropriate Federal role. More specifically, and as called for in the plan, there needs to be: adoption of the plan by the city of Augusta, the two counties involved, and the State; commitments from all levels of government to fund the necessary work; evidence of commitment to modify zoning regulations; and evidence of commitment to create a State park. Also there needs to be additional discussion of what the precise boundaries of the heritage area will be and why.

This concludes my prepared remarks, Mr. Chairman, I would be please to respond to any questions that you, or other members of the committee, may have.

Mr. VENTO. Yes, thank you very much, Mr. Galvin.

This study began and has been ongoing for some years, is that correct?

Mr. GALVIN. That is correct. It has not been officially transmitted to Congress, but it is essentially complete.

Mr. VENTO. It will be transmitted.

Mr. GALVIN. Yes, it will.

Mr. VENTO. This was directed by an appropriation bill, the study was, or was it self-initiated?

Mr. GALVIN. No, it was directed by appropriations, Mr. Chairman.

Mr. VENTO. And you found the site to be this 9-mile area that was studied; or was it a larger area studied?

Mr. GALVIN. It is a 9-mile area. The study concentrates on the canal corridor, basically, which includes the river and some adjacent land.

Mr. VENTO. And this is on the historic register. And are there landmarks also in this site already?

Mr. GALVIN. Yes, this canal itself is a national historic landmark and there are register sites within the boundaries of the study area, as well.

Mr. VENTO. It is all privately owned?

Mr. GALVIN. I don't think it is all privately owned.

Mr. VENTO. Privately owned in the sense that it is no Federal land.

Mr. GALVIN. That is correct, it is not Federal land.

Mr. VENTO. When you refer to private, I guess I agree with you, it confuses me, because there are State- and city-purchased lands. It seems to me to be public, and that is the case in this instance?

Mr. GALVIN. That is correct.

Mr. VENTO. It is still used as a transportation corridor, but there must be some parks, based on the map I am looking at here.

Mr. GALVIN. That is correct. There is a variety of uses, including industrial uses. There are some areas available for recreation. The canal is still used for its traditional purposes. It is a source of water for the city of Augusta. It is still used for transportation.

Until recently it was not intensively used for recreation. However, that use is growing and, obviously, one of the intents of this plan and this approach would be to enhance the recreation opportunities associated with the canal and its surrounding lands and also to promote further activity along the lands adjacent to the canal.

Mr. VENTO. So the canal is too shallow for transportation in the other areas. The river front itself has, obviously, developed a great deal. This runs parallel to the river, as I now know.

Mr. GALVIN. The canal was built very much for the same reason that canals were built in low—it begins basically at the fall line that separates the Piedmont from the coastal plain, and it provided a way to provide transportation that was not available on the river.

Mr. VENTO. It is too rough or too shallow.

Mr. GALVIN. Yes. The river is, yes.

Mr. VENTO. That is what I was asking.



Well, I think that the bill is pretty much trying to follow the blueprint that we have developed. Obviously, the concern is to come up with some dollar figures.

In this case the report comes up with one dollar figure, as I recall, \$28 million, National Park Service funding. What specifically do you anticipate the funding will be? Twenty-eight million dollars? I don't know what the basis is for that.

Mr. GALVIN. I am not entirely certain of the—

Mr. VENTO. On page 101 of the study, the Augusta Canal master plan, part two, technical plan, they lay out a chart, my staff points out to me, and they point out the additional private and public improvements. They point out the core public improvements, and the total. And the core public improvements, I note, are like \$43.3 million. So I don't know where I got the figure 28 from.

Mr. GALVIN. Twenty-eight is the National Park Service involvement, as you read across the line on the top. Noting on page 101 there, it indicates preservation interpretive elements of the plan, the Petersburg Open Air Exhibit and a substantial contribution, \$7.5 million, for the Ecology Discovery Center, which is a major development proposed within the corridor.

Mr. VENTO. The discovery center is a visitor site; is that correct?

Mr. GALVIN. Yes, with emphasis on the ecology. The site is at the upper reaches of the canal, that portion of the river contains a considerable amount of undisturbed habitat, and the notion of the Ecology Discovery Center is to take advantage of this relatively undisturbed habitat as an educational and interpretive opportunity for the public and for school groups.

Mr. VENTO. The nature of the core public improvements you have talked about a little bit, I guess. Could you repeat those again for me?

Mr. GALVIN. With respect to the National Park Service, it includes both preservation of historic structures, some interpretive activity, the Petersburg Open Air Exhibit. The Petersburg boat is a type of historic craft that used the canal and, as I said, a partial contribution to the Ecology Discovery Center.

Mr. VENTO. That was the \$28 million. I think that is the public contribution I assume. I don't know.

Mr. GALVIN. That is the Federal contribution.

Mr. VENTO. That is what they were looking for.

Mr. GALVIN. Right.

Mr. VENTO. So you have signed no agreement with regard to that yet?

Mr. GALVIN. No, we have not.

Mr. VENTO. It is a question here of trying to fit that or to adjust the law to in fact reflect the proper role of the Park Service in this area.

Will this lend itself in terms of the matching requirements that we have in terms of the law?

Mr. GALVIN. In terms of H.R. 3707, obviously, these numbers, these are higher than—these numbers are higher than the caps established in H.R. 3707.

Mr. VENTO. But there are some other strengths, I guess, to it in terms of operation and maintenance and so forth. That may not be reflected in here; is that correct?

Mr. GALVIN. Yes, and I should point out that the overall financial commitment here by others is about 85 percent of the funding, I believe. The Park Service contribution, even though it is over the caps proposed in H.R. 3707, is the smaller end of the investment here. Private investment comprising about 58 percent of the total investment.

Mr. VENTO. I note that on the final conclusion of your statement you say there needs to be adoption of the plan by the city of Augusta, which has, to date, not happened, I guess.

Mr. GALVIN. That is right. And that does not indicate that there is not support for doing that. It is merely to indicate that as we developed H.R. 3707, the notion that came forward from the subcommittee was that there needs to be some kind of document that indicates local commitment to a project short of developing a general management plan. And so in developing this testimony, what we did was look at the requirements of the compact in H.R. 3707 and the proposals in this plan to develop this list.

Mr. VENTO. I think this is probably more than a feasibility study here, as far as I am concerned. Normally, if you go through a feasibility study, you have a range of options of things and then you have a compact as to who will do what. Then you have to discover or to discuss with the general management plan the specifics of how that would be carried out within the parameters or the limits of the proposed legislation.

So it is not law yet, and you can see when you do not have some sort of goals or ceilings you can easily wander around doing more or suggesting you will do less than might be ideal. I think it would be advantageous to have the city, even in legislation today, recognize that they have to sit down and there has to be some agreement if we are into a more expensive or a higher cost option. I think that is important to know before we start down that road.

Mr. GALVIN. We agree, Mr. Chairman.

Mr. VENTO. Which is painful. I think the problem today is that this has gone on an ad hoc basis and before you know it, you are into something very expensive or you do not essentially have the resources protected that would be anticipated to be protected.

Well, thank you, Mr. Galvin, for your testimony. I want to invite the witnesses from Georgia, Mr. Thomas Heard Robertson, Chairman of the Augusta Canal Authority, and Mr. Jonathan S. Lane. He is with Lane, Frenchman and Associates from Boston, MA.

And thank you for your patience, gentlemen. Your statements have by previous request been made a part of the record so you can feel free to summarize them, and I will try to peruse them and ask you a few questions when you have concluded your oral statements.

**PANEL CONSISTING OF THOMAS HEARD ROBERTSON, CHAIRMAN, AUGUSTA CANAL AUTHORITY; AND JONATHAN S. LANE, LANE, FRENCHMAN AND ASSOCIATES, BOSTON, MA**

Mr. VENTO. Mr. Robertson, please proceed.

#### **STATEMENT OF THOMAS HEARD ROBERTSON**

Mr. ROBERTSON. Thank you for the opportunity of offering my views on H.R. 2949. As we mentioned, I am the chairman of the Augusta Canal Authority and I am a resident of the city of Au-



gusta, and I believe I can speak for those citizens and for the authority.

Our canal dates from 1845 and promoted industrial development in the South which was very unusual in that agrarian economy. The canal is located on the fall line of the Savannah River and the system extends 9 miles on three different levels, from a very naturalistic area right into the heart of the inner city. It touches all segments of our populace, both rich and poor, both black and white. And as we have said, the canal is still used for its original purposes.

The Canal Authority was established in 1989 by act of the General Assembly of Georgia to preserve and do something with this national historic landmark system. The members of the authority are appointed by the mayor and city council of Augusta.

The adopted mission of this Canal Authority is to establish and to implement an overall plan for the preservation, development, and management of the canal as a public resource, and to this end we initiated the master planning process, which has recently been completed.

[EDITOR'S NOTE.—Master Plan (parts I and II) can be found in the committee's files.]

The plan is based on five essential concurrent elements; historic preservation of the built environment; conservation of the natural landscape; recreation within a park and greenway network; education and interpretation of both the history and the ecology of the site; and economic development, especially near the downtown.

In formulating this master plan, we have included an extensive public involvement process over the last 18 months or so, during which the National Park Service provided invaluable technical assistance. We had approximately 16 public meetings for input into the plan, ranging in size from workshops with several hundred participants, to focus groups and neighborhood gatherings of 20 or so people.

Interestingly enough, over 275 people attended the public presentation of the final plan, in spite of the fact it was held during the middle of the week and at 10 o'clock in the morning. This planning process has been the most inclusive and participatory ever held in our area, and that extensive public involvement is the primary reason that the master plan which has emerged, I believe, is as nearly as possible a consensus plan.

The planning process and early actions have been funded by a combination of State, Federal, local governments with private sector companies and individuals. The testimony includes an exhibit which is a copy of a rivers, trails and conservation assistance branch of the Park Service's project update. While the figures and breakdown of the moneys spent heretofore speak for themselves, I would like to point out that the private funding is the largest proportion of that funding so far.

Beyond these early action projects, some of which have already been completed, we anticipate the partners will continue to cooperate toward implementation of the plan, which we think will take a number of years to reach.

Both before and after the public presentation of the plan, public support for the project has been most gratifying. A few examples

include an environmental activist organization, the Savannah Waterways Forum, changed its initial position from one of being highly skeptical to acting as an advocate for the plan. A land developer, who initially vehemently opposed the formation of this plan has abandoned his opposition to it.

A nationally known drug company, G.D. Searle Co., underwrote a substantial wayside interpretive signage project as an initial action. A group of volunteers built for us a full-scale reply today of one of these Petersburg boats, 55-feet long, the boat of historic trade on the canal and the river basin. Almost all funded by the private sector.

The Georgia General Assembly has passed a resolution in favor of this project, as has the Columbia County Commission. The city of Augusta has a resolution pending before them right now. The Governor of Georgia has written the Secretary of the Interior giving his support and designation as a site under the proposed legislation. This emerging cooperative effort has the basic ingredients for success.

Designation of the canal area as a national heritage corridor will cement this partnership, will capitalize on the substantial momentum of the project, and will establish a showpiece pilot project for the heritage partnership concept. Therefore, I ask you to continue in partnership with us and in Augusta and designate the Augusta Canal as a national heritage corridor.

[Prepared statement of Mr. Robertson follows:]

# AUGUSTA CANAL AUTHORITY

Canal Constructed 1845 • Canal Enlarged 1875 • Authority Established 1989

EXECUTIVE DIRECTOR  
Dayton L. Sherrouse

MEMBERS  
Jeanie C. Allen  
D. Hugh Connolly  
Richard S. Fox  
Thomas H. Robertson  
Robert S. Woodhurst, III

Statement of

**Thomas Heard Robertson**

Chairman of Augusta Canal Authority

before the

*Subcommittee on National Parks, Forests and Public Lands  
House Committee on Natural Resources*

concerning H.R. 2949

to establish the Augusta Canal National Heritage Corridor, and for other purposes

June 28, 1994

Thank you for the opportunity of offering my views on H.R. 2949, a bill to establish the Augusta Canal National Heritage Corridor in the State of Georgia and for other purposes. I speak as the chairman of the Augusta Canal Authority and as a resident of the City of Augusta. I believe that my remarks are representative of the collective opinions of the local citizenry.

I recommend your approval of H.R. 2949, establishing the Augusta Canal and related environs as a National Heritage Area.

The canal dates from 1845, when visionary Augusta citizens, led by Henry H. Cumming, promoted industrial development, an unusual occurrence for the time in the mostly agrarian South. Located on the Fall Line of the Savannah River, the canal system extends about nine miles on three levels, from a natural setting into the heart of the

87-194 279

inner city, touching all segments of our populace, both rich and poor, both black and white. The canal is still used for its original purposes and continues to be owned and operated by the City of Augusta, its original builder.

The Augusta Canal Authority was established in 1989 by the Georgia State Legislature to preserve and enhance this National Historic Landmark Canal System as a catalyst for renewed vitality in the region. The members of the authority are appointed by the Mayor and City Council of Augusta. The adopted mission of the Augusta Canal Authority is to establish and implement an overall plan for the preservation, development, and management of the Augusta Canal as a public resource. To this end, we initiated a master planning process, which has recently been completed. The master plan has assessed the integrity of the historic and natural resources and has generally explored and established the feasibility of the project. The plan also delineates a tightly defined boundary, presents project goals, recommends a management entity, identifies the initial partners, and describes the roles of the State of Georgia, local governments, and other entities.

The plan is based on five essential concurrent elements:

- Historic Preservation of the built environment
- Conservation of the natural landscape
- Recreation within a park and greenway network
- Education and Interpretation of history and ecology
- Economic Development, especially near the downtown.

Formulating the master plan has included an extensive public involvement process, over an 18 month period, during which the National Park Service provided invaluable

technical assistance. Approximately 16 public meetings were held for the purposes of public visioning of goals and objectives, consideration of alternatives, and review and comment on the draft plans in process. The meetings ranged in size from large public workshops with several hundred participants to focus groups and neighborhood gatherings of twenty or so citizens. Over 275 people attended the public presentation of the final plan, in spite of the fact that it was held on a weekday morning. The planning process has been the most inclusive and participatory process ever held in our area. This extensive public involvement is the primary reason that the master plan which has emerged is, as nearly as possible, a consensus plan.

The planning process and early actions have been funded by a combination of federal, state and local governments, together with private sector companies and individuals. These cooperative efforts are examples of the kinds of partnerships envisioned by the proposed American Heritage Areas Partnership Program Act of 1994. The attached exhibit titled "RTCA PROJECT UPDATE, The Historic Augusta Canal and Industrial District, Augusta, Georgia and Its Environs," prepared by the National Park Service in April, 1994, fairly represents the participating entities and the actual cash and in-kind participation to date. While the figures speak for themselves, I would like to point out that the private sources have made up the largest proportion of the funding thus far.

Beyond the early action projects already completed, we anticipate that these partners will continue to cooperate toward the ultimate implementation of the master plan, a process that will require varied and complex actions of multiple parties and that will take a number of years to reach full completion. Management strategies will be

agreed upon and the specific roles and funding responsibilities of the partners, formalized through memoranda of understanding.

Both before and after the final public presentation of the Augusta Canal Master Plan on May 12, 1994, public support for the project has been most gratifying. Several examples will illustrate the level of interest. An environmental activist organization, the Savannah Waterways Forum, changed its initial position from being highly skeptical about the plan to acting as an advocate for it. A developer, who originally expressed vehement objections during the formative stages of the plan, has abandoned his opposition. A nationally known pharmaceutical firm, G. D. Searle Co., has funded a substantial initial wayside interpretive signage project. A group of volunteers, led by George Barrett, built for us a full-scale replica of a Petersburg boat, the boat of historic trade on the canal and river, raising substantial gifts from the private sector. The General Assembly of Georgia has passed a resolution commending and endorsing the master plan. Similar resolutions have been passed by the Columbia County Commission and are pending before the City Council of Augusta. The Governor of Georgia has written the Secretary of the Interior recommending that the Augusta Canal and adjacent industrial area be designated as a site under the proposed legislation.

This emerging cooperative effort has the basic ingredients for success. Designation of the canal area as a National Heritage Corridor will cement the partnership, will capitalize on the substantial momentum, and will establish a showpiece pilot project for the heritage partnership concept. Therefore, I ask you to continue in partnership with us in Augusta and designate the Augusta Canal as a National Heritage Corridor.



**RTCA PROJECT UPDATE**  
**THE HISTORIC AUGUSTA CANAL AND INDUSTRIAL DISTRICT**  
**Augusta, Georgia and Its Environs**

April 1994



The Rivers, Trails and Conservation Assistance Branch (RTCA) of the National Park Service (NPS) is providing technical assistance and guidance necessary for the preparation, dissemination, and initial implementation of a Master Plan for the Historic Augusta Canal and Industrial District, and its environs.

The Augusta Canal project encompasses natural, transitional, urban and inter-city areas which have been pivotal to the evolution of the city, state, region, and country. The Canal, itself a National Historic Landmark, has a wealth of significant pre-historic and historic sites. Built as multi-purpose canal by a multi-racial work force, the Canal also has spectacular settings and endangered species habitats.

Involved since Fiscal Year 1993, RTCA has helped develop and encourage an extensive public participation process resulting in high citizen involvement, extensive endorsements, and wide-spread financial support. In addition, RTCA has encouraged early action projects. Early actions projects, consistent with the Master Plan, have been initiated locally and, in some cases, already completed.

Funding, for both planning and implementation of the project, to date, has come from a variety of both public and private sources, many of which have been identified by RTCA and leveraged by the project cooperator, the Augusta Canal Authority (ACA). Private cash and in-kind services exceed those of Federal cash and in-kind services in both categories. The private funding percentage is the largest of all percentage categories. A summary is as follows:

	CASH	IN-KIND	TOTAL	
<b>PRIVATE</b>				<b>34%</b>
Petersburg Boat Reconstruction	\$ 40,000	\$ 60,000	\$ 100,000	
Monsanto Pledge Award	25,000		25,000	
Searle Augusta	10,000	4,000	14,000	
Augusta Tomorrow		75,000	75,000	
<b><u>TOTAL PRIVATE</u></b>	<b><u>\$ 75,000</u></b>	<b><u>\$ 139,000</u></b>	<b><u>\$ 214,000</u></b>	
<b>LOCAL</b>				<b>20%</b>
City of Augusta	\$ 105,000	\$ 10,000	\$ 115,000	
Columbia County	10,000	3,000	13,000	
Richmond County Recreation Department		5,000	5,000	
<b><u>TOTAL LOCAL</u></b>	<b><u>\$ 115,000</u></b>	<b><u>\$ 18,000</u></b>	<b><u>\$ 133,000</u></b>	
<b>STATE</b>				<b>27%</b>
Georgia Department of Community Affairs		\$ 5,000	\$ 5,000	
Georgia Department of Natural Resources	\$ 10,000	3,000	13,000	
Georgia Department of Transportation	157,000		157,000	
<b><u>TOTAL STATE</u></b>	<b><u>\$ 167,000</u></b>	<b><u>\$ 8,000</u></b>	<b><u>\$ 175,000</u></b>	
<b>FEDERAL</b>				<b>19%</b>
National Park Service	\$ 74,000	\$ 45,000	\$ 119,000	
<b><u>TOTAL FEDERAL</u></b>	<b><u>\$ 74,000</u></b>	<b><u>\$ 45,000</u></b>	<b><u>\$ 119,000</u></b>	
<b><u>TOTAL PUBLIC</u></b>	<b><u>\$ 356,000</u></b>	<b><u>\$ 71,000</u></b>	<b><u>\$ 427,000</u></b>	
<b><u>GRAND TOTAL</u></b>	<b><u>\$ 431,000</u></b>	<b><u>\$ 210,000</u></b>	<b><u>\$ 641,000</u></b>	

The Augusta Canal Authority envisions a National Heritage Park/Corridor, whose core would consist of over 1,000 acres, 11 miles of river frontage, with greenways and regional connections in both Georgia and South Carolina. Funding would continue to be accomplished by the type of public/private partnerships that are being identified and promoted by the National Park Service.



Mr. VENTO. Thank you, Mr. Robertson, for your work on this and your testimony.

We are pleased to welcome Jonathan Lane. This witness is a principal with Lane, Frenchman and Associates.

Mr. Lane, your statement has been made a part of the record.

#### STATEMENT OF JONATHAN S. LANE

Mr. LANE. Thank you, Mr. Chairman. I should comment on my address. I should at least be an honorary Georgian now, because the accent is starting to stick.

I would like to make a few brief points and I will try to summarize what is in my statement, and I do wish to submit the master plan itself as an attachment to that statement.

The main points I would like to make, Mr. Chairman, are a little bit about my background with heritage areas, my impressions of the resources, both physical and human that are in Augusta, comment on the plan, and a comment on the Federal role.

It is gratifying to be here for this kind of project. When I came before this committee what seems like 17 years ago as the author of what is known as the Brown Book in Lowell, which is the master plan that created that plan, a lot of people thought we were utterly crazy, and we made the case that a different type of a national park might be successful there, one that was based on minimal Federal land ownership and a new kind of partnership.

And since that time, nearly every prediction we made for local has come true, the plan has succeeded perhaps beyond our wildest dreams. I just attended a seminar that the Park Service sponsored, that Senator Tsongas attended, and he made exactly that comment, which I thought was an interesting one.

During the past 17 years, I have been directly involved in nearly a score of heritage area plans, ranging from the New York Urban Cultural Park System, for which our plan did the plan for the State of New York, to three of the Pennsylvania State heritage parks that have been adopted by that State and several elsewhere.

I believe that the resources that are in Augusta are really top cut. They are outstanding in many respects. They are nationally significant. They are already a national historic landmark. They lend themselves to the definition of a clear and relatively compact boundary. There has been evidence of substantial local and State commitment. To date, I believe they are manageable and there has been a great deal of advanced planning.

Just as one side comment. To have come into this kind of project and to have found in establishment the Augusta Canal Authority and its very able members on the ground stand by the Georgia State legislature was quite thrilling for us, because usually that kind of commitment happens at the end of the project not at the beginning. So it is a very strong support to the level of commitment and advanced planning that has been done here.

A comment I would also offer is that Augusta, to my surprise, by the way, when I went there, was known in the 19th century as the Lowell of the South. And it was a place where the lessons that were learned in Lowell were applied in another location, and I believe that Augusta will provide a tremendous opportunity for visitors to understand how the 19th century southern textile oper-

ations adopted the lessons that were learned in Lowell and accelerated Lowell's demise. It really is the flip side of another story.

Some of the major, major features of the plan, Mr. Chairman, have been mentioned by others and I will not reiterate them. The plan proposes preservation and restoration of the canal and its related setting within this designated boundary. The plan proposes protection of natural resources to clarify some of your comments earlier with Mr. Galvin. Almost all of the land between the canal and the Savannah River is already in city ownership, and it lends itself to the protection of very, very significant resources, some 800-or-so acres that are already in public ownership.

Interpretation, I think is a major contribution that could be made, and the plan proposes a series of themes that can be interpreted dealing with the settlement that the canal occasioned, the power of the waters and how they have been used and their effect on the city.

Economic development is an important aspect of this plan. Two of the major textile mills are still in operation. Two others are vacant or marginally used and could be adaptively reused. Together they provide an interesting message that in fact cannot be found in Lowell to really understand continuing textile manufacturing in this kind of setting.

The boundary delineation is another aspect of the plan. The plan suggests a very distinct boundary which was worked out in some detail with the Canal Authority and through our series of public meetings. We have defined 10 management areas within that boundary for which objectives and review procedures have been defined. And consistent with the level of detail in the plan we have defined management procedures and they do center upon the Augusta Canal Authority, which we have identified as the responsible organization to guide these improvements.

We were given a mission by the Canal Authority to estimate the long-range needs of this resource. We separated that into a core capital development program and an extended or additional program. The core program is \$43.3 million of public funding, somewhat less than half of that has been suggested for Federal Park Service improvement. We do project that the completion of this master plan will attract approximately 400,000 to 500,000 visitors per year and produce very, very significant regional benefits.

We feel based on experience elsewhere that the Lowell commitment that the Augusta Canal Authority and the Lowell entities have made is very, very substantial. We feel that the attributes of the canal and its district meet the eligibility criteria that have been defined by 3707, and we feel that Federal assistance will be very, very appropriate and timely and crucial in implementing the plan we have proposed.

The process has been inclusive, the plan is comprehensive. We believe the canal could be one type of prototype for relatively compact, at least compared to 11 counties or large areas of heritage area, that could be quite doable, and we do feel that the continued involvement of the Lowell government, who is the owner of the canal, the Augusta Canal Authority, who is an established entity, and the State, who has designated the area an important Lowell

resource, is assured, so we believe this partnership already has very strong underpinnings and will continue.

Thank you very much, Mr. Chairman.

[Prepared statement of Mr. Lane follows:]

Statement of:

**Jonathan S. Lane**

Principal of Lane, Frenchman and Associates, Inc.

before the

*Subcommittee on National Parks, Forests, and Public Lands*

*House Committee on Natural Resources*

concerning H.R. 2949

to establish the Augusta Canal National Heritage Corridor, and for other purposes.

June 28, 1994

I appreciate the opportunity to offer my views on H.R. 2949, a bill to establish the Augusta Canal National Heritage Corridor in Georgia. I would like to comment on the Master Plan for this outstanding resource, prepared as part of a Joint Venture between my firm and CityDesign Collaborative, Inc. of Boston. The Summary and Technical Reports of the Master Plan for the Augusta Canal, dated December 1993, are submitted as attachments to this testimony for consideration by the Subcommittee.

My comments are based upon nearly 20 years of experience with heritage areas. In 1977, I appeared before this Subcommittee to offer my support for establishment of the Lowell National Historic Park, whose Master Plan I directed, and to make the case that a "different" type of National Park, based on minimal federal land ownership and an unusual partnership among federal, state, and private interests could effectively preserve and interpret complex resources of clear national significance.

Since that time, nearly every expectation of the Lowell plan has been fulfilled or exceeded, preserving historic resources, interpreting the industrial revolution for visitors, and encouraging private and public reinvestment in the city. The Plan and the Park have inspired the establishment of diverse partnerships to address other nationally important resources across the nation.

During the intervening period, my firm and I have had the privilege of developing plans for heritage projects for local, state, and federal agencies, including the New York Urban Cultural Park System, three of Pennsylvania's State Heritage Parks (the Lackawanna Heritage Valley, the Allegheny Ridge Heritage Park, and the Oil Region Heritage Park), and others.

Based on my experience with over a score of heritage areas, few resources across the nation offer the combination of national significance, integrity, clear boundary delineation, local and state public commitment, manageability, and responsible advance planning for Heritage Area designation that characterize the Augusta Canal. The Augusta Canal, which provided a public water source, a transportation route around the falls of the Savannah River, and hydropower for the mills, incorporates outstanding man-made and natural resources which are nationally significant and characteristic of its region. Augusta, which was known in the late 19th century as the "Lowell of the South," will provide an opportunity for visitors to understand how 19th century southern textile industries adopted the lessons of its northern precursors, thus hastening Lowell's demise.

The Augusta Canal, a National Historic Landmark, and the Master Plan which have been prepared for it, meet the requisite criteria, including the feasibility study and compact, as defined by H.R. 3707 proposed by Chairman Vento, for designation as an American Heritage Area. Several of its most important attributes include:

- o **national significance** - the Augusta Canal and its industrial setting are a National Historic Landmark, documented by the Historic American Engineering Record, encompassing the Canal, outstanding and architecturally distinctive textile mills, intact worker housing districts, and municipal water works buildings.
- o **high integrity** - the Canal still functions and remains substantially intact, used continuously for its intended purposes. The Canal was designed to provide hydropower for industry; it is still used today by two mills which manufacture

textiles, employing over 1,000 workers. The Canal was originally used for municipal water supply and continues to provide the source of Augusta's water. The Canal was a transportation by pass to the falls of the Savannah River and is now used for recreational boating by canoeists and kayakers.

- o **a rich natural and man-made setting** -- the Canal parallels the Savannah River, abutting hundreds of acres of publicly-owned woodlands and wetlands. The Canal has a strong relationship to remaining public and private 19th century structures of closely associated with the Canal and its original functions; mills, housing, and municipal structures.
- o **strong relationship to the City of Augusta** -- the Canal is a major urban element City whose form, function, and location dramatically affected the development of the city of Augusta. The Canal, located between the city's largest concentration of jobs, the 18,000 person medical complex, and the city's downtown, is still closely intertwined with day-to-day functions of the City of Augusta. The Canal remains owned and operated by the City of Augusta, its original builder.

The Master Plan for the Augusta Canal has been prepared based on intensive public participation with the Augusta community and consultation with related agencies. During the planning process, the Canal has been designated a Regionally Important Resource by the State of Georgia, which intends to recognize the Augusta Canal Master Plan's recommendations for its management. The Master Plan incorporates several major initiatives:

- o **preservation and restoration of the Canal and related settings** -- rehabilitating historic elements of the Canal and assisting in appropriate preservation of related man-made structures.
- o **protection of natural resources** -- including public lands owned by the City of Augusta between the Canal and the Savannah River, creating a natural park in excess of 800 acres.
- o **interpretation of both man-made resources and natural resources** -- establishing multiple venues where key themes of the Canal, the stories of "the Land," "the Waters," and "the City," can be communicated to visitors.

- o **economic development** -- reusing important historic structures and reinvesting in abutting neighborhoods serving low and moderate income residents
- o **boundary delineation** -- within the designated project boundary, local and state agencies would review both public and private actions for their compliance with the objectives of the Plan and their adherence to the Plan. The Plan incorporates ten (10) management areas within the boundary, for which objectives and review procedures have been defined.
- o **defined management procedures** -- the Augusta Canal Authority, a state-enabled entity whose members are appointed by the City Council and Mayor of Augusta, has been identified as the responsible organization to guide these improvements and to review actions taken within the designated area.

The Master Plan establishes a core public capital development program of approximately \$43.3 million, involving participation of federal, local, and state governments. This investment will induce substantial public benefit, enabling not only protection of the Canal's important resources, but also attraction of new investment by the private sector in its environs. The Canal Master Plan is projected to attract 500,000 visitors per year and to result in \$450 million of regional spending over a ten year period, with substantial annual benefit thereafter.

The Augusta Canal Authority, localities, private sector, and State of Georgia have shown significant leadership in preparing the Master Plan. As this plan moves to implementation, this cooperative program will require leadership; America's Heritage Area designation and national recognition will serve as a critical catalyst.

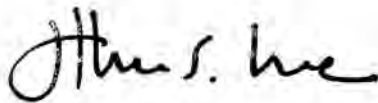
Augusta and its community have accomplished a great deal with modest outside help to chart the initial direction for the Canal. The assistance of the Southeast Regional Office of the National Park Services and the Rivers, Trails, and Conservation Assistance Branch has been particularly timely. However, to fully protect and preserve the ample and significant resources of the Augusta Canal and its district and to use these resources for community benefit will require outside assistance, while retaining the local leadership which is desired in this task.



In summary, the attributes of the Canal and its district meet the eligibility criteria for American Heritage Area assistance, as envisioned by H.3707 and H.2949. Federal technical and financial assistance will be appropriate, timely and crucial to implement the Augusta Canal Master Plan because:

- o The planning process for the Master Plan has been **inclusive and decisive**, attracting broad support from the community.
- o The Master Plan is **comprehensive**, respectful of the resource, and far-reaching in using the Canal as a catalyst for reinvestment and community renewal.
- o The Augusta Canal, a tightly defined resource with a strong relationship to both natural and urban areas, could be an important **prototype for American Heritage Areas**, enabling the Federal government to initiate a high impact partnership effort which would be widely recognized and emulated.
- o **Substantial and continuing involvement of local government**, the owner of the Canal and abutting natural lands, and **state government**, through the designation of the area as a Regionally Important Resource, will be assured.

The Master Plan has all the ingredients to be a success; Federal involvement through passage of H.R. 2949 will be the important catalyst to accelerate its implementation.



Jonathan S. Lane AIA AICP  
Lane, Frenchman and Associates, Inc.



Mr. VENTO. Thank you, Mr. Lane. I guess that having worked on Lowell, if you consider imitation is the highest form of flattery, you have been flattered often. That is to say, it is a very successful project and one that has gotten the attention of many other areas and Members that now seek to put into their own areas the park designation. Of course, they do not have Lowell.

In any case, we are approaching this now with recognizing there are many areas that probably will not or should not be put in the park system because of the private ownership and the economic development attributes. So I think the Park Service and other advocates have come up with the idea of a heritage area, and this is our best cut at that.

It seems to me much of what has been done in Augusta follows that pattern. You have an authority. We are not a management entity, I guess. If the State and city and others that are involved here want to rely upon it to do the task, that is up to you. We have a plan in place. Obviously, some of these run a corridor 9 miles, others may run over a broader area. That just permits you to concentrate your resources in that area. It is already a landmark, based on Park Service language, therefore it fulfills the basic national significance aspect.

Of course, the issue here being privately or publicly owned by the city, it is not likely to become a park. Although I understand the State has talked about the designation of this area as a park. Mr. Robertson.

Mr. ROBERTSON. In fact, the State thought about a parkway back in the mid-1970's and it did not work out for one reason or another. There has been some discussion about a State park, but that is not assured at this point.

But the State is very interested in the project and, as we have discussed before, has designated the canal as a regionally important resource, which is under their Georgia Planning Act. Particularly where resources cross other political jurisdictional lines, it allows some way to have a common way of dealing with change in that area.

Mr. VENTO. What are the numbers that we have talked about here, Mr. Lane? You talked about \$41.3 million; is that right? Or 42? 43?

Mr. LANE. I think it is \$43 million.

Mr. VENTO. OK, 43, but that is different than the \$28 million I was talking about for the Park Service. That is to say that is all the public investment. So your anticipation is that it does not include the visitor center; is this correct?

Mr. LANE. Well, the \$43 million does include what we designate as core public improvements. Of that, we estimated the Park Service share to be \$20.5 million.

Mr. VENTO. I see.

Mr. LANE. And that very much emphasized preservation and interpretation. We then identified a series of additional public and private improvements. The public share of that, in total, is about \$20 million. This is all from the chart on page 101.

Mr. VENTO. OK.

Mr. LANE. And of that, the major piece that we had designated for Park Service—and mind you this was our best shot on this

one—was a significant contribution to what Mr. Galvin mentioned as the Ecology Discovery Center, which would deal with the natural environment. But that was anticipated to be a significantly larger effort that would have both other public and private funds toward it. We designated that amount for the major interpretation element of that.

Mr. VENTO. Well, we have to reconcile this with the goal. The problem I have is not that I do not doubt there is enough that could be constructed there that would be meaningful and enhance the area and be useful. The concern is that if I have a dozen of these each year coming to the Appropriations Committee seeking money, there is only going to be so much that will go through.

So the idea of raising the amounts in the authorization bill and then not being able to fulfill that in the appropriations cycle is really to no one's advantage. So I think we have to take a realistic look at what happens in that particular cycle of spending. As I said, we are struggling to stretch the dollars with the increased visitorship within the parks.

We are interested, and I think increasing and enhancing the availability of such areas is fundamental. Especially, I think, urban areas that have resources like this that do not have access or are underutilized really is very, very important to accomplish that. For instance, the chairman and myself have put forth the idea of urban parks recreation recovery dollars, even as part of the crime bill program, and to rewrite the Jimmy Carter era program to do a little bit more in terms of trying to help urban parks.

We think that that is very, very important in terms of the quality of life and enhancing the opportunity for recreation and preservation, both cultural and historic, in these areas. And we think a pretty good argument can be made for eliminating and preventing some of the crime. So we have asked for some dollars in the crime bill for that particular purpose.

Have you explored, for instance, the use of any ISTEA money for any of your funding here, Mr. Robertson, Mr. Lane?

Mr. ROBERTSON. Yes, we have. In fact, the ISTEA funds were used as part of this master plan. In fact, it was the first allocation of ISTEA funds in Georgia and the first project to be completed under ISTEA enhancements in Georgia.

And in fact there were not any Park Service funds directly in the funding of this plan. It was all basically ISTEA, State of Georgia, county and city.

Mr. VENTO. But the Park Service did give you technical advice in this new format; they find it acceptable and reliable in terms of their use as information for any type of designation, I take it.

Mr. ROBERTSON. Absolutely. That work was extremely valuable, particularly in the public involvement part of the plan.

Mr. VENTO. I think we have to get across the message here in terms of the dollars being spent that we are getting a lot more. If we had had a State-side planned land and water conservation fund that was fully funded to the tune of \$150 to \$200 million a year, and if we had the historic preservation fund that would be better funded to the tune of \$7 million or \$8 million a year to the State of Georgia, which would be a proportionate share it would be nice. Just having a State historic preservation office in Georgia, and a

State that does a marvelous job, the fact that we do not fund those means we are looking at another mechanism.

Then, obviously, this could work together. There is a real advantage here, in my judgment, to the designation of these areas.

What does designation mean, Mr. Robertson, of this to the people in Augusta? What would that mean in terms of the work you are doing?

Mr. ROBERTSON. Well, I mentioned to you a minute ago there was a plan to put together a State park around this canal back in the mid-1970's which did not work out, and to some degree we feel like Sisyphus who was in Hades and had to roll the rock up the hill every day, and when he got it almost over the brink, it would roll back on him and flatten him and he would start over the next day.

So what it really means to us is getting the rock over the hill, I think. Getting the thing rolling and getting started.

Mr. VENTO. What is your feeling about coming to an agreement with regards to the Federal Government and the State; others making commitments to put down on sort of a compact basis—I call it a compact—what they would do? How does that strike you?

Mr. ROBERTSON. That was a new term to us, but we obviously think it is a good idea, and at some stage of the game you have to come to agreement as to exactly who is going to do what.

Typically, we have found thus far in dealing with partnerships that every partner wants to be the last one on board and nobody wants to go first and get out on the limb and get it chopped off. So I think we have our work cut out for us in negotiating the actual roles of who is going to do what.

Mr. VENTO. Yes. I don't know how legally binding, but if we could designate and put that into the bill and everyone could sign on, we could proceed ahead with approaching the Congress and the administration for dollars to fund a program like this.

One of the concerns that has come up has been that the zoning requirements or the outer limitations that the cities or States might foot, have such powers right now for a variety of reasons. There are some that have suggested that we ought to reduce the powers of the city or the State. If we are going to designate this, we should think about reducing the powers of the cities or States to change the zoning or modify the zoning. In essence, a property right. Do you have any advice for me on that?

Mr. ROBERTSON. Well, I would say that dealing with private property rights, it is probably the biggest single issue that you have to deal with. Because the American public wants to use property for whatever they want to use it for, with as little government intervention as possible.

Typically, county planning commissions have been responsible for zoning aspects. In fact, in this district, there is a locally designated historic district which overlies part of it, which has a review board and deals with historic resources. In another part of it the city has an overlay zoning that deals with river front zoning that has restrictions.

Mr. VENTO. If we were to diminish your authority by virtue of the designation, what would you say?

Mr. ROBERTSON. Well, as far as our authority goes, we do not really have any authority over that. But I will say that it would be important, I think, to have the same type of regulations applicable in different political jurisdictions. And that is what the State has attempted to deal with with this regionally important resource designation.

Mr. VENTO. The problem is we are not anticipating the Federal Government would in your place exercise that authority. We are just saying it would be frozen. That is what the suggestion is, to freeze it.

Mr. ROBERTSON. I see.

Mr. VENTO. And of course the concern is beyond this. I think that that is of great concern to me, proposals to do that.

Mr. ROBERTSON. The challenge that is before us now on the land use side of things is to see if we can make some sense out of the differing regulations in different places and there are some set of meetings we have coming up to try to deal with that exact issue.

Mr. VENTO. I think the concern that I have is that we do not seek to diminish the Federal Government's current authority in a corridor like this, or diminish the authority of Lowell or State or county governments and their zoning authorities. We do not seek to enhance it. But you do need the powers that you have in order to carry out the job that is anticipated in a compact or in a designation like this, in my judgment.

Mr. ROBERTSON. I think you are correct about that. One of the main fears that has been expressed by property owners whose lands lie within the area, is what is going to happen with this Federal designation. That means the Federal Government is going to tell me what I can do and what I cannot do with my property. And I do not think that is the intention, and we have had a difficult time explaining that to the people because perhaps they do not believe what we say.

Mr. VENTO. I think that that is true. They are skeptical. It is all right if they are skeptical, but some are almost cynical, too. The truth is normally the park designates.

I will be the first to say if we are going to designate something as a park, the park has to have the authority and the tools to actually carry out the intent of that designation. In this particular case, the operating entities that carry out the designation are the Federal Government under existing authorities, with no right to take property, but the existing entities that carry it out are the State and the local governments exercising existing authorities.

Mr. ROBERTSON. That is correct.

Mr. VENTO. Not to enhance or diminish them but use existing authorities. And if we are to take away the authority of a State or a local government, they deal with a whole host of things. They deal with environmental concerns dealing with the size of lot sizes, fire, all sorts of other requirements, and some, obviously, deal with the size on which you can build on the land.

Of course, the issue here is that if you are going to have a designation and the county agrees to limit the type of development to light manufacturing or to office or to residential, or they might want to change it to a mill. You said you had two mills here that are not used and two that are used.



But the point is that if one mill is converted into an office space or residential, that would necessitate a zoning change. Is that a diminution of what was heavy manufacturing zoning to residential and, therefore, you could not do it with the limitations put on it by some law like this?

You cannot take away the local authority's power to do what they can do today. Now, sometimes it can be controversial when you have zoning changes. I mean they often are in the communities that I am familiar with.

Mr. LANE. I do not think any zonings change is frivolous, from my experience. But what this plan does recommend is that the zoning be modified to bring it into line with the plan and—

Mr. VENTO. Well, I could be asking this question of any of the groups that were here today because there is a basic concern, I would say, about private property rights that has, obviously, been in the headlines since last week. You know what the parameters are based on, the Constitution. I do not seek to amend or modify the Constitution. I may have my differences with the four or five decisions that took place, but that is obviously not something we seek to change in terms of this legislation.

But it is important to provide the tools that are necessary to complete the designation. We are going to leave in 10 years, after helping get it up and running. You have to have the ability to carry it forth, and we do not want, in essence, to disable the ability of the local governments or the State to carry out what we want them or what is intended to be done, or what they want to do voluntarily.

In other words, this isn't going to work. This isn't the Federal Government coming down and superimposing something on anyone.

This is, as you have indicated, something that is coming from the communities of Augusta, coming from the communities around Pittsburgh, around Essex, or in West Virginia, the 11 counties that we are talking about there; that is, the essence of the partnership is that you have to carry out this particular role.

I have absolute confidence based on what has happened with the State historic preservation offices and what has occurred in terms of the historic districts, all of which aren't successful, but largely they are very successful, and that is a local community taking an interest. You network and you develop the type of understanding and support for common goals.

I think this idea carries it a step further in terms of offering the distinction of designation and some Federal dollars to reward communities in essence that are willing to, in fact, make that commitment.

Mr. Robertson and Mr. Lane, you have been very patient listening and responding to me. We have a couple more bills to hear before we complete the day's work.

Thank you very much.

I am pleased to welcome Mr. Galvin who will talk first about the Pittsburgh project. Mr. Coyne started out the day testifying on this, so it has taken us awhile to get to it, but it is a very impressive area and initiative.

Mr. Galvin, on the Steel Industry Heritage site.

**STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR,  
PLANNING AND DEVELOPMENT, NATIONAL PARK SERVICE,  
DEPARTMENT OF THE INTERIOR**

Mr. GALVIN. Again, Mr. Chairman, this area is the subject of a study that has been completed and is in Washington, but has not yet been officially transmitted to the Congress. The bill before us implements some of the recommendations in that study.

Again, Mr. Chairman, we do not support the bill as written and recommend that it be restructured to ensure that this project is made consistent with and conforms to the American Heritage Areas Partnership Program as embodied in H.R. 3707.

Neither H.R. 3144 nor the concept plan calls for an American Heritage Area, but for all intents, the concept plan and steel industry heritage project proposed would function as a heritage area.

Again, we seek with all of these bills to analyze them with respect to H.R. 3707 and that is an attempt to bring a system that is uniform and consistent to the program on a national level.

H.R. 3144 would authorize funding to implement the concept plan and interpret the industrial and cultural heritage of steel and steel-related industries in southwestern Pennsylvania, including Pittsburgh and the counties of Allegheny, Beaver, Fayette, Greene, Washington, and Westmoreland.

This plan was authorized by Public Law 100-698 which also established the Southwestern Pennsylvania Heritage Preservation Commission.

The proposed legislation calls for the Secretary to review and approve the concept plan. We recommend that this section be revised to be consistent with the proposed American Heritage Areas Partnership Program which specifies that the Secretary shall approve the feasibility study and compact prepared pursuant to the act.

H.R. 3144 would also require the Secretary to fund projects and studies to be undertaken by the Steel Industry Heritage Task Force. It would authorize the Secretary in cooperation with the Commonwealth of Pennsylvania and the task force to determine the appropriate role of the Federal Government in conserving and interpreting the history of the region, but also require the Historic American Building Survey/Historic American Engineering Record to document the architectural history of the region.

The National Park Service has worked closely with the Steel Industry Heritage Task Force during the last 5 years. The concept plan was developed with community support and commitment.

The plan is regional in scope. It acknowledges the story of steel in the Nation's history. It recommends two major core conservation districts, the Carnegie mill towns and the Scottsdale/Connellsville region, and a system of interpretive sites that would serve as gateways into the heritage area.

In addition, the region's three major rivers, the Monongahela, the Allegheny and the Ohio, provide excellent opportunities for outdoor recreation and natural area conservation.

They also contribute to the industrial heritage of the region through their historic use as transportation arteries.

The Steel Industry Heritage Task Force in cooperation with the National Park Service, Federal and State agencies, is currently de-

veloping a management action plan that will identify specific conservation, interpretation, and management actions.

This will be completed in a year. Establishing partnerships and preparing the study identifying significant resources are steps in the process in meeting the conditions set forth in H.R. 3707.

While this is a beginning, we would like to see the process followed more closely and the additional criteria and conditions met to ensure future consistency in designation and management of such heritage areas.

That concludes a summary.

[Prepared statement of Mr. Galvin follows:]

**STATEMENT OF DENIS P. GALVIN, ASSOCIATE DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, HOUSE COMMITTEE ON NATURAL RESOURCES, ON H.R. 3144, A BILL TO AUTHORIZE FUNDING WITHIN THE DEPARTMENT OF THE INTERIOR TO IMPLEMENT THE PLAN OF THE STEEL INDUSTRY HERITAGE PROJECT, AND FOR OTHER PURPOSES.**

June 28, 1994

---

Mr. Chairman, thank you for the opportunity to present the views of the Department of the Interior on H.R.3144.

We do not support the bill as written and recommend that it be restructured to insure that the Steel Industry Heritage Project is consistent with and conforms to tenets of the proposed American Heritage Areas Partnership Program Act of 1994, H.R. 3707. We further recommend that Congress defer action on 3144 until after enactment of H.R. 3707. While neither H.R. 3144 nor the Concept Plan for the Steel Industry Heritage Corporation specifies an American Heritage Area, for all intents the Steel Industry Heritage Project Concept Plan would function as a heritage area.

The American Heritage Areas Partnership Program Act of 1994 would establish a National program for American Heritage Areas. It sets forth a process for developing and establishing these areas: (1) feasibility study, (2) compact development, (3) evaluation by the Secretary of the Interior, and (4) designation by Congress. It also specifies criteria and conditions that must be met by potential heritage areas



and assures a consistent, partnering approach to establishing and managing American Heritage Areas. As such, it would bring uniformity and consistency to the program on a National level. It is important that these steps be followed to insure that the criteria are met and that the capabilities and commitments exist to effectively develop and manage a successful heritage area.

H.R. 3144 would authorize funding to implement the Concept Plan developed by the Steel Industry Heritage Task Force in consultation with the National Park Service to conserve, protect, and interpret the industrial and cultural heritage of steel and steel-related industries in Southwestern, Pennsylvania, including Pittsburgh and the counties of Allegheny, Beaver, Fayette, Greene, Washington, and Westmoreland. This plan was authorized by PL-100-698 (102 STAT. 4618), which also established the Southwestern Pennsylvania Heritage Preservation Commission.

This proposed legislation calls for the Secretary to review and approve the Concept Plan. We recommend, however, that this section be revised to be consistent with the proposed American Heritage Areas Partnership Program Act of 1994, which specifies that the Secretary shall approve the feasibility study and compact prepared pursuant to the act.

H.R. 3144 would also require the Secretary to fund projects and studies to be undertaken by the Steel Industry Heritage Task Force that are necessary to fulfill the Concept Plan. It would authorize the Secretary, in cooperation with the Commonwealth of Pennsylvania and the Task Force, to determine the appropriate role of the Federal government in conserving and interpreting the history of the region. It also would require the Historic American Building Survey/Historic American Engineering Record to document the industrial, engineering, building, and architectural history of the region.

The National Park Service has worked closely with the Steel Industry Heritage Task Force during the last five years. It has provided planning assistance, documentation, and research work through the HABS/HAER program and financial assistance through a cooperative agreement for community outreach, conservation projects, education, and recreation. The Concept Plan was developed with community support and commitment.

This Concept Plan is regional in scope. It acknowledges that the story of steel in the Nation's history is the story of a network of regional resources and opportunities and proposes a Steel Industry Heritage Center to be located on the site of the U.S. Steel Homestead works. It recommends two major core conservation districts, the Carnegie mill towns and the Scottsdale/Connellsville region, and a system of interpretive sites that would serve as gateways into the heritage area.

Visitor interpretation would be complemented by an education program for residents through both the school system and local organizations. Finally, the region's three major rivers, the Monongahela, the Allegheny, and the Ohio, provide excellent opportunities for outdoor recreation and natural area conservation. They contribute to the industrial heritage of the region through their historic use as transportation arteries for both products and people and are proposed as focal points for recreation and open space revitalization.

The Steel Industry Heritage Task Force, in cooperation with NPS and other federal agencies, the Commonwealth of PA, local government agencies, private organizations, and citizens, is currently developing a management action plan that will identify specific conservation, interpretation and management actions. It will identify the resources, roles, and responsibilities of each organization and funding needed to carry out the proposed actions. This will be completed in a year.

Establishing partnerships and preparing this study identifying significant resources, are steps in the process and in meeting the conditions set forth in H.R. 3707, the "American Heritage Areas partnership Program Act of 1994." While this is a beginning, we would like to see the process followed and the additional criteria and conditions met to insure future consistency in designation and management of such heritage areas.

This concludes my remarks, Mr. Chairman. I would be happy to answer questions you might have concerning this program.

a:steel1

Mr. VENTO. Thank you for summarizing.

There has been a comprehensive study. I received a study last year from one of the local entities. It hasn't been formally transmitted yet.

Is there reason to believe that it is being held up because there are substantive changes?

Mr. GALVIN. No. In fact, we had submitted it with a transmittal letter slightly before the final version of H.R. 3707 and the department simply sent it back to us and said "Make the transmittal letter conform to H.R. 3707 or at least react to H.R. 3707," so I expect it will be up shortly.

Mr. VENTO. We created problems by coming back with these changes, but I think we were patient in coming forth with that. It wasn't precipitous, I don't believe.

In any case, I want to make certain that everyone gets credit for their work on that measure. It may have my name and other names on it, but obviously the Park Service and many from the various coalitions have worked on the provisions of that bill, and I want to recognize that.

I found a lot of support for this area in terms of the communities. Seldom have I seen the type of support from communities for a proposal of this nature. I would like to believe that even though I hadn't visited some of the other heritage areas, that they would have similar support. It is a personal testament to the interest and the meaning of this area to the communities.

The undertaking in terms of dollars could be very significant, but they seem to have focused just on several sites that would be desirable to be purchased on a partnership basis.

I am sure the designation of the 10-year commitment would work. There are two people testifying today that can speak to that better than I can.

One of the aspects of this I found, and I think it is also true in the case of the West Virginia bill, is that there is a significant labor history element working.

Can you comment on that? How does that fit in with the overall labor study that the Department of Interior at the Park Service is doing, Mr. Galvin?

Mr. GALVIN. Very closely, Mr. Chairman.

Partially as a result of doing these studies, we have aligned our landmark study to look specifically at some of the resources mentioned in both the coal heritage area study and the steel industry heritage project.

I am expecting that that study will clearly identify some national historic landmarks in these geographic areas.

Mr. VENTO. What do we have in the Park Service now in terms of the steel industry and the park system? There are some of the oldest facilities, a Bessemer type of converter and other types of facilities in this area.

In fact, the Edgar Thompson is one of the oldest and most successful sites, but one of the most modernized areas for steel in this area today.

Do we have anything in the Park Service?

Mr. GALVIN. No representation of this era, the beginning of the vertical integration of the steel industry and the sort of techno-

logical changes. There is a representation of the earlier phases of iron and steel and obviously at Saugus Ironworks.

Mr. VENTO. What is the nature of it?

Mr. GALVIN. Saugus Ironworks, that was actually a 17th century ironworks, developed sort of on a colonial basis. It was not a sort of primitive technological development, but it was a sort of advanced steel or iron mill of the 17th century operated by indentured Scottish labor and the principal reason for locating it in North America was because of the availability of timber for charcoal.

By that time in the British Isles, much of the forests had been cut for one reason or another, so it was not a sort of hand-to-mouth operation by any means, but it was a kind of state-of-the-art ironworks.

Similarly, we have some early ironworks at Hopewell Furnace; not federally owned, but also the Batsdo State Works, which is on the New Jersey Coastal Heritage Trail route.

With respect to the development of the steel industry as opposed to iron, I really can't think of much in the Park System.

Mr. VENTO. I think it is important to note that the hope here, through promotion of a heritage area, would be to have the essence of that preserved. When you look at the mills up and down the rivers there, their size and magnitude, it is pretty clear that there is a tremendous amount of resource there that in years to come could easily be lost.

Mr. GALVIN. That is correct.

It is something of a puzzle because they are so massive in terms of appropriate preservation measures.

Mr. VENTO. Absolutely, or still being used, as in the case of the Edgar Thompson.

They go through recycling and you have various technologies that have evolved, which are then sitting there idle as they are eclipsed by a new technology.

Mr. GALVIN. That may argue that the preservation of those kinds of resources is best handled as part of a heritage area as opposed to a unit of the National Park System, because if we wind up owning them, as you well know, we wind up scoring enormous preservation costs that become a dilemma.

Mr. VENTO. There has to be, I think, an economic aspect to it and I don't think that the Park Service wants to get off into the economic development aspects of whether it is a textile mill or a steel mill or whatever remains. But obviously it can work for a local community, that they are working closely with their own job creation and investment opportunities and bringing together a lot of different assets at the local level, both Federal and State. So it does work in this sense.

Thank you for your testimony.

**PANEL CONSISTING OF AUGUST R. CARLINO, EXECUTIVE DIRECTOR, STEEL INDUSTRY HERITAGE CORP.; AND JO H. DeBOLT, EXECUTIVE DIRECTOR, MON VALLEY INITIATIVE**

Mr. VENTO. Now we want to ask Jo DeBolt, director of the Mon Valley Initiative, and August Carlino, executive director of the Steel Industry Heritage Corp. of Homestead, PA, to present their

testimony at this time. Welcome and thank you for your patience. You can understand the dilemma I have today trying to provide continuity between the director's statements and the myriad of topics that are being brought before the committee, but I am certain you can identify the commonality as well.

Mr. Carlino, thank you for the framed remembrance of my pleasant visit to the Mon Valley.

#### STATEMENT OF AUGUST R. CARLINO

Mr. CARLINO. That was done by one of the local steelworkers who met you last year on your trip. I was happy to be able to provide that to you.

Mr. Chairman, on behalf of the Steel Industry Heritage Corp., its partners and community organizations, I want to express my appreciation to you and the other members of the subcommittee for today's hearing on H.R. 3144 and especially for creating a framework for establishing American Heritage Areas through H.R. 3707.

Before I begin to explain the steel industry heritage project to the subcommittee, I would like to take an opportunity to talk briefly about a philosophy of what we think heritage areas are.

Recently I read in a newsletter published by another heritage area dealing with agriculture a definition that I think has a lot of important aspects to it. It said that "Heritage areas are regions with distinctive senses of place unified by resources or themes." It is places "where change is inevitable," and they are areas that educate, not only residents, but the visitors to that area.

They are areas that have multiple jurisdictions, multiple partners and they are areas that combine public and private sector leadership with grassroots enthusiasm for celebrating heritage and history.

I would like to add that there are other characteristics, one that we deal with specifically in the steel heritage region.

Heritage areas always include living communities, places whose members, through collective memory and continuation of life, ways, and values, maintain a sense of shared cultural identity.

I think it is important to point out that as Congress works to establish an American Heritage Areas Partnership Program, it must not lose sight of the fact that these areas and their communities continue to exist, that people still live in their homes, and that changes in the landscape are inevitable.

For industrial communities in particular, continuous changing nature is, we believe, part of the area's overall continued integrity.

At this point, I would like to submit for the record a paper that was prepared by Dr. Doris Dyen, a member of the Steel Industry Heritage Corp. staff and Dr. Edward K. Muller, chairman of the history department at the University of Pittsburgh and acting Chair of the Steel Industry Heritage Corp. entitled "Conserving the Heritage of Industrial Communities: The Compromising Issue of Integrity."

This paper is going to be published in the upcoming issue of National Trusts: Preservation for Magazine, and I think points out the role of cultural resources in living communities.



Mr. VENTO. I thank Drs. Muller and Dyen for their work. We met them both and we appreciate their effort. We will be certain to send a copy to Heather Hite, who now is working out in Denver.

I will read it, and I appreciate their efforts. Without objection, it will be made part of the record.

Mr. CARLINO. Thank you. I appreciate that.

[The paper follows:]

## CONSERVING THE HERITAGE OF INDUSTRIAL COMMUNITIES:

## THE COMPROMISING ISSUE OF INTEGRITY

- Doris J. Dyen

- Edward K. Muller

National Register guidelines for conserving cultural resources assign primary weight to the concept of "integrity," along with that of "significance." The guidelines define integrity as "the ability of a property to convey its significance." In historic preservation, the term addresses the continued tangible presence and condition of the built environment and natural features of properties connected to historical events or persons. National Register Bulletin 15,<sup>1</sup> in setting out these guidelines, states: "The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance" (p. 44).

In recent years, preservationists have increasingly understood that the diverse and dynamic character of American society throughout its history has made the guidelines on integrity inadequate as laid out in Bulletin 15. While integrity rests on the property's ability "to convey its significance," historical significance depends on historical interpretation, which is by nature changeable over time.<sup>2</sup> Significance in landmarking programs once focused narrowly on specific periods, places, political and military events, and traditionally powerful social groups. However, as historians have in recent decades expanded

their interpretations of American history to encompass the economic and social complexity of the society, preservation professionals have reconsidered and expanded the concepts of significance and broadened interpretations of the National Register guidelines. Integrity has proven to be a more elusive concept to adapt to the enhanced understanding of our past, because the properties of a more inclusive history seem to be especially vulnerable to the processes of land use change in a capitalistic society. Properties of less-advantaged social groups and those with declining activity due to economic disinvestment, for example, frequently experience land use turnover and serious alteration or even obliteration. Are such properties no longer worth recognition despite their historical significance?

Considerable effort has been expended to address areas of concern with the notion of integrity. The conservation of industrial heritage exemplifies an area where the determination of integrity presents difficult problems. Capital intensive industries were among some of the most important features of emerging twentieth-century America, affecting dramatically both economic capacity and the very essence of American life. However, the enormity of the sites associated with these industries, the large investment in their production works, and the demand to extract value from the unused plants and to recycle the sites rarely afford opportunities to preserve integrity as traditionally defined.

In many locations, where an industry and town were intimately bound together, the industrial complex included not only the production facilities but also the labor organizations and labor-management relations, community institutions, and the managers, workers, business persons and their families who comprised the community. Industrial towns, created and/or controlled by a company, formed an industrial-cultural system. The evaluation of preservation criteria for that system must recognize the whole, that is the inseparable history of the industry and the community.

Earlier efforts to expand the criteria for evaluating integrity have established precedents for understanding the integrity of industrial towns. National Register Bulletin 42 establishes guidelines for mining properties and Bulletin 38 sets out guidelines for traditional cultural properties. The concept of an industrial-cultural system requires combining the main points of these two sets of guidelines.

In Bulletin 42, Bruce J. Noble, Jr. and Robert Spude consider only the mine production sites, specifically excluding the mining towns and camps.<sup>3</sup> Recognizing the almost inevitable deterioration of mining properties, they argue that "the integrity of a mining property can not be judged in the same fashion as the integrity of a building" (p. 19). Although they look only at mine work-sites, the authors contribute to the present discussion by applying the idea of "system," in this case a technological system, to the consideration of an industrial property's integrity. Meaningful evaluation of the integrity of mining properties, according to

Noble and Spude, "requires a holistic outlook that comprehensively considers all the component parts of a mining system" (p. 21). Although individual components may appear to lack distinction, the combined impact of separate components may enable the property to convey the collective image of a historically significant mining operation. In essence, the whole of this property will be greater than the sum of its parts. "In such cases, a mining property may be judged to have integrity as a **system** [emphasis by Noble and Spude] even though individual components of the system have deteriorated over time" (p. 19).<sup>4</sup> As we have defined it, the system of an industrial town includes the community and labor relations as well as the plant; therefore, the whole of an industrial-cultural system moves beyond the plant gate to embrace the community's built environment, its people, and its cultural beliefs, values, practices, and institutions.

Like mining properties, capital intensive industries such as steel and coke making grew, changed and declined, often rapidly, in response to the availability of resources, labor, market demand, and changes in technology. Unlike communities based in agrarian or commercial economies, industrial towns have often been built and run by large corporations which controlled many aspects of life not only in the work place but also in the community. Both historically and at present, decisions about building or tearing down structures in these towns, or moving, scrapping, or upgrading equipment, have usually been made and carried out quickly, by company management, with little input from the workers or the

community at large. During the years just after final plant shutdown, industrial communities -- hurt, angry, afraid, and grieving -- are unwilling or unable to address the historical significance of their past until the pain has eased sometime later. With an immediate concern for economic survival, such communities during this period often allow historic industrial properties to be demolished, which they eventually regret.

Even when industrial communities seek to preserve some of their built environment, especially the industrial facilities and equipment, they often face strong opposition from the current owners, whether those owners are private corporations or public entities. With few exceptions, private owners respond to community goals, if at all, only when the property's industrial use is completely gone, when plant structures and machinery have been scrapped or sold, or are in ruins, when housing is no longer required for company use. As controllers of a site, public bodies respond to the public's outcry for immediate economic redevelopment. Public agencies fear a backlash if they advocate preservation, since they know that many people do not see preservation as development and even see it as counter-productive. Even where there is the will to preserve, the way remains difficult. Because of the size and cost, an entire industrial plant can rarely be preserved intact.

Ironically, the most stable and cohesive element in many declining industrial towns is the living community itself. The shared occupational experiences and skills, the ethnic, religious

and regional traditions, the values and attitudes, and the network of social relationships, which have evolved over several generations, provide people a sense of continuity and give them the ability to adapt as their industrial town evolves. The living community's sense of association with the industrial site is expressed in various ways. For example, residents may show strong emotional attachment to such liminal physical spaces as the plant gates or a "hole-in-the-wall" structure (short, foot-tunnel leading into the mill from the town), where pay-stations were often located and where as children they brought lunch-pails to their fathers or met them as they came off their "turn." People also affirm their involvement and identification with the industrial site verbally, by reckoning the total amount of (concurrent and consecutive) time their relatives worked there -- often adding up to longer than the plant was in operation ("My family had 390 years in that mill").

Consideration of the cultural aspects of integrity for industrial communities finds its precedent in the discussion of traditional cultural properties in Bulletin 38.<sup>5</sup> The concept of culture transcends the purely tangible in human life. Indeed, in the wider world, integrity is an intangible human virtue synonymous with uprightness, honor, and fidelity. In the National Register criteria, two of the seven "aspects of integrity" -- namely, "feeling" and "association" -- in fact address intangible factors contributing to the integrity of a site. As the Bulletin 15 guidelines are quick to point out, however, "Because feeling and association depend on individual perceptions, their retention alone



is never sufficient to support eligibility of a property for the National Register" (p. 45). According to the guidelines, these two aspects in and of themselves do not allow for consideration of all the relevant features (tangible and intangible) of the site in question, and, therefore, they do not lead to a useful evaluation of the site. Nevertheless, National Register Bulletin 38, authored by Patricia L. Parker and Thomas F. King, broadens the discussion of site integrity to include "traditional cultural properties," which must rely much more on the aspects of "feeling" and "association" than the strict guidelines would permit, and which take into account ongoing practices related to the site as well as those of fifty years previous.

Parker and King define a traditional cultural property as one that has "an association with cultural practices or beliefs of a living community that a) are rooted in that community's history, and b) are important in maintaining the continuing cultural identity of the community" (p. 1). Industrial communities represent a particular type of traditional culture characterized by the combination of ethnic and religious beliefs and practices with working class values, a fusion shaped by company control and industrial work place experience.

With regard to assessing the integrity of traditional cultural properties, Parker and King pose two basic questions: "First, does the property have an integral relationship to traditional cultural practices and beliefs; and second, is the condition of the property such that the relevant relationships survive?" (p. 10). Since the

physical presence of the plant in an industrial town, work experience in the plant, and labor relations were all inextricably entwined with the evolution of the community, an understanding of the community's culture can only be made in the context of and with reference to the plant. That is, in the words of Parker and King, "... the property [the industrial plant] can be taken to have an integral relationship with the belief or practice ..." of the community (p. 10).

Earlier, the point was made that an industrial plant will likely suffer considerable disfiguring or demolition. But, Parker and King argue that because "cultural values are dynamic, and can sometimes accommodate a great deal of change, ...a property may retain its traditional cultural significance even though it has been substantially modified" (p. 10). In other words, the notion of cultural significance can transcend the physical remains. Therefore, the crux of their argument for integrity rests with the community. If the property itself, or some specific remaining part of the property, retains significance for the cultural group, in this case the industrial community, then sufficient integrity may exist (p. 10). In the case of an industrial community, a plant gate, a particular industrial building or equipment stand, or the site of a labor conflict may be enough to inspire the sense of cultural/ historical identity and relationship to the whole plant property. In fact, the industrial plant should not be viewed as a sharply bounded, discrete space, but rather as part of a continuum of space with the town. Taverns lining the street adjacent to the

plant gates, often referred to as "beer gardens" or "mill bars," remain strongly associated with mill workers' lives, even after plant shutdown. Within the towns are community centers and parks built by and still identified with the company and its founders (e.g., the Carnegie libraries in Homestead, Braddock, and other mill towns). There are ethnic churches with depictions of worker-related subjects in windows and sculpture; and club-halls, churches, and municipal buildings that were part of the history of labor relations. There are racially and ethnically segregated neighborhoods that still bear testimony to the divisive cultural policies of the companies.<sup>6</sup> And there are cemeteries that guard the remains of strikers, labor organizers, victims of plant accidents, and management personnel.

Parker and King extend their argument to include some property "regardless of how the surroundings of a property may be changed" (p. 10). Sites related to African American history, for example, often are lacking in many of the conventional aspects of physical integrity, because the disposition of those sites has not been under the control of the people to whom they are important. The recent archaeological discovery of a Philadelphia African-American cemetery revealed a site that had been built over for years, which nevertheless retained "considerable cultural significance" not only "for the congregation that traces descent from those interred" but also for the city's Black community in general ... (p. 10). Again, the analogy to industrial communities is clear.

In summary, the problem of evaluating the integrity of massive, multi-faceted industrial sites and their interrelated communities has far-reaching implications for historic preservation. The rules for determining integrity as a factor in preservation status were developed to deal with sites and properties of agrarian and commercial places in the United States, not with continuously industrial ones. Furthermore, those guidelines take little account of the human dimension in cultural resource conservation -- an issue which is of concern in all communities, but of paramount importance in industrial communities. It is virtually impossible to avoid the dilemma of being forced to declare an industrial site to have "compromised" its (physical) integrity because it is still in use as an industrial facility, or to lament that an industrial town has "lost" its integrity precisely because the community has continued to evolve in its industrial context -- in other words, because it has maintained its (human) integrity! In a very real sense, the era and process of the deindustrialization of a community and its industrial site(s) are as integral to its industrial heritage as are the eras of build-up or full production in that industry!

With the understanding that an industrial plant often stands as part of a larger industrial-cultural system, we must devise guidelines on how much and what original physical fabric is really needed in order to interpret industrial heritage. We must also recognize that we cannot require that a working industrial site or a living industrial community remain static -- preserved as a

museum -- and not continue to evolve. As policies and programs are developed to deal with industrial heritage areas on the national level, we must broaden the criteria for determining integrity enough to allow us to interpret meaningfully the circumstances and realities of this country's two centuries of industrial experience.

-----

## NOTES

1 "How to Apply the National Register Criteria for Evaluation." National Register Bulletin 15. Washington, DC: U.S. Department of the Interior, National Park Service, Interagency Resources Division, rev. 1991.

2 See Mitchell Schwarzer's discussion of this issue in "Historic Character and the Representation of Cultural Diversity," Historic Preservation Forum, vol. 7, no. 6 (Nov.-Dec. 1993), pp. 42-49.

3 "Guidelines for Identifying, Evaluating, and Registering Historic Mining Properties." Washington, DC: National Register Bulletin 42. U.S. Department of the Interior, National Park Service, Interagency Resources Division, 1992.

4 The concept of industrial system can be understood on different scales. It should be recognized that the appropriate system for some industries, such as steel, may not lie within just one plant, but in a cluster of plants spread among several neighboring communities. At its height, the total U.S. Steel mill complex in the lower Monongahela River valley in southwestern Pennsylvania covered more than 25 miles -- five huge, multi-site facilities sprawled across eleven towns.

5 Patricia L. Parker and Thomas F. King, "Guidelines for Evaluating and Documenting Traditional Cultural Properties." Washington, DC: U.S. Department of the Interior, National Park Service, Interagency Resources Division, 1992.

6 One way that companies controlled workers' lives was by encouraging intra-ethnic solidarity, and inter-ethnic/inter-racial rivalry, on the principle of divide and conquer. They manipulated the socio-cultural structure of the plant through ethnic- and race-based hiring/firing practices, job assignments, and selective promotions. In the residential areas of the mine and mill towns, the companies deliberately segregated mill "plans" (numbered neighborhoods) or mine "patches" (small communities living near a mine portal) by race or ethnic background; financially assisted the establishment of "ethnic" or "nationality" churches; sponsored rival sports teams; and made sure that plant managers also held key political posts in town government. Strong ethnic cohesion and cultural identity, coupled with inter-ethnic/inter-racial tension characterize many industrial towns long after their industrial economic base has gone.

Mr. CARLINO. The steel industry heritage project covers parts of six counties in southwestern Pennsylvania. Those are Allegheny, Beaver, Fayette, Greene, Washington, and Westmorland.

It is a coherent region connected by a river system and by the traditions and experiences of its people, both past and present to, the industrialization of the land.

As specified under Public Law 100-698, the steel industry heritage project was mandated to report on the historic and cultural resources of steel and related industries in the region. These related industries have been identified as ironmaking, coal mining, coke-making, river and rail transportation, and machine shops and foundries.

These industries form a collective system, a system that has most recognized the steel industry in Pittsburgh, both on a national and international basis.

The steel industry heritage project is a true partnership with representatives of more than 250 communities as well as local government officials, business interests, labor unions, historical and cultural organizations, educational institutions, community-based groups, the National Park Service, and the Commonwealth of Pennsylvania, along with a variety of philanthropic organizations.

Together these partners have been working since 1988 to develop the plan to conserve, interpret, and promote the region's industrial and cultural history.

The guiding principles of the project are to build cooperative partnerships among citizens, civic and cultural organizations, elected officials, community and business leaders, labor unions, and education institutions; to stimulate the fullest exchange of ideas by encouraging broad involvement from all interests in the region; to examine the options for conservation management interpretation of the cultural and industrial heritage of the region; and to instill a greater appreciation of the region's heritage which will in turn enhance resident self-esteem and community pride.

Since the inception of the steel industry heritage project, considerable progress has been made toward the establishment of a heritage area.

As Mr. Galvin pointed out, the concept plan has been completed. It does not call for an American Heritage Area but at the time the plan was drafted American Heritage Areas were in their infancy at least.

I don't even believe they were being discussed publicly at that time. The concept plan examines resources of the region, both tangible and intangible, and made broad recommendations for the steel heritage region.

Some of these have already been implemented establishing a management entity which is the Steel Heritage Corp. Working to conserve industrial artifacts. One would be the 48-inch rolling mill that has been taken apart by us and with the help of a lot of people from the community, including former workers in the mill, and establishing historic districts in significant industrial communities.

This year with the financial assistance from the Commonwealth of Pennsylvania Steel Heritage is embarking on three early-implementation projects. One is funding part of the Three Rivers Herit-



age Trail with an organization called Friends of the River Front and with the city of Pittsburgh.

A second project is the creation of an educational facility, the *Pittsburgh Voyager*, which is a decommissioned U.S. Navy vessel that will have classrooms on which students cannot only learn basic math and science skills, but also explore the region's industrial history and the effects of industrialization and deindustrialization on river's ecologies.

Third is a project in Mr. Murphy's district which will begin the restoration of the W.A. Young Machine Shop, a contributing structure to the Rices Landing National Register Historic District.

Currently, Steel Industry Heritage Corp. is developing a management plan that will make comprehensive recommendations for the steel heritage region's conservation, funding and implementation. This plan is being conducted by all the partners, and in addition to the board members of the Steel Heritage Corp., includes a 60-member steering committee, focus groups for each of the 60 counties and task forces that will address specific technical goals of the steel industry heritage project area.

In all, close to 200 people from the region will have direct involvement in creating the management plan. This plan is expected to be completed and submitted by early 1995.

Coordination and technical assistance during the life of the project, especially the planning phase, has been provided by the Park Service and the State of Pennsylvania and we are most appreciative of their guidance and continuing involvement in not only the plans, but all other aspects of the project.

H.R. 3144 was introduced in 1993 by Congressman Coyne and others in response to the question on the authorization for continued planning for the steel heritage project.

H.R. 3144 recognized that the planning process was only partially completed and that other planning projects, particularly a management plan, needed to be undertaken.

As the bill reads now, I agree its language does not conform to that of H.R. 3707 as approved by the subcommittee, but like other emerging heritage areas, the steel industry heritage project needs clean, definitive guidelines from the Federal Government and Congress.

Absent an established Federal program at the time the plan was being undertaken, the steel industry heritage project, in my opinion, conforms remarkably to the spirit and intent of H.R. 3707 as it reads.

Until recently, we as a Nation have focused our preservation and conservation efforts on individual sites as they relate to great men or women or places where specific events have occurred. The American Heritage Partnerships Program will allow for proper recognition of the collective contributions of ordinary people in significant regions of the Nation.

The steel heritage project commemorates the struggles of our ancestors and honors their achievements. Most importantly, the steel industry heritage project provides a framework for people to take pride in their communities, understand their history, and work together to enhance the quality of life for their children.

I want to thank you again for the opportunity to testify today and I will be happy to answer any questions you might have on the project.

Mr. VENTO. Thank you, Mr. Carlino.

On this panel, we invite Ms. DeBolt, the director of the Mon Valley Initiative, Homestead, PA.

#### STATEMENT OF JO H. DeBOLT

Ms. DEBOLT. Thank you for the opportunity to speak today and for your leadership in H.R. 3707.

I am here today representing Mon Valley Initiative, which is a coalition of 17 community development corporations along the Monongahela River in southwestern Pennsylvania.

We are an organization that is built on community involvement, community empowerment, and consensus building, and our coalition structure and consensus organizing approach have, in fact, made us a national model.

Last October in St. Paul, in remarks following those made by you, Mr. Vento, Secretary Cisneros cited our organization as a promising model for community building and the Local Initiative Support Corp. has established a development team program modeled after Mon Valley Initiative.

It is from that background and that base that I speak to you today about the area in which I live and work and our support for the steel industry heritage project.

For nearly 100 years, the Mon Valley was an integrated industrial complex where raw materials and finished goods were shipped by rail and river. Generation on generation lived in coal patch towns and mill towns and worked in a region identified internationally with the steel industry. It was a way of life that seemed permanent, but we were surprised to find in the 1970's and early 1980's that the impermanence of this life was very clear.

The numbers of jobs lost, economic devastation, and the social impact of industrial dislocation has been well documented and reported, so today I want to talk about the more intangible elements of change, where our communities are now and what H.R. 3144 and H.R. 3707 could mean to us.

More than anything else, with the loss of industry, we have lost our sense of identity. As industrial communities, we were labeled hard-working, ethnic, blue-collar towns. Even terms like "shot-and-a-beer" town or smoky city we wore with pride. But without our industries, we no longer had a way to describe or define ourselves or our communities, and the positive working images have increasingly been replaced with images of desolation, destruction, and loss.

Although our circumstances have changed, we haven't. Rather than being identified by what we have lost, we believe we can use our heritage to redefine ourselves in more constructive ways. Conserving, interpreting, and celebrating our heritage is a way to remind ourselves and those outside of our region of past victories and of the characteristics which have allowed us to succeed. We can use our heritage to tie our past to our present and our future.

The creation of a steel heritage area and the Heritage Areas Partnership create a mechanism or framework for the conservation

of both the tangible and intangible elements of industrial life that can become the base on which we build our future.

Both bills provide for partnerships to foster cooperation. H.R. 3144 specifically mentions community empowerment as a goal of the establishment of a steel heritage area. Both pieces of legislation provide opportunities for economic growth and identify worthy goals that we believe we can use in rebuilding our region.

There are several ways that I have already seen the Steel Industry Heritage Task Force have a positive impact on Mon Valley communities.

The steel industry heritage project has been a public reminder of the strengths of the region, of our work ethic, of our willingness to work three shifts and 7 days a week, of a skill base that exists in the region, of close-knit communities and bountiful natural resources.

Within the Mon Valley, people have joined forces, reaching across municipal and county boundaries. They have sought ways to share information and resources and work together on projects to preserve the history of their industry, union, or ethnic group.

As important for the future, they have reached outside to tap financing expertise and seek partners in these areas and projects. Being able to define strengths and establish working partnerships are essential skills for economic rebuilding.

In addition, there are specific community-based projects that are already under way which could significantly benefit from further involvement of the National Park Service in an industrial heritage area that includes the Mon Valley.

In Elizabeth, the local community development corporation has been working with glass artists to establish the glass works, a glassmaking studio, teaching, and demonstration center in their river-front community.

Elizabeth was the first incorporated borough in Allegheny County and lies at the southern border of the county. The GlassWorks will be established in a vacant building situated between the Monongahela River and the Elizabeth business district.

The buildings had been donated to the borough government when the corporate owner no longer had any use for the facility and the local community group defined a use, recruited the crafts people, and have begun to shape the project.

It is their hope that this center will attract other crafts people to work, teach, and sell their crafts in Elizabeth's compact, historic business district.

In the Homestead area, which is across the Monongahela River from the city of Pittsburgh, the business district, which spans three municipalities, has recently received the first multicommunity Main Street designation in the Commonwealth of Pennsylvania. Half the funding for that program will come from the Commonwealth. The other half has been raised primarily from local businesses.

The Bost Building, union headquarters during the 1892 Battle of Homestead, is within the Main Street program area. The business district abuts the former Homestead Works of U.S. Steel and the historic Carnegie Library.

Several ethnic social halls and many turn-of-the-century homes and commercial buildings stand within and adjacent to the business district, one of the reasons why these three communities have one of the largest National Register Historic Districts in Pennsylvania.

In Fayette County, the Flat Iron Building located in Brownsville had deteriorated significantly until the local community development corporation began work to restore the building as part of their downtown strategy.

The Steel Industry Heritage Corp. was able to gain support for the project in the Pennsylvania capital budget and in addition, the Flat Iron Building received funding from individuals and private foundations and through Mr. Murphy, Federal funds to complete the restoration project.

The Brownsville Area Revitalization Corp. hopes to use the Flat Iron Building as a visitors' center for a local historic attraction in the hope that it will bring more people into the business district.

These three examples aren't the only ones, but they illustrate the potential for a steel heritage area built on partnerships. In each case, the community has recognized that the historic industrial character of the community can be used to economic benefit. They have established relationships with private and public programs and funding sources and each of these projects will have greater success and achieve their potential if they can be connected through a heritage area.

You may be tempted to think that these kinds of activities will go on without a continuing role for the National Park Service or without the framework that the heritage area provides, but I believe that would be wrong, because each of these communities are places where the resident have had a major role in, and a strong commitment to, the work that has been done so far, to plan and study the heritage conservation region of the Steel Industry Heritage Corp.

These projects happened because community members believed that their hard work and dedication, both to their community and to the steel industry heritage project, would result in a Federal commitment, and without that Federal commitment, these kinds of projects will not continue to be developed because quite honestly, they make less sense when there is no opportunity to connect them and no way to gain the leverage of a larger umbrella.

As someone who works in community development, I believe that the steel industry heritage project can add considerably to the work that my organization does, particularly in commercial district development and in creating a positive image for the region, an image which we can use to attract residents and businesses.

But my strongest commitment to the project is as a resident. I grew up about 5 miles from where I now work and live. My home is four blocks from the former Homestead Works of U.S. Steel. My children are fourth generation in our community and their great-grandfather was arrested in the Homestead lockout and strike of 1892.

Mr. Vento, when you visited our valley last year, you heard my neighbor Rich Majorsky at the Homestead Library talk about his desire to have a way to talk to his grandchildren about his life as

a steelworker. I believe that this story is one that needs to be told, not just for my children or for Rich's grandchildren, but because it is an important story for the Nation.

The plants at Mon Valley built America and helped win World War II. Our industrial plants provided ways of work that are quickly disappearing to a technological era, and our ethnic traditions preserve a rich tapestry of life that is disappearing as families leave our region and scatter.

Your action now in support of a heritage area will allow us to build a new future as we share our past with each other and with the Nation.

Thank you.

Mr. VENTO. Thank you very much.

[Prepared statement of Ms. DeBolt follows:]

338 East Ninth Avenue  
Third Floor  
Homestead, Pennsylvania 15120  
(412) 464-4000 FAX: 464-1750



## MON VALLEY INITIATIVE

Braddock  
Brownsville Area  
Greater Charleoi  
Clairton  
Duquesne  
East Pittsburgh  
Elizabeth Area  
Glassport  
Homestead Area  
Monessen  
Monongahela Area  
North Braddock  
Rankin  
Switzvale  
Turtle Creek  
West Newton  
Wilmerding

Statement for the Record  
submitted by Jo H. DeBolt, Executive Director  
Mon Valley Initiative

Hearing on H.R. 3144 to authorize funding  
within the Department of the Interior  
to implement the Steel Industry Heritage Project  
and  
H.R. 3707 to create the American Heritage Areas Partnership  
Subcommittee on National Parks, Forests and Public Lands  
Committee on Natural Resources  
U.S. House of Representatives

June 28, 1994



The organization which I represent, Mon Valley Initiative, is a coalition of seventeen community development corporations in thirty-two communities along the Monongahela River in Southwestern Pennsylvania. Our organization spans four counties and through it, 365 volunteer Board and committee members direct a range of community-based development projects and programs.

We are an organization built upon community involvement, community empowerment and consensus building. Our coalition structure and consensus organizing approach have, in fact, made us a national model. Last October in St. Paul in remarks which followed those made by Mr. Vento, Secretary Cisneros cited our organization as a promising model for community building and the Local Initiatives Support Corporation has established a Development Team program based on MVI which they are using extensively in small cities and communities in the Southern United States.

It is from that background that I speak to you today about the area in which I live and work, the Monongahela Valley and our support for the Steel Industry Heritage Project (H.R. 3144)..

For nearly 100 years, the Monongahela River Valley was an integrated industrial complex. Raw materials and finished goods were shipped by rail and river. Generation on generation lived in coal patches and mill towns and worked in a region identified internationally with the steel industry. It was a way of life that seemed permanent. In the late 1970's and early 1980's, the impermanence of this life became shockingly clear.

The numbers of jobs lost, the economic devastation, the social impact of

industrial dislocation have all been well documented and reported. Today, I want to talk about the more intangible elements of change, where our communities are now, and what H.R. 3144 and 3707 could mean to our region.

More than anything else, with the loss of industry we have lost our sense of identity. As industrial communities we were labelled hard-working, ethnic, blue collar towns. Even mildly derisive terms like, "shot and a beer" town or smoky city, we wore with pride. Without our industries, we no longer had a way to describe or define ourselves or our communities. The positive working images have increasingly been replaced with images of desolation, destruction, and loss.

Although our circumstances have changed, we haven't. Rather than being identified by what we have lost, we can use our heritage to redefine ourselves in more constructive ways. Conserving, interpreting, and celebrating our heritage is a way to remind ourselves, and those outside, of past victories and of the characteristics which allowed us to succeed. We can use our heritage to tie our past to our present and future.

The creation of a Steel Heritage Area and the Heritage Areas Partnership create a mechanism or framework for the conservation of both the tangible and intangible elements of industrial life that can become the base on which we will build our future. Both H.R. 3707 and 3144 provide for partnerships to foster cooperation among various public and private entities. H.R. 3144 specifically mentions community empowerment as a goal of the establishment of a Steel Heritage Area. Both pieces of legislation provide



opportunities for economic growth and identify worthy goals in rebuilding our region.

There are several ways that I have already seen the Steel Industry Heritage Task Force and Corporation have a positive impact on Mon Valley communities.

- The Steel Industry Heritage project has been a public reminder of the strengths of the region --- our work ethic, willingness to work three shifts and seven days a week, a skill base, close-knit communities, and bountiful natural resources.
- Within the Mon Valley, people have joined forces, reaching across municipal and County boundaries. They have sought ways to share information and resources and work together on projects to preserve the history of their industry, union, or ethnic group.
- As importantly -- maybe more importantly for the future of the Valley -- they have reached outside to tap financing, expertise, and seek partners in those projects.

Being able to define strengths and establish working partnerships are essential skills for economic rebuilding.

In addition, there are specific community-based projects, already underway, which could significantly benefit from further involvement of the National Park Service in an industrial heritage area that includes the Mon Valley. In Elizabeth, the local community development corporation has been working with glass artists to establish the GlassWorks, a glass-making studio,

teaching, and demonstration center in their riverfront community. Elizabeth was the first incorporated Borough in Allegheny County and lies at the southern border of the County. The GlassWorks will be established in a vacant building situated between the Monongahela River and the Elizabeth business district. The buildings had been donated to the Borough when the corporate owner no longer had any use for the facility. The local community group defined a use for these structures, recruited the craftspeople and have begun to shape the project. It is the hope of the community group that this center will attract other craftspeople to work, teach their craft, and sell their creations in Elizabeth's compact, historic business district.

In the Homestead Area, across the Monongahela River from the City of Pittsburgh, the business district which spans three municipalities has recently received the first multi-community Main Street designation in Pennsylvania. Half of the funding for the Main Street Program will come from the Commonwealth of Pennsylvania, the other half has been raised from local businesses, primarily those in the Main Street Program area. The Bost Building, union headquarters during the 1892 Battle of Homestead, is within the Main Street program area. The business district abuts the former Homestead Works and the historic Carnegie Library. Several ethnic social halls and many turn-of-the-century homes and commercial buildings stand within and adjacent to the business district, one of the reasons why these communities have one of the largest National Register Historic Districts in Pennsylvania.

In Fayette County, the Flat Iron Building located in Brownsville had

deteriorated significantly until the local community development corporation began work to restore the building as part of their downtown revitalization strategy. The Steel Industry Heritage Corporation was able to gain support for the project in the Pennsylvania Capital Budget. In addition, the Flat Iron Building received funding from individuals and private foundations, and through Mr. Murphy, federal funds to complete the restoration project. The Brownsville Area Revitalization Corporation hopes to use the Flat Iron Building as a visitor's center, bringing people into the business district.

These three examples are not the only ones. They illustrate the potential for a Steel Heritage area built on partnerships. In each case, the community has recognized that the historic industrial character of the community can be used to an economic benefit. They have established relationships with private and public programs and funding sources. Each of these projects will have greater success and achieve their potential if they can be connected through a heritage area.

You may be tempted to think that these kinds of activities might go on without a continuing role for the National Park Service or without the framework that the Heritage Area provides. I believe that would be wrong. Each of these communities are places where the residents have had a major role in and commitment to the work that has been done so far to study and plan for heritage conservation. These projects happened because community members believed that their hard work and dedication, both to their community and to the Steel Industry Heritage project would result in a federal commitment. Without a

federal commitment, these kinds of projects will not continue to be developed because, quite honestly, they make less sense when there is no opportunity to connect them and no way to gain the leverage of a larger "umbrella".

As someone who works in community development, I believe that the Steel Industry Heritage Project can add considerably to the work that my organization does, particularly in commercial district development and creating a positive image for the region -- an image which we can use to attract residents and businesses.

My strongest commitment to the Project, though, is as a resident. I grew up five miles from where I now work and live. My home is four blocks from the former Homestead Works of U. S. Steel. My children are fourth generation in our community and their great-grandfather was arrested in the Homestead Lockout and Strike of 1892. Mr. Vento, when you visited our Valley last year, you heard my neighbor, Rich Majorsky, talk about his desire to have a way to tell his grandchildren about his work as a steelworker. I believe that this story is one that needs to be told and deserves recognition -- not just for my children or Rich's grandchildren, but because it's an important story for the nation -- the plants of the Mon Valley built America and helped win W.W. II, our industrial plants provided ways of work that are quickly disappearing to a technological era, and our ethnic traditions preserved a rich tapestry of life that is disappearing as families scatter.

Your action now in support of a Heritage Area will allow us to build a new future as we share our past with each other and with the nation.

Mr. VENTO. I have run into a time problem. You have heard the questions I have asked. Many of them are applicable to this area. Obviously you predated much of the final thoughts that went into the version of the bill that passed out of committee. We still have to pass it on the House floor.

I think there is a consensus to modify the bills to fit that as much as we can and we will try to do that. I hope you enjoyed your visit to St. Paul, other than my speech. That was cruel and unusual punishment.

Ms. DEBOLT. It was a very nice visit and I enjoyed your speech.

Mr. VENTO. Last, Hon. Bruce Hagensen, the mayor of the city of Vancouver, who hosted myself and others when we were there.

Mr. Galvin can join the mayor at the table, although the testimony from the Park Service is not ready, but I think it might be helpful to answer any questions that we might have of the Park Service.

Mayor, thanks for your patience. Much of what we are talking about fits the same sort of dilemma that each of the heritage areas experience.

#### STATEMENT OF HON. BRUCE HAGENSEN, MAYOR, CITY OF VANCOUVER, WA

Mr. HAGENSEN. I can appreciate that, Mr. Chairman.

I want to thank you for the opportunity to appear before you today. I would point out that I did prepare remarks for this committee.

Mr. VENTO. I have read your remarks, so you can summarize them.

Mr. HAGENSEN. I am not even sure I want to summarize them.

Mr. VENTO. They will be in the record.

Mr. HAGENSEN. After listening to the deliberations today, I might want to take a different tact.

I would also point out, Mr. Chairman, that Mr. H.A. Dengerink, who is the chairperson of the Vancouver Historic Study Commission, also submitted remarks.

Mr. VENTO. Without objection, those will be put in the record.

[The information follows:]



Washington State University

Vancouver

1812 E. McLoughlin Boulevard  
Vancouver, WA 98663-3507  
206-737-2010  
FAX 206-690-4674

June 28, 1994

Mr. Bruce F. Vento, Chairman  
Subcommittee on National Parks, Forests and Public Lands  
Committee on Natural Resources  
U.S. House of Representatives  
Washington, DC 20515

Dear Chairman Vento and Members of the Committee:

I apologize for not being able to make a personal presentation to you today. Given the time and expense involved, as well as the press of other responsibilities, it is difficult for us on the west coast of the U.S. to be full participants in the political process. Consequently, I am grateful that you are willing to accept input from me in this fashion.

The legislation proposed to create the Vancouver Historic Reserve is the result of a time consuming and difficult but very important process. It is the product of the Vancouver Historic Study Commission which was created by Congress. The commission itself was composed of representatives of various stakeholders in the process and in the outcome. In addition, the commission sought expert opinion from various sources including the Smithsonian. Perhaps most importantly, the commission sought, and received, input from individuals and organizations that chose to comment on the issues and the process.

I have outlined the process because I believe it is extremely important that as you debate the Vancouver Historic Reserve legislation, you recognize that considerable public effort, wisdom, time and negotiation went into crafting this recommendation. As chair of that commission I am concerned that the voices of our region's citizens be heard by you and your fellow legislators.

The recommendation of the commission is one that is balanced. It seeks to preserve all the various layers of history that have accumulated on the shores of the Columbia River. In so doing we have recognized the importance of the various layers of history individually. And we have recognized that some may be of greater national significance than are others. Of perhaps even greater importance than the individual layers of history is the relationship among them. Some layers would not have occurred if previous ones had not. Others were extensively shaped by previous ones. Thus the whole of these various layers of history are greater than the sum of the individual ones.

June 28, 1994

Page Two

Some elements of our recommendation dealt with controversial issues. The most difficult element is that which recommends maintaining an historic airfield adjacent to the re-created Hudson's Bay Company's Fort Vancouver. That airfield, however, represents a unique opportunity to curate an important element in the history of aviation. Further, the aviation history which blossomed on this site did so here because of events that were shaped by the earlier Hudson's Bay Company. One is a historical and logical, if not necessarily obvious, extension of the other.

Most living history museums or historic sites in this country concentrate on a single event or single period in isolation of all others that may have occurred on that site. That strategy has a charm of simplicity to it. It also eliminates conflicts that can occur among groups which have divergent interests. But history is not simple. It does not occur as a snapshot in time. It is complex and the various elements relate to each other.

It is also possible for people with divergent interests to work together in a cooperative fashion. The proposal that you have before you represent considerable compromise and negotiation among persons with very different and very narrow interests. If we work together we can make it great.

As the legislative process moves forward it may be tempting to select parts of our recommendation and not others. Our recommendation, however, comes as a whole. It is the completeness and balance of it that makes it work. Just as the various layers of history lead into and support each other, the various elements of our recommendation also depend on each other.

We are extremely grateful that you are considering our recommendation for a Vancouver Historic Reserve. We as a community have been enriched by the process of crafting this recommendation. We are hopeful that you will also see the wisdom and creativity that we find in our proposal.

Sincerely,



H. A. Dengerink, Ph.D.  
Chair, Vancouver Historic Study Commission



Mr. HAGENSEN. I guess what I will attempt to do, Mr. Chairman, is to give some comments, partly in summary of my written testimony, but also maybe in response to some of the things that I have heard during today's deliberations.

First, certainly I want to thank you and your staff for visiting our community and for allocating the better part of a morning to visiting the historical assets. I want to publicly commend Congresswoman Jolene Unsoeld for her steadfast support for a very important public policy document for our area.

I guess what I would like to do, Mr. Chairman, is indulge a little bit in somewhat of a historical odyssey as to where we have been and why we are here and possibly make some attempt to differentiate our particular project from a number of the very fine projects that you have heard today.

My involvement as an elected official goes back 10 years, to 1984, when I first started looking at the historical assets we have in that particular reserve area. I spent the better part of 3 years trying to bring projects along trying to work with the Park Service and other entities in developing some type of a cohesive plan that we all could agree to and follow.

I was told in approximately 1987, that Congress was probably going to have to take some action to achieve the objectives that I believe the citizens of our community had for the historic area. We spent the next 3 years trying to come up with some type of program in conjunction with our congressional delegation to bring something forward to Congress that would make sense.

We arrived back in 1990 with a bill that was a request to Congress to establish a national historic area. The action Congress took was to say, if I could paraphrase, "The historic reserve might be a good idea, but we would like to study the issues first. We want to verify the historical assets. We want to have some idea that there is a good plan that might allow all stakeholders to work together."

The Vancouver Study Commission was formed, appointed by the Secretary of the Interior, and true to the request of Congress, they came back to you with a report and, I think, this in some ways differentiates our particular project, our particular bill with some of the other areas that have spoken to you today and I am sure are also stacked up within the committee.

Congress appointed, asked for a report. Congress received a report. The report was endorsed by the current Secretary of the Interior Mr. Babbitt and was sent forward for action. I think that what we hope to accomplish at the Vancouver Historic Reserve is very much in keeping with the legislation that the chairman has been—has put forward, House bill 3707.

I would like to respectfully request that while I think we are very compatible in philosophy, very compatible in public policy, I would request that our bill be treated maybe on the same track, but due to the fact that we were responsive to Congress, that we be treated as a bill possibly separate from that.

I think it is important to note that during those intervening 10 years, we have not been sitting on our hands within our particular community. As listed in my written testimony, there is approximately 15 million dollars' worth of projects that have been initiated

and completed and there are more projects coming. I believe also that many of those projects you had the opportunity to witness, the river-front renaissance, the restoration of Officers Row, and I would hope that you would agree that all those projects are very much in keeping with the concept of the reserve and probably very much in keeping with 3707.

I am here today to ask the committee and Congress to act. I think within the context of my written remarks, I said something to the effect that we have shown that the public process can be cautious, we have shown that the public process can be deliberative, and we have shown that the public process can be inclusive.

I would also like to be able to tell my constituents in southwest Washington that we also need a demonstration that the public process is capable of acting.

I would encourage the committee to do a couple of things. I would encourage the committee to endorse the findings of the committee that worked so hard for 2 years to bring a report to you. I would also encourage the committee to act on Congresswoman Unsoeld's bill and I would hope that we can do it in this session.

I would be happy to respond to questions.

Mr. VENTO. Thank you very much.

[Prepared statement of Mr. Hagensen follows:]

Testimony of:

Bruce E. Hagensen, Mayor  
City of Vancouver, Washington

In support of H.R. 4607  
The Vancouver National Heritage Area Partnership Act of 1994

Presented to Natural Resources Committee,  
Subcommittee on National Parks, Forests and Public Lands

June 28, 1994

I wish to express my appreciation to the members of the Committee for the opportunity to appear before you today in support of the Vancouver National Heritage Area Partnership Act of 1994. It is a privilege to be an advocate for a measure that speaks so succinctly to the values of partnership, and the preservation and enhancement of our historical and natural resources.

I would also like to express my appreciation to Congressman Bruce Vento and his staff for personally visiting the site, to see first hand the area that is acknowledged to be the "birthplace of the Pacific Northwest." At the same time, I wish to publicly commend Congresswoman Jolene Unsoeld for her steadfast commitment to the creation of a public policy statement that has such inherent worth and holds forth so much promise.

As a publicly elected official, I have spent the last ten years dealing with issues related to the area now commonly called the Historic Reserve. During this decade of effort, while searching for the appropriate operative "mechanism" to assure a coordinated approach to all of our historical assets, a number of significant accomplishments have taken place:

- Officer's Row has been renovated: A \$10 million dollar project funded by the City of Vancouver and the State of Washington with technical assistance from the National Parks Service.
- The Pearson Air Museum has been established through the efforts of private benefactors.

- The Grant House Folk Art Center has been established through the efforts of the City of Vancouver and private benefactors.
- The River Renaissance Walk: A \$3 million dollar project funded by the City of Vancouver, the State of Washington, and private benefactors.
- The Captain Vancouver Monument and Plaza: A \$135,000 project funded by the City of Vancouver, the State of Washington and private benefactors.
- A monument to the first Japanese visitors to the North American Continent: A \$45,000 project funded by the citizens of Hyogo prefecture in Japan.

As these projects came to fruition over the intervening years, with strong public and private support, a number of policy issues became clarified:

- 1) First, we as citizens and local officials cannot, and should not, relinquish our responsibilities, and make the Federal Government the sole arbiters of good public policy with regard to our historic assets.
- 2) Secondly, we, as citizens and local officials, cannot and should not, put the financial burden of preserving and enhancing our historical assets solely on the shoulders of our federal government.
- 3) And finally, partnership between Federal, State and local governments, with the support of the private sector, can accomplish what we as individual groups could never achieve.

It is this vision of collective responsibility, resolve, and resources that will provide the synergism to fully develop the opportunities that are arrayed before us in the Historic Reserve. It is this vision of partnership that will allow us to serve our citizens in the most efficacious manner possible, as we share our heritage with present and future generations.

I will not re-state the findings of the Vancouver Historical Study Commission. They have forwarded to you an excellent and complete document, endorsed by the Secretary of the Interior Mr. Babbitt, and I know that you and your staff have given it the credence it deserves.

I would however, like to underline a couple of points that are relevant to your deliberations as you consider the enabling legislation which is H.R. 4607:

- The Vancouver Historical Study Commission was a creation of Congress, and this is your report.
- The Commission had all of the stakeholders at the table during 24 months of deliberations, and they did resolve the issues before them.
- The meetings were held in public, with excellent opportunities for public scrutiny and public participation.

I would request that you do more than give H.R. 4607 your favorable consideration. I am respectfully requesting that you endorse the findings of the Vancouver Historical Study Commission as enumerated in their Final Report dated April 1993; and in addition, that you move swiftly to pass H.R. 4607 as it is presently crafted.

We have spent ten years seeking a solution as to how best to proceed with this 300 acres of layered history in the Pacific Northwest. We have demonstrated that the public process can be cautious, deliberative and inclusive. It is now time to demonstrate that the public process can also be creative, responsive, and can act with clarity and conviction. This bill is an excellent piece of public policy, and I urge your unanimous support.

Mr. VENTO. Let me yield to Congresswoman Unsoeld.

Do you have any questions? I know you have to leave momentarily. If you have questions, you can question.

Mrs. UNSOELD. Only to say, are you at liberty, at this time, to say anything about possible related projects and how this one fits into the chairman's concept of not having the Federal Government pick up all the costs?

Mr. HAGENSEN. Yes; thank you.

One of the reasons I listed the 15 million dollars' worth of projects that we have completed in the last 8 years is the fact that we did them without the Federal Government in some cases—editorial comment—in spite of the Federal Government.

I have been spending the last 3 years trying to interest private nonprofits in supporting the concept of the historic reserve and as such, to take a long-term view in what the potential of the reserve is and also to possibly fund the projects, one being the restoration of the Orville Howard House, and the other establishment of the Pearson Air Museum. We have a \$3 million request in at this time.

I would like to point out that the private nonprofit that we have put the request in to have come forward with a declaration of interest and I expect them to take action in September and I expect that to be positive action.

They will not take action if we do not have a historic reserve or a heritage area or some type of a commitment to a management plan. So I think in the short term, it would be nice to have action so that we can avail ourselves of this opportunity. But I think still other events that have taken place over the last 10 years also, I think, are a compelling argument for action in this session as well.

Mr. VENTO. Congresswoman Unsoeld, I know that you have to leave. Obviously she was directing the question to Mr. Galvin. Were you directing the question to Mr. Galvin?

Mrs. UNSOELD. I am interested in what he might have to say.

Mr. VENTO. Mr. Galvin, do you have any comments?

Mr. GALVIN. As the mayor pointed out, we did transmit this study to the committee on November 3 and I apologize for not having a prepared position at this time, but I think it might be useful to read, at least, a portion of that transmittal memo to give our sense of where this project is.

Again, I am just excerpting part of the letter.

It says:

The area considered by the Commission enlarges the scope of the historic narrative to include places and events that provide context to Fort Vancouver National Historic Site, an existing unit of the National Park System. We believe these are complementary to the protection and interpretation of this fort and support them. We also support the concept of a partnership and coordinated resource protection. Given the current fiscal constraints facing the system, we believe the partnership concept offers great promise in taking advantage of historic preservation and interpretation opportunities and would not increase the Federal Government's financial obligations.

I have no reason to expect that our final position will contradict that statement made earlier by the Secretary.

Mr. VENTO. The issue gets more complicated because of the relationship with Fort Vancouver National Historic Site, a reconstruction of Fort Vancouver and perhaps even on the original footprint.

Mr. GALVIN. It is on the original footprint, yes.

Mr. VENTO. I understand that there is some discussion about that. The issue though is complicated because of the land ownership and the provision for a lease for up to the year 2002 or something concerning the operation of the Pearson Air Park in Vancouver.

So the issue here is how to reconcile those two activities. There is obviously a concern that if the Park Service were to take the land back in the absence of any other action by Congress, that that wouldn't in essence close the airfield.

It is a municipal airfield which has some use for small aircraft. Obviously there are a number of cross currents in terms of this legislation that is not necessarily common to other proposals that are before us.

I am reconciled to the fact that doing a heritage area in at least some of the areas identified is desirable, and that given the trade-offs here, there is something that can be enhanced in terms of working with the community with this project.

So I won't go through all of the issues today because it is late in the day, but there are numerous questions and the Park Service, I would hope, would submit testimony in the near future concerning this.

The bill was recently introduced, but there was about a week's notice provided and since there had been a report submitted on the issue, it was hoped that it would be possible to have testimony today, but clearly that is not the case.

The best made plans sometimes don't deliver the testimony, and clearly with the number of bills coming before the committee, I am grateful for the Park Service's effort to get to respond each and every time.

This doesn't happen but maybe once in a long time that this happens. I think it is more important to have it right than to, in fact, give testimony that you can't stand with or that doesn't clearly state the position of the Park Service in a way that is useful to the committee. So we hope to have that.

I think the discussion today has been extremely useful in discussing all of the heritage areas and the dollar amounts. Putting a dollar amount on this project will be necessary.

Mr. Mayor, are you satisfied that that can be done?

Mr. HAGENSEN. Yes, Mr. Chairman.

A couple of points. First, realizing that there are several issues about our particular area that we are in need of resolution, I believe Congress directed the Historical Study Commission to come up with answers to that. I would submit that with all the stakeholders at the table, that being the Park Service, that being the city of Vancouver, that being the Army, that being the State of Washington, that the Reserve Commission believes that they resolved the issues.

Mr. VENTO. I understand how they feel and we will take that into consideration. I am just talking about the money. They resolved the issue with regard to the air park and the designation. We have to go ahead with the designation and deal with that in law.

The other aspect is the necessity for a commission. If you want a commission with the State and others involved, some operating



entity, that is your prerogative. I don't know that the Federal Government needs a commission.

Mrs. UNSOELD. We don't establish one—

Mr. HAGENSEN. We have a partnership and I guess, Mr. Chairman, I would point out that the—it seemed important to have an ongoing management effort as well as a funding resource for the different types of activities we might want to anticipate.

Mr. VENTO. I understand, as I read that last night, that they did go through the operation of a compact and some of the other specifics in the legislation that we proposed. It hasn't been written yet, so it isn't law.

Everybody wants to hold you to it, but the fact is that we have to find some sort of middle ground here in terms of dealing with these ongoing areas and then I would hope that the message would go out. We are going to try to conform them as much as we can.

I know you made an effort; we will push that further.

My colleague has to go, so at this time, if there are no further questions, I will thank the mayor for his presence and patience in waiting until the end of the day, and Mr. Galvin for your service today, a yeoman service on the topic, and we will stand adjourned.

Mr. GALVIN. Thank you, Mr. Chairman.

Mr. VENTO. Thank you.

[Whereupon, at 2:10 p.m., the subcommittee adjourned.]





# APPENDIX

JUNE 28, 1994

## ADDITIONAL MATERIAL SUBMITTED FOR THE HEARING RECORD



United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240



DEC - 7 1993

Honorable Sidney R. Yates  
Chairman, Subcommittee on Interior  
Committee on Appropriations  
House of Representatives  
Washington, D.C. 20515

Dear Mr. Yates:

I am pleased to forward "A Coal Mining Heritage Study: Southern West Virginia" prepared by the National Park Service pursuant to the Fiscal Year 1991 Interior and Related Agencies Appropriation Act, Public Law 101-512, and Title IV of Public Law 100-699. This study was conducted "...to determine the feasibility of protecting and preserving certain significant cultural, historic and natural resources associated with the coal mining heritage of southern West Virginia." Bramwell, West Virginia, is included in this study as well as another study being sent to Congress in response to the Fiscal Year 1991 Interior and Related Agencies Appropriation Act.

Many residents in the study area conveyed a desire to increase appreciation for and conservation of the culture and places associated with early bituminous coal mining. This study found local actions in a regional network are central to the conservation of heritage. Thus, there is a need for a community-based approach to heritage conservation focusing on leadership development and economic renewal, infrastructure, restoration and recreation and cultural conservation. The study presents three concepts for different types of actions: (1) Continuing Heritage Conservation and Development Activities, (2) Historic Sites Tour Route, and (3) Community-Based Heritage Conservation.

The majority of resources located to date represent the social and domestic life of the miners and their families while few historic industrial resources have been found. Several company towns, varying in degrees of integrity, still exhibit streetscapes of identically massed workers' housing, superintendents' residences, company stores, churches and schools. However, many historic industrial sites are located in areas where mining occurs today. In these areas, historic tipples, panlines, portals and other mining resources are often cleared away by mining companies. Generally, the longer a company operates a mine, the fewer the number of historic resources remaining at the site, since older equipment is replaced by modern machinery and the site modified to suit contemporary needs.

The National Park Service administers three areas in the study area. The New River Gorge National River was authorized to "conserve and interpret outstanding natural, scenic and historic values and objects in and around New River Gorge." Two newly authorized National Park Service areas in the region - Gauley River National Recreation Area and Bluestone National Scenic River - appear to offer

similar opportunities to highlight the relationships between coal mining history and natural, scenic and recreational areas as does New River Gorge National River.

This study was considered by the National Park System Advisory Board during its 110th meeting on August 11, 1993. The Board adopted a resolution recommending: (1) the study be transmitted to Congress, (2) the Community-Based Heritage Conservation Alternative which provides a partnership approach engaging private and public agencies and organizations at all levels in community-based economic renewal and cultural conservation activities and (3) the State of West Virginia initiate nominations of historic and archaeological resources to the National Register of Historic Places. We support the Board's recommendations.

An identical letter is being sent to the Honorable Robert C. Byrd, Chairman, Subcommittee on Interior and Related Agencies, Committee on Appropriations, United States Senate.

Regards,

/s/ Bonnie R. Cohen

Bonnie R. Cohen  
Assistant Secretary  
Policy, Management and Budget

Enclosure

cc: Honorable Ralph Regula  
Ranking Minority Member



## United States Department of the Interior

OFFICE OF THE SECRETARY  
Washington, D.C. 20240

AUG 10 1994

Honorable George Miller  
Chairman, Committee on Natural Resources  
House of Representatives  
Washington, D.C., 20515

Dear Mr. Chairman:

At the June 28, 1994, hearing of the Subcommittee on National Parks, Forests, and Public Lands, the Department was asked to provide testimony on H.R. 4607, a bill "To establish the Vancouver National Heritage Area, and for other purposes." We regret that we were unable to provide our comments at that time. We have now reviewed the bill and wish to report the following for the record.

We support H.R. 4607, if amended to designate the area as a National Historic Reserve rather than a National Heritage Area and to make several other technical changes recommended in this report.

The Vancouver, Washington, area is rich with cultural and historic resources which merit National recognition, protection, and commemoration. If enacted, the bill would establish the Vancouver National Heritage Area, consisting of approximately 366 acres of publicly owned land, which includes Ft. Vancouver National Historic Site and other public lands. The operational entity of the heritage area would be the Vancouver National Heritage Area Partnership. Under provisions of the bill the partnership would be authorized to hire staff, acquire land and convey it to other public or private land managing agencies. Furthermore, H.R. 4607 would authorize existing member agencies to transfer land to any other member agency, which presumably could include the transfer of Federal lands at Fort Vancouver National Historic Site to private or other public interests.

H.R. 4607 would require the preparation of a new management plan every five years. Under the proposed legislation, the National Park Service would be assigned the lead responsibility for the implementation of the management plan, including the design, construction, and supervision of all common projects within the heritage area, regardless of land ownership.

For over two years, a representative of the National Park Service served on the Vancouver Historical Study Commission, charged by

Congress to determine the feasibility of establishing a Vancouver National Historical Reserve for the area. Their 1993 final study report is the basis for this legislation.

We believe that legislation to enhance interagency cooperation in this area and implement the 1993 study is a worthy project. However, we feel that this area does not fit into the formula for a heritage area, as set out in the proposed American Heritage Area Partnership Program Act of 1994, H.R. 3707, as reported by this Committee. Therefore, based on the 1993 study, we recommend that the bill be amended to designate the area as a National Historical Reserve.

Section 7(h) of H.R. 4607 deals with the transfer of real property. The existing Fort Vancouver National Historic Site is currently owned by the National Park Service. It is unclear whether this legislation would authorize the transfer of lands, such as Fort Vancouver, to private or other public entities. We recommend the bill be amended to require that any transfer of National Park Service land can only occur with the specific approval of Congress.

In April 1972, the NPS purchased the western half of Pearson Airpark conditioned upon a 30-year reservation of use and occupancy by the City of Vancouver for airport purposes. This reservation expires April 3, 2022. We recommend that the use of the property for general aviation and air museum purposes be authorized to continue, under a land use rental arrangement, until April 3, 2022. In addition, we recommend that the legislation specify April 3, 2022, as the date by which all general aviation aircraft and improvements are removed from Pearson Airpark and replaced with historic aircraft, as proposed in the plan. We support a transition from general aviation to historic aircraft through a gradual phase-out, which must be completed no later than April 3, 2022.

H.R. 4607 would establish a management entity, known as the Vancouver National Heritage Area Partnership, to oversee the designated area. The Administration has generally recommended against the Federal establishment of the management entity for a National Heritage Area. That should be a local, not a Federal, responsibility.

Instead, we would recommend that the bill be amended to authorize the National Park Service, the State of Washington, and the City of Vancouver to negotiate a memorandum of agreement for the management of the National Historical Reserve. Such an agreement between the landowners in the designated area can assure implementation of a general management plan without requiring the establishment of another layer of management.

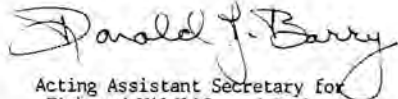
We support the continued presence of historical aircraft at

Pearson Field that are directly associated with the museum function at Pearson. We support the definition of "historic aircraft" as it appears in the bill.

H.R. 4607 calls for revisions to the General Management Plan every five years. We recommend that the language be changed to call for revisions as needed.

The Office of Management and Budget has advised that it has no objection to the presentation of this report from the standpoint of the Administration's programs.

Sincerely,

  
Acting Assistant Secretary for  
Fish and Wildlife and Parks

# AUGUSTA CANAL AUTHORITY

Canal Constructed 1845 • Canal Enlarged 1875 • Authority Established 1989

EXECUTIVE DIRECTOR  
Dayton L. Sherrouse

MEMBERS  
Jeanie C. Allen  
D. Hugh Connolly  
Richard S. Fox  
Thomas H. Robertson  
Robert S. Woodhurst, III

## Summary of Compact

for the

Augusta Canal National Heritage Area

June, 1994

### I. Introduction

This summary outlines the initial compact that has been developed in the master planning process for the Augusta Canal National Heritage Area through an extensive program of public involvement over the last two years. The plan is summarized in the enclosed two volumes, The Augusta Canal Master Plan, Part 1: Summary Plan and Part 2: Technical Plan, and in supporting documents.

### II. Summary of Compact

The following paragraphs outline the elements of the compact according to the requirements and format of Section 6 (d) (2) of the proposed American Heritage Area Partnership Program Act of 1994 (H.R. 3707):

- A. Boundary Delineation. The boundary of the Augusta Canal National Heritage Area is delineated on Figure 2 of Section 1: Executive Summary of Part 2: Technical Plan, appearing on page 9, and is described in Section 5: Implementation on pages 83 and 84.

87-194 386

- B. Goals and Objectives The project goals, developed through visioning exercises at public meetings, are given on pages 42 and 43 of Part 2: Technical Plan. The conservation approach is described under "Preservation" on pages 72 and 73 and under "Conservation" on page 76. The interpretation approach is presented under "Education and Interpretation" on page 74. A general outline of protection measures is included under "Section 5: Implementation" on pages 83 through 91.
- C. Management Entity. The management entity will be the Augusta Canal Authority, as specified in Section 5: Implementation of Part 2: Technical Plan under "Roles and Responsibilities of Key Actors" on page 92.
- D. Initial Partners. Initial partners include local, state, and federal government entities; as well as private sector companies and individuals. A listing of those entities and their actual financial commitments is given on the attached exhibit titled, "RTCA PROJECT UPDATE, the Historic Augusta Canal and Industrial District, Augusta, Georgia and Its Environs, April, 1994."
- E. State Role. The roles of the State of Georgia are described in concept in Section 5: Implementation of Part 2: Technical Plan, beginning on page 83. In an early implementation action, the State has designated the Canal as one of the State's first "Regionally Important Resources" (RIR). Guidelines are currently being promulgated by the Georgia Department of Community Affairs, in cooperation with the Augusta Canal Authority, for management and protection of the resource. The attached letter to Secretary Bruce Babbitt from Governor Zell Miller dated August 23, 1993 further describes

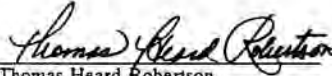


the RIR designation and the interest and involvement of the state in the project, and recommends that the Augusta Canal and adjacent industrial heritage area be designated as a site under the proposed legislation. In addition, the Georgia General Assembly passed the attached resolution commending and endorsing the master plan for the Augusta Canal in February, 1994.

III. Certification

I, Thomas Heard Robertson, certify that the foregoing compact summary is a statement of fact and that it fulfills the requirements of the proposed American Heritage Area Partnership Program Act of 1994 to the best of my knowledge, information, and belief, this 15<sup>th</sup> day of June, 1994.

Respectfully submitted,

A handwritten signature in cursive script, reading "Thomas Heard Robertson".

Thomas Heard Robertson  
Chairman of Augusta Canal Authority



**RTCA PROJECT UPDATE**  
**THE HISTORIC AUGUSTA CANAL AND INDUSTRIAL DISTRICT**  
**Augusta, Georgia and Its Environs**

April 1994



The Rivers, Trails and Conservation Assistance Branch (RTCA) of the National Park Service (NPS) is providing technical assistance and guidance necessary for the preparation, dissemination, and initial implementation of a Master Plan for the Historic Augusta Canal and Industrial District, and its environs.

The Augusta Canal project encompasses natural, transitional, urban and inter-city areas which have been pivotal to the evolution of the city, state, region, and country. The Canal, itself a National Historic Landmark, has a wealth of significant pre-historic and historic sites. Built as multi-purpose canal by a multi-racial work force, the Canal also has spectacular settings and endangered species habitats.

Involved since Fiscal Year 1993, RTCA has helped develop and encourage an extensive public participation process resulting in high citizen involvement, extensive endorsements, and wide-spread financial support. In addition, RTCA has encouraged early action projects. Early actions projects, consistent with the Master Plan, have been initiated locally and, in some cases, already completed.

Funding, for both planning and implementation of the project, to date, has come from a variety of both public and private sources, many of which have been identified by RTCA and leveraged by the project cooperator, the Augusta Canal Authority (ACA). Private cash and in-kind services exceed those of Federal cash and in-kind services in both categories. The private funding percentage is the largest of all percentage categories. A summary is as follows:

	CASH	IN-KIND	TOTAL	
<b>PRIVATE</b>				<b>34%</b>
Petersburg Boat Reconstruction	\$ 40,000	\$ 60,000	\$ 100,000	
Monsanto Pledge Award	25,000		25,000	
Searle Augusta	10,000	4,000	14,000	
Augusta Tomorrow		75,000	75,000	
<b><u>TOTAL PRIVATE</u></b>	<b><u>\$ 75,000</u></b>	<b><u>\$ 139,000</u></b>	<b><u>\$ 214,000</u></b>	
<b>LOCAL</b>				<b>20%</b>
City of Augusta	\$ 105,000	\$ 10,000	\$ 115,000	
Columbia County	10,000	3,000	13,000	
Richmond County Recreation Department		5,000	5,000	
<b><u>TOTAL LOCAL</u></b>	<b><u>\$ 115,000</u></b>	<b><u>\$ 18,000</u></b>	<b><u>\$ 133,000</u></b>	
<b>STATE</b>				<b>27%</b>
Georgia Department of Community Affairs		\$ 5,000	\$ 5,000	
Georgia Department of Natural Resources	\$ 10,000	3,000	13,000	
Georgia Department of Transportation	157,000		157,000	
<b><u>TOTAL STATE</u></b>	<b><u>\$ 167,000</u></b>	<b><u>\$ 8,000</u></b>	<b><u>\$ 175,000</u></b>	
<b>FEDERAL</b>				<b>19%</b>
National Park Service	\$ 74,000	\$ 45,000	\$ 119,000	
<b><u>TOTAL FEDERAL</u></b>	<b><u>\$ 74,000</u></b>	<b><u>\$ 45,000</u></b>	<b><u>\$ 119,000</u></b>	
<b><u>TOTAL PUBLIC</u></b>	<b><u>\$ 356,000</u></b>	<b><u>\$ 71,000</u></b>	<b><u>\$ 427,000</u></b>	
<b><u>GRAND TOTAL</u></b>	<b><u>\$ 431,000</u></b>	<b><u>\$ 210,000</u></b>	<b><u>\$ 641,000</u></b>	

The Augusta Canal Authority envisions a National Heritage Park/Corridor, whose core would consist of over 1,000 acres, 11 miles of river frontage, with greenways and regional connections in both Georgia and South Carolina. Funding would continue to be accomplished by the type of public/private partnerships that are being identified and promoted by the National Park Service.



## STATE OF GEORGIA

OFFICE OF THE GOVERNOR

ATLANTA 30334-0900

Zell Miller  
GOVERNOR

August 23, 1993

The Honorable Bruce Babbitt  
The Secretary of the Interior  
Office of the Secretary  
Room 6151, 1849 C Street NW  
Washington, D.C. 20240

Dear Secretary Babbitt:

I have reviewed with a great deal of interest the proposed legislation to create a National Heritage Partnership Program. In many respects, it supports and reinforces the Georgia Planning Act of 1989. A portion of this Act created a process whereby the Georgia Department of Community Affairs designated Regionally Important Resources (RIR's) within the state. This designation identifies the state's most important natural or historic resources so a strategy for improved management and conservation can be developed and implemented for that resource.

On June 9, 1993, the Georgia Department of Community Affairs designated the historic Augusta Canal as one of four Regionally Important Resources within the state of Georgia. The Canal system and adjacent industrial area are organized around an unusual nineteenth century example of southern industrial development. It is my opinion that the Augusta Canal is a unique example of the type of project envisioned under the proposed National Heritage Partnership Program. I would like to request and recommend that the Augusta Canal and adjacent industrial heritage area be designated as a site under the proposed legislation. In support of my request I would like to emphasize the following points:

- a) The Canal was listed on the National Register of Historic Places in 1971.
- b) The Canal was registered as a National Historic Landmark in 1978.



The Honorable Bruce Sabbitt  
Page 2  
August 23, 1993

- c) The Canal is registered as a Regionally Important Resource by the State of Georgia.
- d) The Augusta Canal Authority (created by a 1989 Act of the General Assembly of Georgia) is in the process of preparing a comprehensive master plan for the canal. This plan which will be completed in October 1993, with assistance from the National Park Service, Georgia Department of Natural Resources and Georgia Department of Transportation, will contain a management strategy for protecting the resource.

To preserve our natural, historic, scenic, and cultural resources for future generations will require a concerted effort by many people. The proposed partnership by federal, state and local agencies is the best method to accomplish this. I, therefore, endorse this program and the Augusta Canal as one of the initial projects. If I can help you in this regard or if you have any questions please contact me.

With kindest regards, I remain

Sincerely,

A handwritten signature in cursive script that reads "Zell Miller".

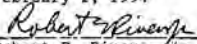
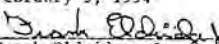
Zell Miller

ZM/mjf

## General Assembly

H. R. No. 826

By: Representatives Williams of the 114th, Connell of the 115th, Padgett of the 119th, Howard of the 118th and Brown of the 117th

A RESOLUTIONCommending the master plan of the Augusta Canal Authority;  
and for other purposes.WHEREAS, the Augusta Canal Authority was created by H. B. No. 942 during the 1989 session of the General Assembly of Georgia; andWHEREAS, the adopted mission of the authority is to establish and implement an overall plan for the preservation, development, and management of the Augusta Canal as a public resource; andWHEREAS, the historic Augusta Canal has been recognized as a significant and unique regional and national resource due to its listing on the National Register of Historic Places as a National Historic Landmark and its designation as a Regionally Important Resource by the State of Georgia; andWHEREAS, the Augusta Canal Authority has prepared a master plan for the protection and development of the canal in response to the mission which was defined in its legislative mandate; andWHEREAS, the master plan reflects the ideas and input of the Augusta community generated by an extensive public participation process during the development of the plan; andWHEREAS, the plan preserves the historic core of the Canal, using its setting as an educational resource, a tourism magnet, and a catalyst for economic revitalization.NOW, THEREFORE, BE IT RESOLVED BY THE GENERAL ASSEMBLY OF GEORGIA that the master plan for the Augusta Canal is hereby commended and endorsed by this body and especially by the Richmond County legislative delegation as a guide for the protection and development of the canal.BE IT FURTHER RESOLVED that the Clerk of the House of Representatives is authorized and directed to transmit appropriate copies of this resolution to the mayor of Augusta, the Governor of the State of Georgia, and the secretary of the Department of the Interior.IN HOUSERead and Adopted  
February 2, 1994  
Robert E. Rivers, Jr.  
CLERK OF THE HOUSEIN SENATERead and Adopted  
February 3, 1994  
Frank Eldridge, Jr.  
SECRETARY OF THE SENATE