

GAO

Report to the Chairman, Subcommittee  
on National Parks, Forests, and Public  
Lands, Committee on Natural Resources,  
House of Representatives

May 1993

# NATIONAL PARK SERVICE

## Scope and Cost of America's Industrial Heritage Project Need to Be Defined



**RESTRICTED--Not to be released outside the  
General Accounting Office unless specifically  
approved by the Office of Congressional  
Relations.**

557162

RELEASED

---

---

**Resources, Community, and  
Economic Development Division**

B-249434

May 14, 1993

The Honorable Bruce F. Vento  
Chairman, Subcommittee on National  
Parks, Forests, and Public Lands  
Committee on Natural Resources  
House of Representatives

Dear Mr. Chairman:

This report responds to your request that we review certain issues related to a number of projects and activities (projects) collectively referred to as America's Industrial Heritage Project (AIHP). The projects, located at sites throughout a nine-county region in southwestern Pennsylvania, are intended to depict the contribution of the region's iron and steel, coal, and transportation industries to the nation's industrial growth. The sites include four units within the Department of the Interior's National Park Service system<sup>1</sup> and will be connected by a 500-mile vehicular tour route along existing public roads.

In 1988, the Congress established the Southwestern Pennsylvania Heritage Preservation Commission (Commission) within the Department of the Interior. The Commission is responsible for overseeing the implementation of AIHP. In implementing AIHP, the Commission expected that the economic base of the nine-county region would be revitalized through the promotion of tourism. To determine AIHP's status and potential future cost, you asked us to identify (1) the estimated total cost of AIHP and the amount of federal funds appropriated for AIHP projects, (2) the way AIHP projects are developed and the relationship between AIHP projects and nationwide project priorities established by the Park Service, and (3) who will be responsible for operating and maintaining AIHP projects after they are constructed.

**Results in Brief**

AIHP has not been defined in terms of the number, size, and cost of the projects. In conference reports accompanying Interior's annual appropriations acts for fiscal years 1989-93, the Congress recommended that about \$63 million be spent on AIHP. While the scope of AIHP has not been defined, the Executive Director of the Commission estimates that the total cost to complete AIHP will amount to about \$355 million—an expected

<sup>1</sup>The four Park Service units are the Allegheny Portage Railroad National Historic Site, Fort Necessity National Battlefield, Friendship Hill National Historic Site, and Johnstown Flood National Memorial.

\$155 million in federal funding and an expected \$200 million in funding from nonfederal entities (state and local governments and private organizations). Of the \$63 million appropriated for AIHP, about \$40 million had been obligated for planning, design, construction, and overall administration of 39 AIHP projects, according to available records as of August 1992. However, because records were incomplete, the \$40 million figure for obligated funds may not be accurate. The Commission has also received contributions for AIHP of cash and in-kind services, with a value it estimates at about \$32 million, from nonfederal entities.

Recommendations for AIHP projects come from private citizens, various community organizations, the Commission's members and staff, and the Commission's technical advisory groups. In developing AIHP projects, the Commission uses experts made available through the numerous partnerships it maintains with the Park Service and nonfederal entities. There is no relationship between AIHP projects and the Park Service's nationwide project priorities. The Commission can fund projects at any of the four Park Service units regardless of the projects' ranking on the Park Service's nationwide priority list as long as they fit the AIHP theme and are included in the relevant unit's general management plan. At all four Park Service units, projects have been planned or constructed using AIHP funds. Park Service officials stated that without AIHP funding, these projects would not have been undertaken when they were, because they were either ranked low or not included on the nationwide priority list.

When completed, the projects located in the four Park Service units will be operated and maintained with appropriated funds. The Executive Director of the Commission expects AIHP projects located on nonfederal land to be operated and maintained by nonfederal entities. However, the Executive Director told us that some federal funds will be needed for up to 5 years to operate and maintain several AIHP projects on nonfederal land. The Commission is considering three options to ensure the long-term management, operation, and maintenance of AIHP projects. As of April 1993, the Commission had not yet chosen from among these options.

---

## Background

In fiscal year 1984, the Congress appropriated \$70,000 to the Park Service to perform a reconnaissance study of roads in western Pennsylvania for consideration as national parkways.<sup>2</sup> The study, which was completed in 1985, reviewed sites of regional historical significance along the roads and

---

<sup>2</sup>A national parkway is a road that offers an opportunity for leisurely driving through areas of scenic interest.

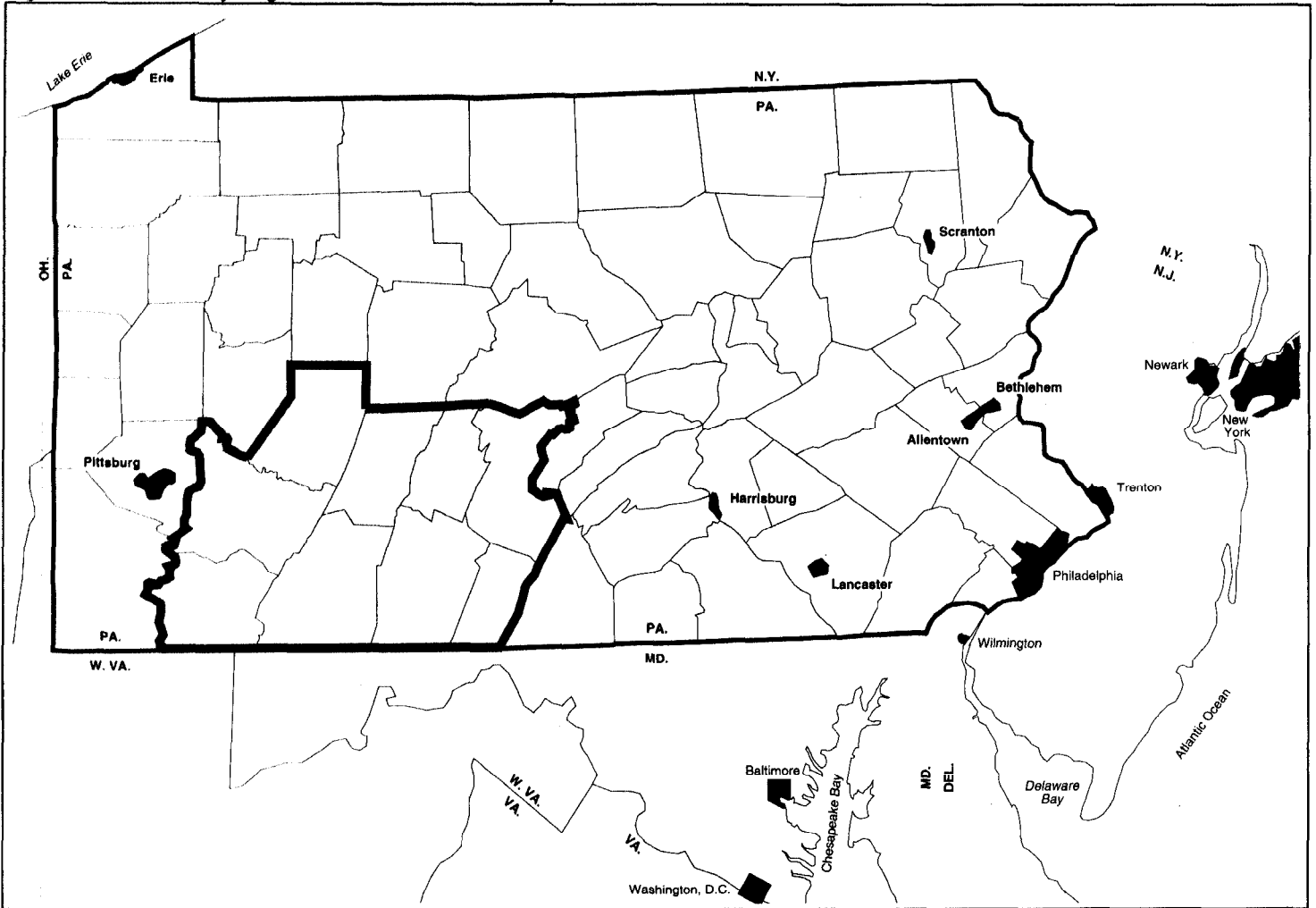
---

provided four alternatives for the development and promotion of the region's industrial heritage.

In fiscal year 1986, the Congress appropriated an additional \$430,000 to the Park Service to study the region's resources in more detail and to develop a program to implement the concepts in the reconnaissance study. With the Park Service's assistance, a 33-member local Heritage Preservation Commission was formed. In 1987, the Commission produced a document entitled Action Plan—America's Industrial Heritage Project. The action plan (1) documented potential historic sites related to the contribution of the region's iron and steel, coal, and transportation industries to the nation's industrial growth and (2) suggested using these sites to revitalize the region's economy by promoting tourism.

On November 19, 1988, P.L. 100-698 established the Pennsylvania Heritage Preservation Commission within the Department of the Interior to oversee implementation of AHP in the nine southwestern Pennsylvania counties of Bedford, Blair, Cambria, Fayette, Fulton, Huntingdon, Indiana, Somerset, and Westmoreland. This nine-county region is shown in figure 1.

Figure 1: Nine-County Region Where AIHP Will Be Implemented



Source: Southwestern Pennsylvania Heritage Preservation Commission.

The Commission is headed by a chairman and consists of 21 members—19 members from the nine counties and from state and local planning and development commissions and 2 members with knowledge and experience in the field of historic preservation. In addition, the Director of the National Park Service serves as an ex officio member of the Commission. The Commission has established four technical advisory groups to review and recommend projects and activities for funding.

Appendix I shows the Commission's organization and sources of technical support.

By law, the Commission's term expires on November 19, 1998. Over its 10-year life, the Commission has been authorized \$3 million to implement AIHP. Implementation activities include (1) making grants and loans to preserve sites and (2) coordinating the activities of federal and nonfederal entities in furthering historic preservation and compatible economic revitalization in the nine-county region. During our review, the Commission employed a staff of seven to carry out its responsibilities.

## Amount of Federal Funding for AIHP

AIHP has not been defined in terms of the number, size, and cost of the projects. The Executive Director of the Commission estimates that the total cost for AIHP will be about \$355 million, of which he expects about \$155 million to be provided by the federal government and the remaining \$200 million to be provided by nonfederal entities. Because supporting documentation was not available, we were not able to verify these estimates.

Through fiscal year 1993, the Department of the Interior has requested limited funding to support the Commission—about \$1 million for Park Service personnel who were detailed to the Commission.<sup>3</sup> For the same period, however, the Congress has appropriated about \$63 million for AIHP. Table 1 shows a breakdown of federal AIHP funding by fiscal year.

**Table 1: AIHP Funding, Fiscal Years 1989-93**

| Dollars in millions |                     |
|---------------------|---------------------|
| Fiscal year         | AIHP appropriations |
| 1989                | \$10                |
| 1990                | 11                  |
| 1991                | 15                  |
| 1992                | 15                  |
| 1993                | 12                  |
| <b>Total</b>        | <b>\$63</b>         |

In the conference reports that accompanied Interior's annual appropriations act for each of fiscal years 1989-93, the Congress recommended that the Park Service spend specified amounts on AIHP. Of

<sup>3</sup>In fiscal year 1989, six full-time Park Service employees were assigned to AIHP in southwestern Pennsylvania. By 1992, the number had been reduced to two. The Park Service does not plan to assign any employees to AIHP from 1993 through 1998.

the funds appropriated, available records showed that about \$40 million had been obligated for 39 AIHP projects through August 1992. Because the records were incomplete, we cannot say with certainty that the obligation amount is accurate. The obligated funds have been used for (1) constructing new facilities, such as visitors' centers, administration buildings, trails, and picnic areas; (2) rehabilitating, renovating, and restoring various historic structures; (3) conducting additional resource studies and surveys of the nine-county region; (4) developing project management plans for sites; (5) providing project management support; (6) producing public information documents; and (7) preserving privately owned historic structures.

Many of the 39 AIHP projects for which funds have been obligated are still in the early stages of development. Some, such as resource studies and surveys, may result in additional AIHP projects. Therefore, the final scope of AIHP in terms of the number, size, and cost of projects is unknown. Appendix II provides the purpose, status, estimated completion date, and estimated obligations for each of the 39 AIHP projects undertaken, as of August 1992.

In addition to receiving federal funding, AIHP has received funding support from nonfederal entities. Information provided by the Commission's Executive Director indicated that, through August 1992, nonfederal contributions of cash and in-kind services for AIHP projects amounted to about \$32 million. While we did not verify all of these nonfederal contributions, we did selectively contact several nonfederal entities to verify their contributions.

## AIHP Project Development and Relationship to Park Service Priorities

Recommendations for AIHP projects come from private citizens, various community organizations, the Commission's members and staff, and the Commission's technical advisory groups. In developing projects, the Commission uses experts made available through the numerous partnerships it maintains with the Park Service and nonfederal entities. AIHP projects outside of Park Service units do not require the Park Service's approval. Projects within Park Service units must fit the overall theme of AIHP and be included in the relevant unit's general management plan. There is no relationship between AIHP project priorities and the nationwide project priorities established by the Park Service for its units. At the four Park Service units, projects have been planned or constructed using AIHP funds. Park Service officials stated that without AIHP funding,



---

these projects would not have been undertaken when they were, because they were either ranked low or not included on the nationwide priority list.

---

## Project Development

According to the Commission's Executive Director, an AIHP project must be either (1) directly related to the theme of AIHP, (2) a National Historic Landmark or nominated as a National Historic Landmark or to the National Register of Historic Places,<sup>4</sup> or (3) part of a Park Service unit.

AIHP projects have resulted from studies and surveys and from proposals by private citizens, various committee organizations, the Commission's members and staff, and the Commission's technical advisory groups. Public meetings are held to discuss the proposed projects, which are then listed in priority order by the Commission's staff on the basis of their (1) potential impact on tourism and economic development, (2) historical value, and (3) contribution to the industrial theme of the region. The priority list is then submitted to the 21-member Commission for approval.

Proposals for projects within the four Park Service units are submitted to the Commission and to the Park Service's Mid-Atlantic Region, which is responsible for these units. The Region reviews the proposals to ensure that the projects are included in the relevant unit's general management plan.

To develop projects, the Commission maintains partnerships with the Park Service and with nonfederal entities. For example, to meet the special needs of AIHP, the Park Service's Denver Service Center<sup>5</sup> established the Western Pennsylvania Partnership in March 1991 and assigned 32 staff to it. The Western Pennsylvania Partnership, using solely AIHP funds, develops task directives and work plans for AIHP projects. Similarly, in 1988 the Park Service's Historic American Engineering Office established four positions for historians solely to work on AIHP projects. The function of these historians has been to conduct inventories and prepare documentation on historical and engineering structures in the nine-county region, using AIHP funds.

The Windber/Scalp Level Coal Heritage Site project demonstrates how partnerships work to develop projects. Beginning with federal funding in

---

<sup>4</sup>A National Historic Landmark is a site, structure, or object of national significance that is entered in the National Register of Historic Places, which is a record of such landmarks.

<sup>5</sup>The Park Service's Denver Service Center is generally responsible for planning, developing designs, and estimating costs for all Park Service construction projects that cost over \$200,000.

---

fiscal year 1990, the Commission, in cooperation with the Eureka Coal Heritage Foundation, the state of Pennsylvania's Heritage Parks Program, Windber Borough, and local organizations, developed a project to interpret the story of the coal industry, the miners, and their families in the Windber/Scalp Level area.

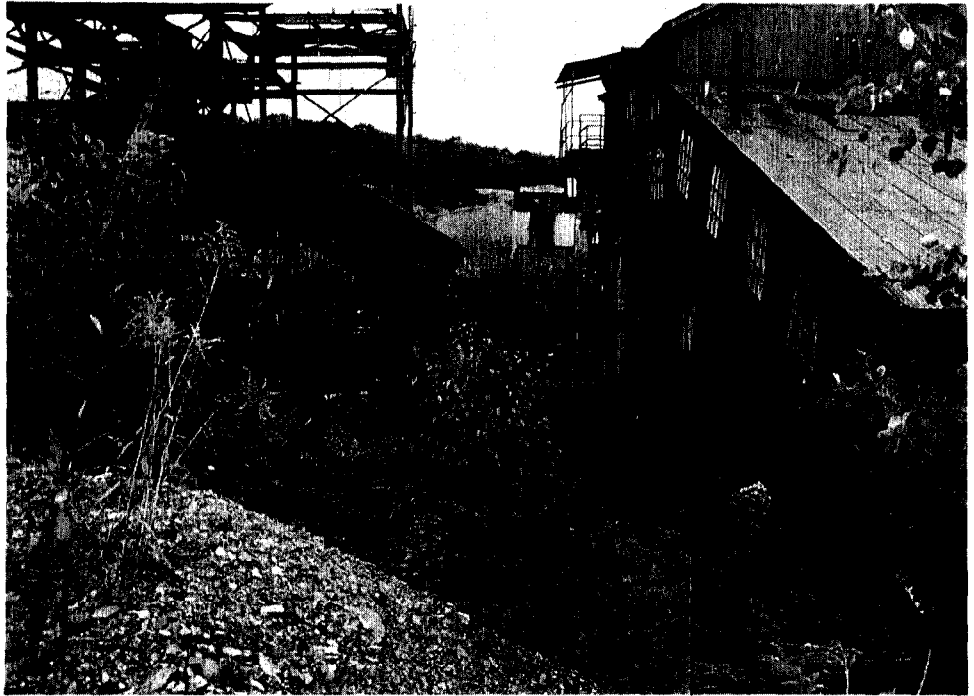
The project has several facets in Windber Borough. Miners' Memorial Park will be rehabilitated. Also, the 1,000-seat Arcadia Theater and the Boy Scout building will be rehabilitated to serve as a coal heritage center and welcome center, respectively. Plans call for the Arcadia Theater to house contemporary performances and office space for the Eureka Coal Heritage Foundation; during the daytime, the theater will be used for interpretative purposes. The project also includes the construction of parking areas, installation of exhibits, and development of a hiking and biking trail system. Federal AIHP costs for the development in Windber are projected by the Commission to exceed \$3 million between 1993 and 1997. Figure 2 shows the Boy Scout building before renovation. About \$1.5 million in federal AIHP funds will be used for the building.

Figure 2: Boy Scout Building in Windber Borough



Major efforts are also planned at the Mine 40 site at Scalp Level. These efforts will include construction of a visitors' center, exhibits, and parking facilities; reconstruction of a worker's house; and displays of Mine 40 artifacts. Federal AHP costs for Scalp Level are projected by the Commission to exceed \$7 million between 1993 and 1997. Figure 3 shows Mine 40 before renovation.

Figure 3: Mine 40



### Relationship of AIHP to Park Service Priorities

Both the Commission and the Park Service maintain lists of project priorities. The Park Service's list includes projects nationwide, while the Commission's list includes only projects in the nine-county AIHP region. There is no relationship between the Commission's priority list for AIHP and the Park Service's nationwide priority list. The Park Service updates its priority list about every 5 years. The current list was developed in 1990 and includes 195 projects. According to the Park Service's Associate Director for Planning and Development, project funding expected through 1994 will only be sufficient for the top 55 projects on the list.

We noted that two AIHP projects were included in the Park Service's nationwide priority list. These projects were for rehabilitation and stabilization at the Friendship Hill National Historic Site and the construction of a new visitors' center at the Allegheny Portage Railroad National Historic Site. The Friendship Hill rehabilitation and stabilization project was ranked number 34 on the Park Service's nationwide priority list, and the new visitors' center at Allegheny Portage was ranked number 183.

The Park Service estimated that the Friendship Hill rehabilitation and stabilization project would cost about \$2.4 million. This work was

completed with AIHP funding. An additional \$6 million in AIHP funding was used to restore the historic Albert Gallatin House at the Friendship Hill unit. Restoration of the Gallatin House was not included in the Park Service's priority list.

At the Allegheny Portage National Historic Site, about \$5 million in federal AIHP funding was used to construct the new visitors' center that was ranked number 183 on the Park Service's priority list. Construction began in fiscal year 1989 and was completed in 1992. About another \$2 million in federal AIHP funding was obligated for other projects at the Allegheny Portage site, including planning for the rehabilitation of the Lemon House and construction of an engine house exhibit shelter. These projects were not included on the Park Service's nationwide priority list.

According to the Park Service's Associate Director for Planning and Development, the project at the Allegheny Portage National Historic Site was undertaken only because AIHP funding was available. Otherwise, the project would not have been funded at that time. Figure 4 shows the new visitors' center at the Allegheny Portage site.

**Figure 4: Allegheny Portage Visitors' Center**



---

## Operating and Maintaining Projects and Sustaining Them Long Term

Projects located in the Park Service units will be operated and maintained by the Park Service with appropriated funds. The Executive Director of the Commission told us that he expects nonfederal entities to provide funds to operate and maintain AIHP projects on nonfederal land. However, he expects that federal funding will be needed for several AIHP projects on nonfederal land for up to 5 years. The Commission is considering three options to ensure that AIHP projects can be sustained over the long term.

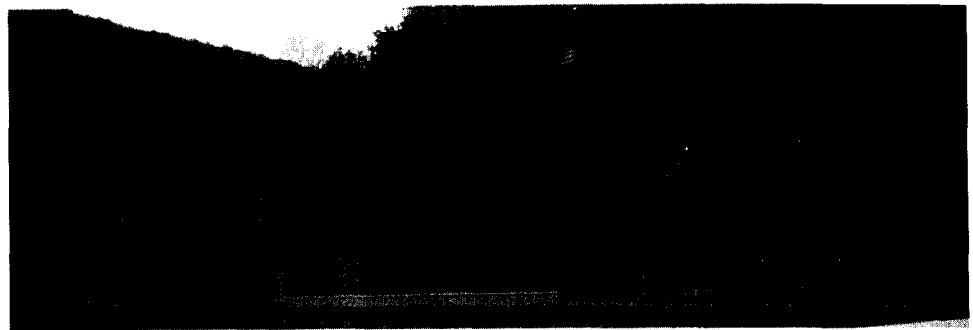
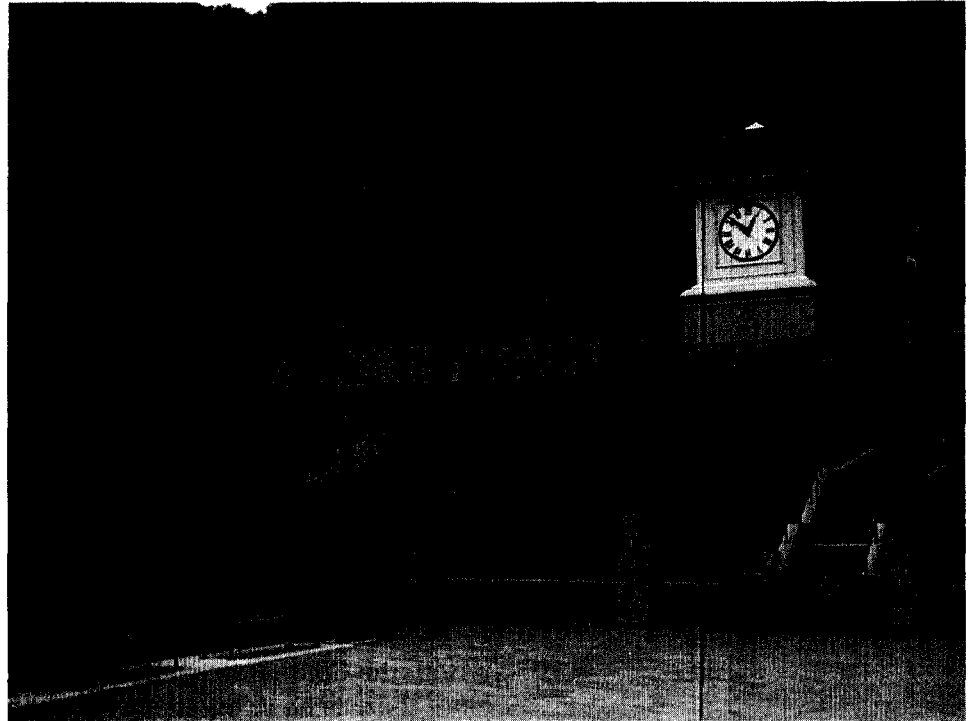
---

## Operation and Maintenance

While the Executive Director of the Commission expects that AIHP projects on nonfederal land will be operated and maintained by nonfederal entities, he has indicated that at least seven such projects will receive federal AIHP funding for a 5-year period. The federal funding is to be used for operation and maintenance once the projects have been completed. The Executive Director stated that, in general, each project will receive about \$300,000 for the first year; this amount will be decreased annually over the 5-year period. The Executive Director expects that the Commission will have no further responsibility for these projects after the 5-year period.

A new visitors' center and incline plane at Horseshoe Curve National Landmark, one of the seven projects, is currently receiving AIHP funds for operation and maintenance. Construction of the visitors' center and incline plane cost about \$6.8 million in federal AIHP funds. For fiscal year 1993, the Commission is providing about \$300,000 in federal AIHP funds toward operation and maintenance costs. The Commission expects to contribute to operation and maintenance costs in decreasing amounts through fiscal year 1997. Beginning in 1998, the Commission expects to have no further responsibility for operating or maintaining this project. Figure 5 shows the new visitors' center and incline plane at Horseshoe Curve.

**Figure 5: Horseshoe Curve Incline  
Plane and Visitors' Center**



**Sustaining Projects Long  
Term**

The Commission was established by law with a 10-year life. To ensure that AIHP projects are sustained after the Commission's term expires, the Commission is considering three options. Under the first option, the Congress would be asked to renew the legislation, extending the life of the Commission. Under a second option, a private, not-for-profit corporation would assume the Commission's roles and responsibilities. The corporation would also be empowered to seek funding from all sources, charge and collect entry fees at the sites, and initiate other

---

revenue-generating activities. The corporation would be able, on a contract basis, to hire staff to manage, operate, and maintain individual AIHP projects. Under a third option, each of the Commission's nonfederal partners would seek, through existing or new authorities, adequate funding to manage, operate, and maintain the projects on a long-term basis.

While the Commission is considering all these options, it favors establishing a not-for-profit corporation that would be responsible for the management, operation, and maintenance of all projects. As of April 1993, the Commission had not made a final selection from among the options.

---

## Conclusions

Much uncertainty exists about the development and operation of AIHP. The Commission estimates that completing AIHP will cost about \$355 million, including \$155 million in federal funds. However, this estimate is not documented, because the final scope of AIHP has not been defined in terms of the number, size, and cost of the projects.

Both the Commission and the Park Service establish project priority lists, but there is no relationship between the two lists. The Park Service's list includes projects nationwide, while the Commission's list includes only projects in the nine-county AIHP region. AIHP funds can be used to construct projects at the four Park Service units as long as the projects are consistent with the overall theme of AIHP and are included in the relevant unit's general management plan. Projects have been planned or constructed using AIHP funds at all four Park Service units. Park Service officials stated that without AIHP funding, these projects would not have been undertaken when they were, because they were either ranked low or not included on the nationwide priority list.

There is also uncertainty about the operation and maintenance of AIHP projects on nonfederal land. Projects completed within the Park Service units will be operated and maintained using appropriated funds. The Commission expects that projects completed on nonfederal land will be operated by nonfederal entities. However, the Executive Director of the Commission told us that federal funds will be used for up to 5 years to operate and maintain several AIHP projects on nonfederal land.

Finally, it is not certain who will be responsible for the future management, operation, and maintenance of AIHP projects, since the Commission's term expires in November 1998. The Commission is



considering three options for the long-term management, operation, and maintenance of the AIHP projects. While all these options are being considered, the Commission favors the establishment of a not-for-profit corporation that would be responsible for managing, operating, and maintaining all projects. However, as of April 1993, the Commission had made its final choice.

## Recommendations to the Secretary of the Interior

Because of the uncertainties about the development and operation of AIHP, we recommend that the Secretary of the Interior direct the Commission to develop a plan that (1) clearly defines the scope of AIHP in terms of the number, size, and cost of the projects; (2) identifies the projects on nonfederal land, if any, that will require federal funds for operation and maintenance, the amount of such funds, and the period for which the funds will be needed; and (3) provides adequate assurance that over the long term the federal investment in AIHP will be protected. We further recommend that the plan, when developed, be submitted to the applicable congressional authorization and appropriations committees to facilitate any deliberations on the future size and costs of AIHP.

To obtain requested information about AIHP, we performed our work at the Park Service's headquarters in Washington, D.C., and Mid-Atlantic Regional Office in Philadelphia, Pennsylvania. In addition, we obtained financial data and held discussions with officials from the Park Service's Denver Service and Harpers Ferry Centers and the state of Pennsylvania's Department of Community Affairs. We also performed work at the offices of the Southwest Pennsylvania Heritage Preservation Commission in Holidaysburg, Pennsylvania, and visited numerous project sites.

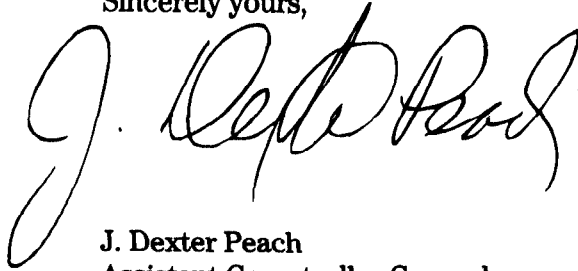
As you requested, we did not obtain written comments on our findings from the Department of the Interior. However, we discussed the factual material with Park Service and Commission officials, who agreed with the facts as presented in this report.

As agreed with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 30 days from the date of this letter. At that time, we will send copies to the Secretary of the Interior. We will make copies available to others on request.

---

This work was performed under the direction of James Duffus III, Director, Natural Resources Management Issues, who may be contacted at (202) 512-7756 if you or your staff have any questions. Other major contributors to this report are listed in appendix III.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "J. Dexter Peach". The signature is written in black ink and is positioned above the printed name and title.

J. Dexter Peach  
Assistant Comptroller General



# Contents

|  |  |    |
|--|--|----|
| Letter   |  | 1  |
| Appendix I<br>Commission<br>Organization   |  | 20 |
| Appendix II<br>Status of Current<br>Projects Under<br>America's Industrial<br>Heritage Project, as of<br>August 1992 |  | 21 |
|  | Allegheny Portage Railroad National Historic Site                              | 21 |
|  | Staple Bend Tunnel at Allegheny Portage  | 21 |
|  | Mount Etna Iron Furnace  | 21 |
|  | Fort Necessity National Battlefield  | 22 |
|  | Friendship Hill National Historic Site   | 22 |
|  | Johnstown Flood National Memorial  | 22 |
|  | Johnstown Flood Museum and Related Entities                                    | 23 |
|  | Windber/Scalp Level Coal Heritage Site   | 23 |
|  | Altoona Railroaders' Memorial Museum   | 23 |
|  | Horseshoe Curve National Landmark  | 24 |
|  | Ritter House   | 24 |
|  | East Broad Top Railroad National Historic Landmark                             | 24 |
|  | Saltsburg Canal Park   | 25 |
|  | Fort Roberdeau   | 25 |
|  | West Overton Village   | 25 |
|  | Overland Heritage Transportation Center  | 26 |
|  | Historic American Buildings Survey and Historic American<br>Engineering Record | 26 |
|  | Heritage Tour Route  | 26 |
|  | Rails to Trails  | 26 |
|  | National Road Study  | 27 |
|  | Juniata River Studies  | 27 |
|  | Juniata Woolen Mill Structures Report  | 27 |
|  | Pennsylvania Canal Resource Study  | 28 |
|  | Aluminum Heritage Survey   | 28 |
|  | Brownsville/Monongahela Valley Survey  | 28 |

---

|   |    |
|---|----|
| Altoona Historic Resource Study                                 | 28 |
| Huntingdon County Survey  | 29 |
| Coke and Coal Study   | 29 |
| Cambria Iron Works Historic Resource Study                      | 29 |
| <br>  |    |
| Pennsylvania Historical and Museum Commission                   | 30 |
| Pennsylvania Heritage Affairs Commission                        | 30 |
| Indiana University of Pennsylvania Archives Center              | 30 |
| <br>  |    |
| Department of Environmental Resources and Bureau of State Parks | 31 |
| <br>  |    |
| Comprehensive Management Plan for the Commission                | 31 |
| Public Information Documents for the Commission                 | 31 |
| <br>  |    |
| Archeological Support   | 31 |
| Project Management Support                                      | 32 |
| <br>  |    |
| Grant and Loan Fund   | 32 |
| Technical Drawing Review  | 32 |

---

**Appendix III** 33  
**Major Contributors to This Report**

---

**Table** Table 1: AIHP Funding, Fiscal Years 1989-93 5

---

**Figures**

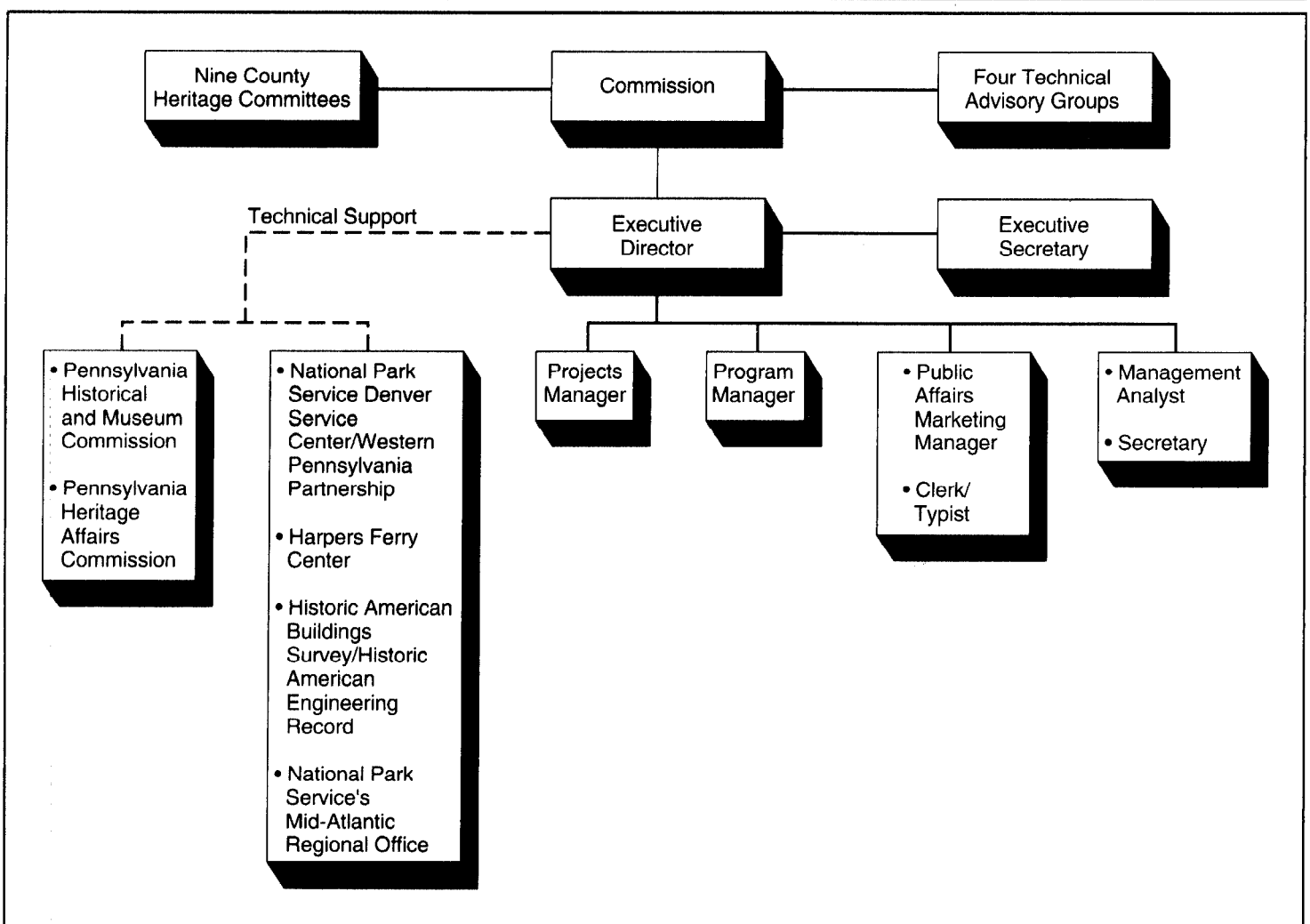
|  |    |
|--|----|
| Figure 1: Nine-County Region Where AIHP Will Be Implemented  | 4  |
| Figure 2: Boy Scout Building in Windber Borough              | 9  |
| Figure 3: Mine 40  | 10 |
| Figure 4: Allegheny Portage Visitors' Center                 | 11 |
| Figure 5: Horseshoe Curve Incline Plane and Visitors' Center | 13 |

---

**Abbreviations**

|      |                                       |
|------|---------------------------------------|
| AIHP | America's Industrial Heritage Project |
| GAO  | General Accounting Office             |

# Commission Organization



Source: Southwestern Pennsylvania Heritage Preservation Commission.

# Status of Current Projects Under America's Industrial Heritage Project, as of August 1992

---

## Allegheny Portage Railroad National Historic Site

Projects outlined in the existing general management plan for the Allegheny Portage Railroad National Historic Site (a Park Service unit) are to be completed. Specifically, the Park Service, with America's Industrial Heritage Project (AIHP) funding, was to construct a new visitors' center, administration building, and engine house exhibit shelter. The historic Lemon House is to be rehabilitated, and exhibits and historic period furnishings are to be installed. A new general management plan was also to be developed for the unit.

Status

The visitors' center and administration building have been completed. Ground-breaking has taken place for the engine house. The general management plan is 25-percent complete.

Funds Obligated

\$6,937,263

Estimated Completion Date

June 1996

---

## Staple Bend Tunnel at Allegheny Portage

Staple Bend Tunnel, within the Allegheny Portage Railroad National Historic Site, is to be developed as outlined in the unit's general management plan. The project calls for stabilization of the tunnel and development of visitors' facilities, including restrooms, a picnic area, and a trail.

Status

The project is in the design stage but is on hold pending negotiation with Bethlehem Steel Corporation for the Park Service's acquisition of the tunnel.

Funds Obligated

\$554,337

Estimated Completion Date

June 1994, pending land acquisition.

---

## Mount Etna Iron Furnace

A resource for interpreting the iron manufacturing industry and the importance of the Pennsylvania Main Line Canal to that industry is to be preserved.

Status

The project is on hold pending legislation that would approve the site as a unit of the Allegheny Portage Railroad National Historic Site.

Funds Obligated

\$213,245

Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992

---

Estimated Completion Date To be determined.

---

**Fort Necessity  
National Battlefield**

A general management plan was to be developed, and a new visitors' center and maintenance/headquarters building are to be constructed in this Park Service unit.

Status The general management plan has been completed. The visitors' center is in the preliminary planning stage. Work is in progress on construction documents for the maintenance/headquarters building.

Funds Obligated \$470,998

Estimated Completion Date June 1996

---

**Friendship Hill  
National Historic Site**

The general management plan for the Friendship Hill National Historic Site, a Park Service unit, was to be implemented. The plan included renovation and restoration of the home of Albert Gallatin.

Status The project is 95-percent complete.

Funds Obligated \$7,262,436

Estimated Completion Date November 1992

---

**Johnstown Flood  
National Memorial**

In this Park Service unit, a new visitors' center was to be constructed and the historic Unger house was to be restored. The project also includes plans to (1) clear the lake bed of the South Fork Dam, whose failure led to the 1889 Johnstown Flood; (2) restore the South Fork Hunting and Fishing Club as a working hotel and restaurant; (3) restore three historic cottages; and (4) develop a new general management plan for the unit.

Status The visitors' center and restoration of the Unger house have been completed. As of August 1992, clearing of the lake bed was expected to be completed in 1992.

Funds Obligated \$1,271,954

Estimated Completion Date June 1997



---

## **Johnstown Flood Museum and Related Entities**

A major renovation of the Johnstown Flood Museum was planned. Also, funding support is to be provided to the Johnstown Area Heritage Association and other entities for operations, historical and cultural events, and interpretive programs.

Status

Renovations of the museum have been completed except for warranty work. Support for the Johnstown Area Heritage Association is continuing.

Funds Obligated

\$3,121,158

Estimated Completion Date

November 1998

---

## **Windber/Scalp Level Coal Heritage Site**

With the Eureka Coal Heritage Foundation and the state of Pennsylvania's Heritage Parks Program, a wayside exhibit is to be established at Miners' Memorial Park in Windber Borough. Windber's Boy Scout building and Arcadia Theater will be rehabilitated as a welcome center and a coal heritage center, respectively. The centers will include exhibits to interpret the story of the coal industry and of miners and their families. Parking facilities will be designed and constructed in Windber, and a hiking and biking trail system will be established.

At the Eureka Mine 40 site, plans call for construction of a visitors' center, installation of wayside exhibits along the Mine 40 trail, construction of parking facilities, work on the power house, construction on a worker's house, displays of Mine 40 artifacts, and the creation of other exhibits.

Status

The project is ongoing.

Funds Obligated

\$1,372,990

Estimated Completion Date

November 1998

---

## **Altoona Railroaders' Memorial Museum**

The Master Mechanics' Building, a historic Pennsylvania Railroad building, is to be restored as an expanded museum facility. Following removal of hazardous materials, restoration, and enlargement, the facility is expected to better tell the railroaders' story and interpret the importance of the railroad. As part of the project, wayside and other exhibits will be built, a film will be produced, and a shelter will be established for watching trains.

---

**Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992**

---

The existing museum will be converted into a rolling stock display building with additional exhibits.

Status The management plan for the museum is 95-percent complete, and the historic resource report is 90-percent complete. Additions to the museum are being planned.

Funds Obligated \$902,477

Estimated Completion Date May 1998

---

**Horseshoe Curve  
National Landmark**

In cooperation with the Altoona Railroaders' Memorial Museum, a 6,800-square-foot interpretative center was constructed with a handicapped-accessible incline plane to provide access to what is considered a significant feat of railroad engineering.

Status The visitors' center has been completed except for warranty work.

Funds Obligated \$6,762,796

Completion Date April 1992

---

**Ritter House**

The archaeological resources on the grounds of the Ritter House are to be evaluated. The Ritter House, located in Johnstown, has been occupied by the Ritters for five generations. The interior of the house has changed little during this time and represents a typical steelworker's home in the 1900s.

Status The project is in its second year of evaluation.

Funds Obligated \$14,211

Estimated Completion Date March 1993

---

**East Broad Top  
Railroad National  
Historic Landmark**

Emergency stabilization of the East Broad Top Railroad National Historic Landmark was undertaken in cooperation with the owner. Also, the recommendations of a study of alternatives prepared by the Park Service are to be implemented.

**Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992**

---

|                                  |  |
|----------------------------------|--|
| <b>Status</b>                    | The emergency stabilization has been completed. Other planning is ongoing. |
| <b>Funds Obligated</b>           | \$785,054  |
| <b>Estimated Completion Date</b> | November 1998  |

---

### **Saltsburg Canal Park**

A Canal Park is to be developed in cooperation with the Saltsburg Borough Council and Historic Saltsburg, Inc. The park will include wayside exhibit panels interpreting the importance of the Pennsylvania Main Line Canal in the transportation heritage of the region.

|                                  |   |
|----------------------------------|---|
| <b>Status</b>                    | Construction drawings are in process and other planning is ongoing. |
| <b>Funds Obligated</b>           | \$538,643   |
| <b>Estimated Completion Date</b> | November 1997   |

---

### **Fort Roberdeau**

Archeological investigations are taking place on the site to determine the location of the original fort and lead mine.

|                                  |   |
|----------------------------------|---|
| <b>Status</b>                    | The investigation is beginning its second year. |
| <b>Funds Obligated</b>           | \$411   |
| <b>Estimated Completion Date</b> | November 1992                                   |

---

### **West Overton Village**

West Overton's historic sites and the resources of the early iron and steel, coal, and transportation industries are to be examined, preserved, and interpreted. In cooperation with the Westmoreland-Fayette Historical Society, a plan is being developed to guide the stabilization and rehabilitation of a mid-19th-century rural industrial village.

|                                  |  |
|----------------------------------|--|
| <b>Status</b>                    | Planning is ongoing, and a design has begun. |
| <b>Funds Obligated</b>           | \$47,446                                     |
| <b>Estimated Completion Date</b> | April 1998                                   |

---

## Overland Heritage Transportation Center

An interpretive facility that focuses on the story of overland transportation through southwestern Pennsylvania is to be planned, designed, and constructed.

Status

The project is in the planning stage.

Funds Obligated

\$252,032

Estimated Completion Date

October 1995

---

## Historic American Buildings Survey and Historic American Engineering Record

Significant historical buildings and engineering structures (especially those at risk of being lost) are being documented through large-format photographs, measured drawings, and written descriptions.

Status

The project is ongoing.

Funds Obligated

\$1,210,000

Estimated Completion Date

November 1998

---

## Heritage Tour Route

A 500-mile tour route is to be established covering nine counties in southwestern Pennsylvania. The project includes development of a signage plan, production of brochures and audio cassettes, design of scenic turnouts, and archeological surveys on the sites of the turnouts.

Status

A 50-mile pilot section of the route has been completed.

Funds Obligated

\$148,528

Estimated Completion Date

June 1994

---

## Rails to Trails

A network of rails-to-trails projects is to be developed throughout the nine-county region. In cooperation with nonprofit trail organizations, a network of hiking, bicycling, skiing, and equestrian trails is being developed. The majority of the trails will be established on abandoned

---

railroad rights-of-way. Interpretation of industrial sites will be provided along with recreational opportunities.

Status The trails are in various stages of development.

Funds Obligated \$1,120,000

Estimated Completion Date November 1998

---

### **National Road Study**

The cultural, natural, and scenic resources along the length of the National Road (Route 40) are to be evaluated. The evaluation is to be coordinated with the state of Pennsylvania's Heritage Parks Program.

Status The scope of the work has been determined and the evaluation has recently been started.

Funds Obligated \$3,109

Estimated Completion Date June 1993

---

### **Juniata River Studies**

Natural, cultural, scenic, and recreational resources throughout the Juniata River Valley are to be documented.

Status Reconnaissance and recreation-use studies have been completed. Historic resource studies remain to be done.

Funds Obligated \$342,372

Estimated Completion Date July 1993

---

### **Juniata Woolen Mill Structures Report**

A grant was to be provided to the mill's owner for a historic-structure report on the mill.

Status The report is 50-percent complete.

Funds Obligated \$593

Estimated Completion Date April 1993

**Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992**

---

**Pennsylvania Canal  
Resource Study**

Studies were to be conducted of cultural resources related to the Pennsylvania Main Line Canal.

Status A draft study has been prepared.

Funds Obligated \$194,691

Estimated Completion Date October 1992

---

**Aluminum Heritage  
Survey**

The aluminum industry's contribution to the nation's industrial development is to be studied through a research and reconnaissance survey. The project provides for a historic resource study, an interpretive prospectus, and a conceptual design for the former Alcoa laboratory at New Kensington, Pennsylvania.

Status Data gathering has started.

Funds Obligated \$27,631

Estimated Completion Date June 1996

---

**Brownsville/  
Monongahela Valley  
Survey**

Cultural, recreational, and scenic resources in the Monongahela Valley region related to coal and transportation were evaluated to determine potential preservation and development opportunities.

Status The project has been completed.

Funds Obligated \$131,114

Completion Date October 1991

---

**Altoona Historic  
Resource Study**

The cultural and historic resources of the Altoona Railroad car shop complex in Altoona, Pennsylvania, were evaluated to determine its eligibility for nomination to the National Register of Historic Places.

Status The project has been completed.

---

**Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992**

---

Funds Obligated \$6,167  
Completion Date June 1990

---

**Huntingdon County  
Survey**

A Huntingdon County citizen was hired to perform survey work in Huntingdon, Pennsylvania. The results are to be used in the building survey/engineering record document for Huntingdon County.

Status The project has been completed.  
Funds Obligated \$38,719  
Completion Date August 1991

---

**Coke and Coal Study**

A study was to be undertaken to determine how the story of coal relates to AIHP themes and which sites should be used to interpret the story. The study will also include investigations of hazardous materials. The study will be coordinated with projects at Mine 40 and the Seldom Seen Valley Mine.

Status Data gathering has started.  
Funds Obligated \$25,260  
Estimated Completion Date June 1993

---

**Cambria Iron Works  
Historic Resource  
Study**

A report was produced on the history of the Cambria Iron Works, with measured drawings and large-format photography.

Status The project has been completed.  
Funds Obligated \$15,919  
Completion Date September 1989

**Appendix II  
Status of Current Projects Under America's  
Industrial Heritage Project, as of August  
1992**

---

**Pennsylvania  
Historical and  
Museum Commission**

The Southwestern Pennsylvania Heritage Preservation Commission reached a cooperative agreement with the Pennsylvania Historical and Museum Commission, which is to provide technical assistance in the form of, among other things, National Register nominations and research into AIHP themes.

Status The project is ongoing.

Funds Obligated \$825,120

Estimated Completion Date November 1998

---

**Pennsylvania Heritage  
Affairs Commission**

The Southwestern Pennsylvania Heritage Preservation Commission reached a cooperative agreement with the Pennsylvania Heritage Affairs Commission, which is to provide support for the AIHP oral history, folklore, and folklife programs.

Status The project is ongoing.

Funds Obligated \$183,000

Estimated Completion Date November 1998

---

**Indiana University of  
Pennsylvania Archives  
Center**

The Southwestern Pennsylvania Heritage Preservation Commission reached a cooperative agreement with the Indiana University of Pennsylvania Archives Center, which is to preserve and store historical documents related to AIHP and AIHP reports.

Status Indiana University of Pennsylvania has established an AIHP archives center. The university is conducting research and workshops related to AIHP themes.

Funds Obligated \$174,643

Estimated Completion Date November 1998



---

**Department of  
Environmental  
Resources and Bureau  
of State Parks**

The Southwestern Pennsylvania Heritage Preservation Commission reached a cooperative agreement with the state of Pennsylvania, which is to develop state park cultural resources that are closely linked to AIHP themes.

**Status** The scope of work, budgets, and work schedules have been established for some of the cooperative efforts.

**Funds Obligated** \$950,000

**Estimated Completion Date** November 1998

---

**Comprehensive  
Management Plan for  
the Commission**

A comprehensive management plan was to be developed for the Southwestern Pennsylvania Heritage Preservation Commission.

**Status** A draft plan has been prepared.

**Funds Obligated** \$179,715

**Estimated Completion Date** October 1992

---

**Public Information  
Documents for the  
Commission**

The Southwestern Pennsylvania Heritage Preservation Commission's annual report, brochures, maps, posters, and other public education documents related to AIHP are produced under this project. Information documents are provided or are to be provided to several other projects.

**Status** The project is ongoing.

**Funds Obligated** \$78,488

**Estimated Completion Date** November 1998

---

### **Archeological Support**

Archeological support is being provided to the Historic American Buildings Survey and the Historic American Engineering Record for resource studies.

Status The project is ongoing.

Funds Obligated \$114,558

Estimated Completion Date October 1993

---

### **Project Management Support**

Funding support is to be provided to Park Service offices to pay for services not related to specific projects.

Status The project is ongoing.

Funds Obligated \$721,059

Estimated Completion Date November 1998

---

### **Grant and Loan Fund**

Preservation efforts that adapt privately owned historic structures for other uses are being funded.

Status Initial awards were made in August 1992.

Funds Obligated \$38,836

Estimated Completion Date November 1998

---

### **Technical Drawing Review**

Technical drawings prepared by private architects and engineers were to be reviewed.

Status The project has been completed.

Funds Obligated \$19,305

Completion Date February 1991

---

# Major Contributors to This Report

---

**Resources,  
Community, and  
Economic  
Development  
Division, Washington,  
D.C.**

**James R. Hunt, Assistant Director  
John Kalmar, Jr., Assignment Manager  
Nancy A. Boardman, Staff Evaluator**

---

**Philadelphia Regional  
Office**

**Edward J. Fossler, Evaluator-in-Charge  
William E. Lee, Staff Evaluator  
Bradley T. Berkebile, Staff Evaluator**



---

### Ordering Information

The first copy of each GAO report and testimony is free. Additional copies are \$2 each. Orders should be sent to the following address, accompanied by a check or money order made out to the Superintendent of Documents, when necessary. Orders for 100 or more copies to be mailed to a single address are discounted 25 percent.

**Orders by mail:**

U.S. General Accounting Office  
P.O. Box 6015  
Gaithersburg, MD 20884-6015

**or visit:**

Room 1000  
700 4th St. NW (corner of 4th and G Sts. NW)  
U.S. General Accounting Office  
Washington, DC

Orders may also be placed by calling (202) 512-6000  
or by using fax number (301) 258-4066.

---

United States  
General Accounting Office  
Washington, D.C. 20548

Official Business  
Penalty for Private Use \$300

First-Class Mail  
Postage & Fees Paid  
GAO  
Permit No. G100

---