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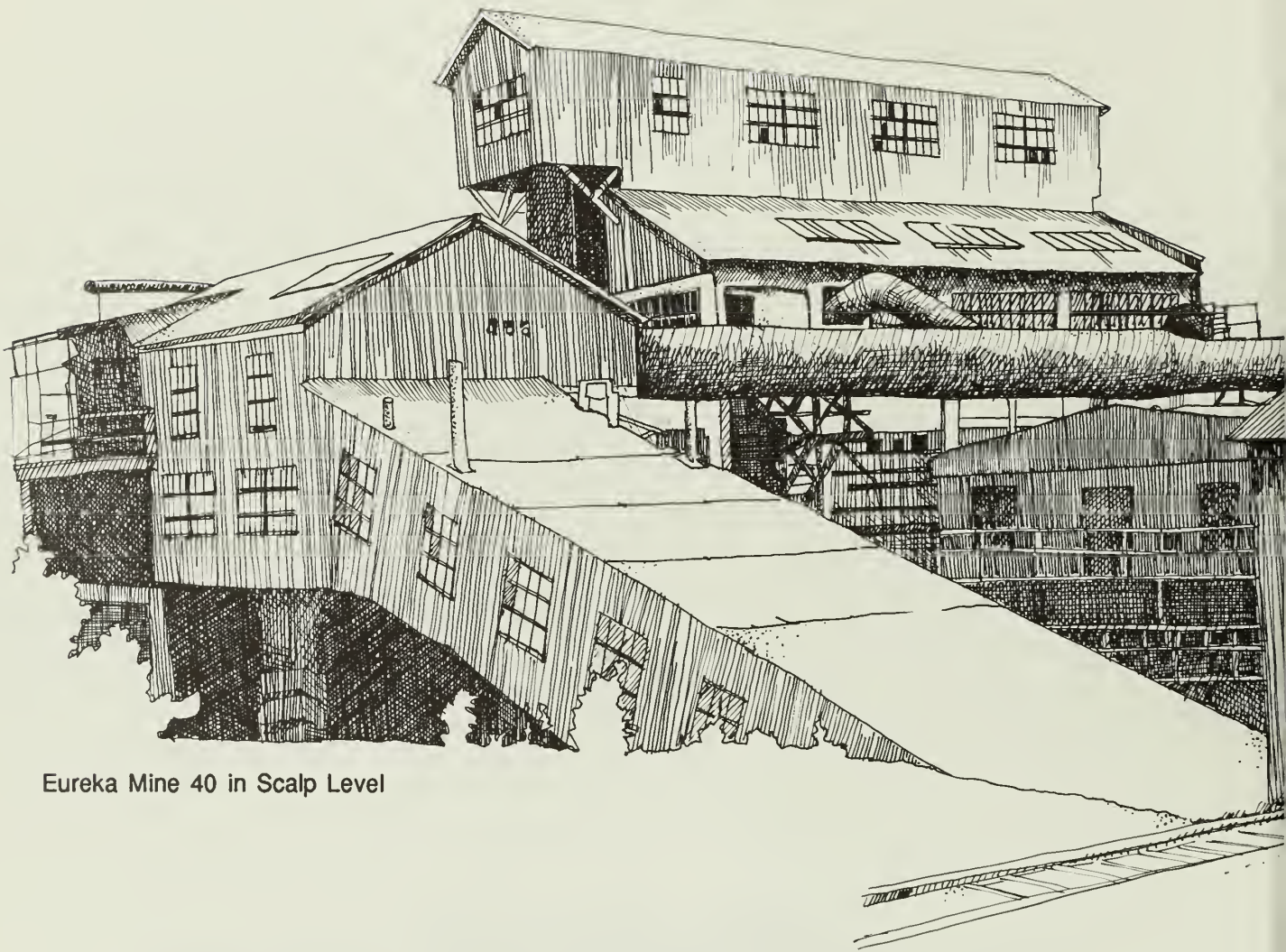
WINDBER AND SCALP LEVEL
AMERICA'S INDUSTRIAL HERITAGE PROJECT
SOUTHWESTERN PENNSYLVANIA

revitalization plan

september 1989

WINDBER AND SCALP LEVEL AMERICA'S INDUSTRIAL HERITAGE PROJECT • PENNSYLVANIA

MUNICIPAL AUTHORITY, WINDBER BOROUGH
PLANNING COMMITTEE, SCALP LEVEL BOROUGH
PENNSYLVANIA HISTORICAL AND MUSEUM COMMISSION
SOUTHWESTERN PENNSYLVANIA HERITAGE PRESERVATION COMMISSION
NATIONAL PARK SERVICE




Eureka Mine 40 in Scalp Level



THE CHALLENGE

The year 1998 will be the centennial of the founding of Windber by the Berwind-White Coal Mining Company. The coming of the Berwind-White Company had a lasting effect on the borough of Scalp Level as well, even though Scalp Level had been established in the early 1800s. During that nearly 100-year span both communities have known prosperity and recession as the coal industry has risen and fallen. It seems that the acceptance and accomplishment of a plan for economic revitalization such as the one outlined in this document would be a fitting tribute to the tenacity of spirit that past and present residents of Windber and Scalp Level have always had. In so doing, 1998 could be remembered not only as the end of the first 100 years, but also as the beginning of a new era, an era of two revitalized communities that are proud of their past and that used that collective pride to transform themselves into dynamic communities of the 21st century.





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CONTENTS

INTRODUCTION	1
THE AMERICA'S INDUSTRIAL HERITAGE PROJECT	1
WINDBER AND SCALP LEVEL – A HERITAGE OF COAL	2
BEGINNINGS AND PURPOSE OF THE WINDBER/SCALP LEVEL PLAN	6
THE PERSPECTIVE FOR THE PLAN	9
THE PLAN	11
OVERALL CONCEPTS OF THE PLAN – THE VISION	11
THE PLAN – MAKING THE VISION A REALITY	13
Downtown Windber	13
The Arcadia Theater, Palace Hotel, and Eureka Store	13
The Eureka 40 Site	13
Visitor Facilities in Scalp Level	14
Visitor Centers and Community Programs	15
Shuttle Bus System	16
Windber/Scalp Level Rail Shuttle and Connections to Other AIHP Sites	16
Hiking, Biking, and Discovery	21
WHAT THE VISITOR WOULD EXPERIENCE AND LEARN –	
INTERPRETATION	21
THE PARTNERSHIP	22
The Foundation/Corporation	22
The Windber/Scalp Level Coal Heritage Society	24
The Southwestern Pennsylvania Heritage Preservation Commission	24
The Commonwealth of Pennsylvania	24
Cambria and Somerset Counties	25
Local Governments – Windber and Scalp Level Boroughs	25
Community Organizations and Residents	26
The Communities-at-Large	26
PUTTING THE PLAN INTO ACTION	26
The Beginning	26
The Result	27
APPENDIXES	33
APPENDIX A: RECOMMENDED MODEL PROVISIONS FOR A	
PRESERVATION ORDINANCE, WITH ANNOTATIONS	35
APPENDIX B: HANDBOOK FOR LANDMARK AND HISTORIC DISTRICT	
COMMISSIONS	47
APPENDIX C: HISTORIC PRESERVATION PLAN, SAVANNAH, GEORGIA	
	51
APPENDIX D: RECENTLY ADOPTED PRESERVATION ORDINANCE,	
VILLAGE OF ST. MICHAEL, CAMBRIA COUNTY, PA	54
APPENDIX E: SUMMARY OF RESPONSES TO WINDBER/SCALP LEVEL	
QUESTIONNAIRE	58
APPENDIX F: MAJOR THEMES AND SUBTHEMES THAT ARE	
IMPORTANT TO DEVELOP FOR THE WINDBER/SCALP LEVEL	
AREA	60
PREPARERS AND CONSULTANTS	62

ILLUSTRATIONS

Region	3
Vicinity - Windber/Scalp Level	4
Area Mines – Windber/Scalp Level	7
Windber – Potential Visitor Orientation Center Sites	17
Scalp Level - Potential Visitor Contact Station Sites	19
The Partnership	23

TABLES

Table 1. Comparison of Visitor Orientation Sites – Windber	15
Table 2. Plan Implementation Schedule, Windber	28
Table 3. Plan Implementation Schedule, Scalp Level	31
Table 4. Management/Staffing Responsibilities	32

INTRODUCTION

THE AMERICA'S INDUSTRIAL HERITAGE PROJECT

In 1985 the National Park Service (NPS) completed and submitted to the Congress a study entitled *Reconnaissance Survey of Western Pennsylvania Roads and Sites*. The study concluded that some reasonable combination of local, regional, state, and national interests could "make a collective effort to provide for the development of visitor oriented programs, interpretive exhibits and waysides, and access to certain sites of interest and significance." The study proposed federal recognition of the region's significant cultural and natural resources related to coal mining, iron and steelmaking, transportation, and related industrial themes, and promotion of a greater appreciation of their importance to the nation's past and present. In early 1986, regional leaders who attended congressional hearings indicated strong support for the study's recommendation. Later in 1986 community leaders organized an ad hoc commission, and Congress directed the National Park Service to make a more detailed study of the region's resources and develop a program to implement the concepts embodied in the study. Thus the America's Industrial Heritage Project (AIHP) was begun.

Subsequent studies have shown that there are significant resources related to the history of America's industrial growth in southwestern Pennsylvania. Their preservation and interpretation will not only ensure that an important element in our nation's history will be preserved for this and future generations, but will also provide a boost for the area's economy in the form of tourism.

The AIHP encompasses a nine-county region – Bedford, Blair, Cambria, Fayette, Fulton, Huntingdon, Indiana, Somerset, and Westmoreland counties in southwestern Pennsylvania (see Region map). The project focuses on the development and interpretation of resources and themes related to coal mining, iron and steelmaking, transportation, labor and social history, and associated industries; the project also focuses on how these resources and themes can be incorporated into regional tourism promotion and economic revitalization efforts while protecting regional scenic, recreational, cultural, and natural resources. This project will require cooperation among local, regional, state, and federal agencies and the private sector. The AIHP is under the direction of the Southwestern Pennsylvania Heritage Preservation Commission (hereafter referred to as the commission), which was created by Congress in November 1988. The purpose of this commission is to promote the region's cultural and natural resources and increase tourism associated with the preservation of those resources, thus establishing opportunities for economic development. Until such time as the commission has secured appropriate staff, the National Park Service is serving as staff to the commission, providing planning expertise and technical assistance.

Enthusiasm for implementing the concepts of the AIHP has been growing since its origin in 1986. Many diverse organizations and officials – congressmen, local officials, organizations interested in historic preservation and economic revitalization, and businessmen throughout the nine county region – have become interested in the project; several have developed ideas about how they would like to participate, and some have begun implementing ideas.

In Johnstown, for example, under the leadership of the Johnstown Flood Museum Association, a joint plan that defines Johnstown's place as one of the anchors for the AIHP was completed in 1987. The plan will enable Johnstown to be the focal point for telling the story of iron and steelmaking within the context of the resources found there, including the recently designated Cambria Iron Company National Historic Landmark where the

National Park Service and Bethlehem Steel Corporation are exploring opportunities for cooperative management, use, and preservation of the site.

Similarly, the Altoona Railroaders Memorial Museum, Inc., and other community leaders have requested commission assistance in developing a management plan for the museum and community to tell the story of railroading through the history of the Pennsylvania Railroad and its successors. This is being accomplished through a cooperative agreement that has also paved the way for a cooperative approach to visitor facility improvements at Horseshoe Curve National Historic Landmark.

Joint planning has been underway for some time between the commission and the community of Saltsburg to ensure that the resources related to the story of the Pennsylvania Main Line Canal will be preserved and interpreted for AIHP visitors. Initial planning has been completed with the village of St. Michael (to tell part of the flood story) and planning is underway with the Mount Etna Coalition (to tell the story of the Mount Etna furnace complex).

In summary, the AIHP is coming to life! Much interest is being generated, and short- and long-range planning and development activities are evolving under its umbrella to provide an opportunity for visitors from across the nation to learn firsthand the story of America's industrial development and what that meant to the progress of this nation.

WINDBER AND SCALP LEVEL – A HERITAGE OF COAL

In the early years of the iron industry, furnaces used charcoal for fuel – charcoal that was produced on-site through the cutting and burning of hundreds of acres of woodland. However, as the iron industry grew, blast furnaces were combined with rolling mills to manufacture goods for shipment. The integrated iron and steel plants (such as the Cambria Iron Company in Johnstown) needed a fuel to replace charcoal because a blast furnace's appetite was insatiable. The high-grade bituminous coal of southwestern and southcentral Pennsylvania, when burned into coke in beehive-shaped ovens, served the purpose, both in quality and in quantity.

Coal mined in southwestern and southcentral Pennsylvania served other purposes as well. Coal not used for the iron and steel industry went to fuel America's coal-based economy. The nation's power plants and several forms of transportation all ran on steam, which were fueled by coal. America's navy and shipping strength depended on coal, and the Berwind-White Coal Mining Company, founded in 1861 in Philadelphia, helped meet that need. The company aggressively captured a large percentage of the steamship bunkering business in New York harbor, and in the 1890s opened mines in Somerset and Cambria counties in southwestern Pennsylvania to maintain that market. Berwind-White was acknowledged as one of the largest and most important coal producers in the United States.

In an industry that was marked by fluctuating demand and severe competition, Berwind-White was distinguished for its stability and foresight. In large measure, the company based its success on its dependability and the quality of its product. Even more significantly, Berwind-White possessed the flexibility, at least for a time, to undertake change to maintain its markets and production.

In 1892-1893 the Berwind-White Coal Mining Company established a regional headquarters in what was to become the town of Windber in Somerset County in southwestern Pennsylvania (see Vicinity – Windber/Scalp Level map). Although the area was primarily



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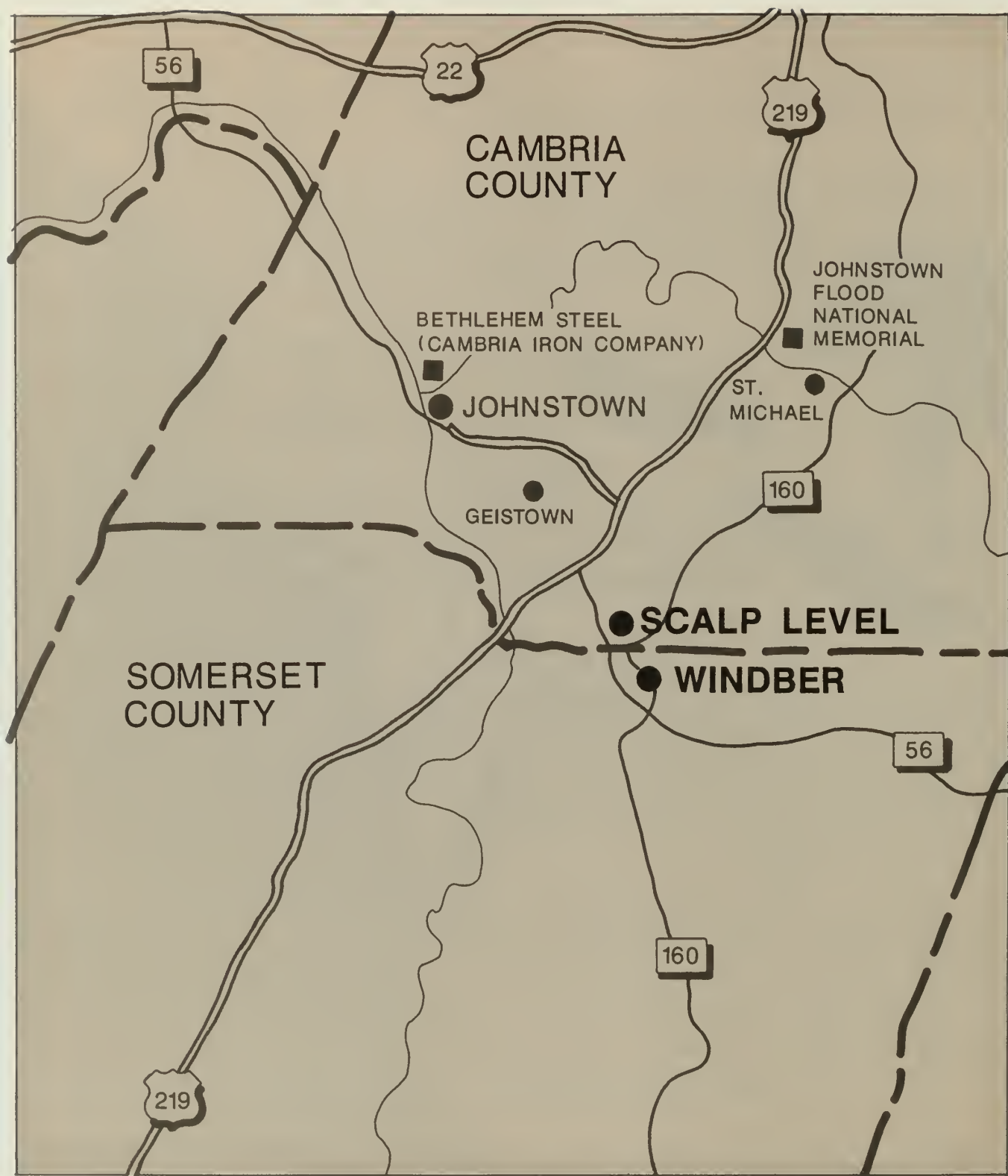
REGION

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rural, there were a few small coal mines in operation. In the mid 19th century, most of the surface land around present-day Windber belonged to a local farmer named David Shaffer. His property was rich in subsurface mineral resources and was in a location that seemed ideal for industrial development. In 1893 Berwind-White's superintendent, James S. Cunningham, negotiated with Shaffer to buy the farm. Berwind-White began to purchase other land in the region and eventually acquired 60,000 acres.

The borough of Windber (the name being a transposition of the syllables in Berwind) was founded by the Berwind-White Company in 1898 on the land purchased from Shaffer. From the beginning, Windber was conceived as a model mining community. The Berwind-White Company clearly wanted Windber to serve as a base for all of the company's western Pennsylvania mining operations and to become an industrial center worthy of outside attention. Although the company controlled other mining communities in the bituminous coalfields, Windber was to be a regional headquarters and, as such, was considerably larger and better planned. The year 1898 was fraught with activity as streets were surveyed, water and sewer lines were laid, lots were platted, and company houses were built. The Berwinds actively encouraged outside investors to come to Windber and establish new ventures. Almost overnight, David Shaffer's farm was transformed into a noisy, busy boomtown. By the turn of the century, it certainly appeared as if Windber was well on the way to becoming the "metropolis" of Somerset County.

Cunningham opened the first Berwind-White mine, Eureka 30, in 1897. Between 1897 and 1906 Berwind-White opened 13 mines, Eurekas 30-42, around Windber and Scalp Level (see Area Mines – Windber/Scalp Level map).

The Berwind-White Company faced some challenges in developing the Windber area. The region lacked transportation facilities, and the characteristics of the coal seam itself greatly complicated mining operations. However, the area also possessed certain natural advantages, and the company believed that the quality of the coal outweighed nearly any disadvantage. Through careful planning, the extension of the South Fork branch of the Pennsylvania Railroad, and heavy capital investment, the company surmounted its obstacles and opened the Windber field. The company planned its mines with the single objective of producing regular deliveries of high-grade coal for market. The largest, most important drift mines in the Windber area were Eurekas 35, 36, 37, 40, and 42, all of which operated into the 1950s. Between 1897 and 1962 the 13 mines of the Windber area produced over 150 million tons of coal.

The quiet farming community of Scalp Level, founded in 1818, was a summer resort for artists who painted the creek and neighboring scenery. The town's future changed forever when work began on Eureka 40 in 1902. The mine was opened in 1905, and a mining inspector predicted that the mine would be one of the best. True to these forecasts, Eureka 40 became one of Berwind-White's biggest producers and one of the largest and best equipped mines in the Windber area. The borough's population tripled within one decade. In 1914, apparently its peak year, the mine reached an annual output of 579,153 tons. Eureka 40 was the last mine to close in 1962. The mine then sat idle until it was leased to the Jandy Coal Company in the 1970s. Jandy operated the mine until 1980, and as a result the site is still fairly intact. Eureka 40 is the best example of the Berwind-White Company's operations in the Windber area and affords the visitor and historian a unique glimpse of the industry that was the basis of the area's past livelihood and history.

BEGINNINGS AND PURPOSE OF THE WINDBER/SCALP LEVEL PLAN

The 1985 NPS reconnaissance survey identified Johnstown and Altoona, respectively, as the focal points around which the stories of the AIHP themes of iron and steelmaking and rail transportation could revolve. Subsequent NPS studies have concluded, among other things, that Windber and Scalp Level could be primary locations for telling a portion of the bituminous coal industry story – Windber being an outstanding example of a "company headquarters town" and Scalp Level being the site of Berwind-White's Eureka 40 and associated "coal patch" (adjacent workers' housing area).

In early 1988 officials of Windber and Scalp Level approached the commission to request planning and technical assistance to achieve economic revitalization by capitalizing on their unique cultural resources and the AIHP goals. Shortly after that, the borough councils of Windber and Scalp Level created a municipal authority and special planning committee, respectively, to represent their interests and to work with the commission and NPS planners in this joint planning effort. The commission and the National Park Service, interested in identifying and preserving the significant resources that relate to the growth of industrial America, have done some preliminary work and are now providing this document to give community members a plan that they can perhaps use to revitalize their communities.

This plan for Windber and Scalp Level provides for the preservation, interpretation, and management of the extant cultural resources related to this portion of the AIHP effort; it also provides guidance, direction, and stimulation to area residents for sustained public and private sector investment and revitalization activities that will enhance the economic base, appearance, and image of the Windber/Scalp Level area.

The purposes of the plan will be to

- maximize opportunities to interpret the historic significance of the area and make more activities available to residents and visitors

- improve orientation/information/interpretive strategies so that visitors are aware of facilities and opportunities available to them

- provide roles for the commission, the commonwealth of Pennsylvania, local governments, and other organizations interested in the preservation, interpretation, and visitor use of the area's significant cultural resources

- increase open spaces that would emphasize the area's historic attributes

- increase services, such as lodging, restaurants, shops, and entertainment, that are attractive to residents and visitors

- offer an expanded employment base, generated by special events, specific attractions and developments, and interpretive and marketing programs

- offer opportunities for significant new private sector investment in redevelopment and revitalization of the commercial areas of the communities

The full impact of the concepts cannot be realized, however, without the overall communities' endorsement and willingness to form a partnership with federal, state, and private interests to make it happen. Through endorsement of these concepts, the communities of Windber and Scalp Level will also signal their readiness to make the vision

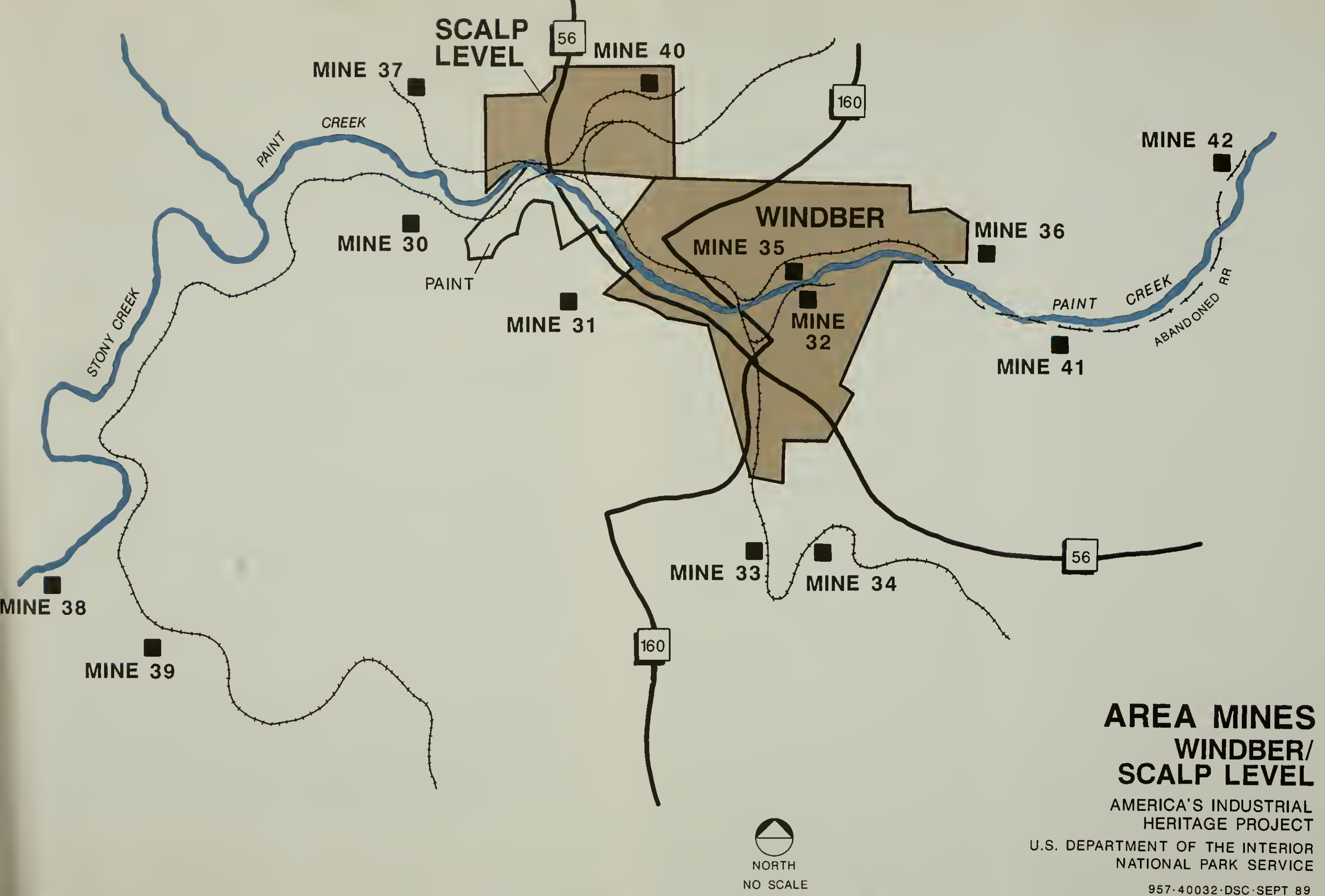


AREA MINES WINDBER/ SCALP LEVEL

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a reality. The success of the planning effort rests with the residents of the Windber and Scalp Level area and their representatives.

THE PERSPECTIVE FOR THE PLAN

Coal mining and the lives of those who worked the mines holds a special mystique for those people whose lives were not even remotely connected with it. There are millions of people across America who have never seen a coal mine and cannot imagine what a coal mine or a company town might have looked like, or what kind of lives the miners led. Similarly, many people cannot imagine the size and scope of a steel mill such as Bethlehem Steel (formerly Cambria Iron Company) in Johnstown or a working railroad yard like Conrail's (formerly the Pennsylvania Railroad's) in Altoona. These are the people who are expected to come to the AIHP area to learn about the industrial heritage of America as portrayed through the significant resources still extant in southwestern Pennsylvania. By drawing upon this special mystique, and with good marketing by the public and private sectors, Windber and Scalp Level could become places to learn about coal and coal mining, and they could be entertaining places as well.

Scalp Level's Eureka 40 mine was one of Berwind-White's biggest producers, and it may be one of the most intact early 20th century drift coal mines in existence. The mine's extant above-ground structures and machinery (a tippie and separator, motor barn, fan house, railroad car repair shop, and wash house – all from the 1910s and 1920s) illustrate the nature and evolution of technology in bituminous coal mining, and the existence of the nearby coal patch community exemplifies the relationship between the mining industry and the associated life style of miners and their families.

Windber has a unique and special opportunity to serve as a focal point for the story of all aspects of a coal mining company headquarters town. This community, which sprang up virtually overnight and was literally a self-contained community, represented all that was notable about the Berwind-White Coal Mining Company. Today's Windber still has many of the significant tangible and intangible resources that existed when the Berwind-White Coal Company was at the height of its operations and influence, e.g., public and private buildings, houses, churches, schools, ethnic diversity, and a local populace that is personally associated with coal mining. Windber, however, was not the "typical" company town because it was the company's western regional headquarters (and the population center of Somerset County at the time). Although the company provided all the necessities of life for its workers – through the Eureka store, the rows of company-provided houses, and its own bank, hospital, library, and recreational facilities – the company also encouraged and provided space for competing commercial and financial enterprises. In addition, the company built large, attractive houses as part of a package to induce doctors, lawyers, teachers, and other professionals to settle in Windber.

However, Windber also possessed several characteristics reflective of other coal towns. Windber's housing was typical of industrial housing across the country; management personnel and prominent businessmen lived in large homes with spacious yards and trees while mining employees lived in simple, 2-1/2 story wood duplexes. Bituminous coal companies such as Berwind-White were known for establishing complete towns instead of just building houses, and they were also known for the labor management approach they followed. Coal company towns, Windber included, suffered from several problems, including the denial of civil liberties and the inability of residents to protest unfair labor practices and poor living conditions because of the threat of eviction and blacklisting. Coal companies provided housing to attract labor, reduce turnover, promote stability and loyalty, and, most importantly, have greater control over the labor supply. Company towns were thus known

for their labor relations as well as they were for their grid street layouts and their rows of uniform houses.

The entire mining complex in the Windber/Scalp Level area, including the headquarters town of Windber and the 13 associated mines and their related communities, can provide visitors with an understanding of the regional and national significance of the coal mining industry. Interpretation of the site, focusing on transportation, processing, and marketing factors, can lead to a heightened appreciation of the role coal played in the nation's development. The social issues associated with life in company towns, the growth and influence of labor unions, and the meaning of the coal mining heritage can be understood through interpretation of the layout, use patterns, and management of the coal patch towns themselves in relation to the headquarters town of Windber. The Eureka 40 site and the Windber area as a whole offer a way to understand a rapidly disappearing way of life.

Since the closing of the mines, the Windber and Scalp Level area has become economically depressed, seeking some way to revitalize the area. Windber, for example, has lost two-thirds of its population, dropping from 12,000 residents in the 1940s to its present 4,000. As in so many other communities that have lost their main industry, the children of both boroughs finish school and leave for other areas where employment opportunities are greater. Few ever return for more than a visit. To reverse the decline in population, new jobs must be created locally to enable citizens to work and support their families without leaving their communities. Developing historic resources for visitor use and commercial redevelopment that focus on the early 20th century workings of Windber's and Scalp Level's coal mine communities would help immensely and could become the catalyst that would encourage other businesses to become part of revitalizing the communities.

Both Scalp Level and Windber still have large populations of miners and others associated with the mining industry, many of whom are still closely connected with their rich and diverse ethnic heritage. With the resources available in Windber and Scalp Level, the opportunity is ripe to take advantage of the AIHP and the enthusiasm it is generating.

THE PLAN

The following sections present the overall concepts for how Windber and Scalp Level could be redeveloped as an AIHP tourist destination and, perhaps more importantly, as revitalized communities. With implementation of this plan, these communities could develop strong economic bases, improve the quality of life for residents, and create opportunities for future economic improvement; the plan also meets some of the goals of the AIHP. The plan for Windber and Scalp Level and the Eureka 40 site is based on concepts that other communities have used to restore and preserve elements of their past while adaptively using those elements to meet the needs of today and tomorrow (see also appendixes A-D) and on the responses to the questionnaire that was sent out in November 1988 (see appendix E).

Many steps are required to make the overall plan suggested below a reality. Some of these steps would only require a refocusing of current programs and activities; others would require federal, state, or local legislative action and private support as well as additional planning. However, plan implementation will require the establishment of an effective partnership, each partner having specific charges and responsibilities to bring the plan to fruition. This partnership and the various responsibilities are described after the presentation of the plan.

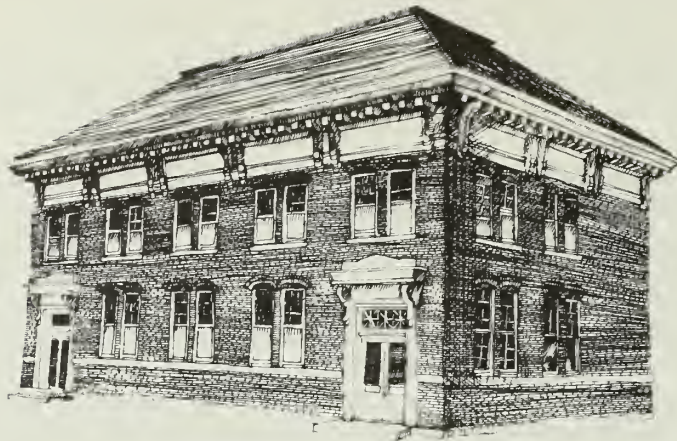
OVERALL CONCEPTS OF THE PLAN – THE VISION

The overall concept of the plan includes redevelopment of downtown Windber and encourages entrepreneurs to operate retail and commercial businesses within buildings that would have been restored and rehabilitated to resemble those of the 1920s, 1930s, and 1940s. If done properly, these commercial spaces would meet today's demands and tomorrow's needs and would ultimately provide a stimulant to reverse the present economic decline. (Additional details for this concept will be developed in a marketing study to be conducted under the auspices of the commission for Windber Borough during the fall of 1989.)

Under the plan, commercial streetscapes in Windber would remain pretty much as they are (i.e., no high-rise development) and would be desirable places in which to shop, work, and live. The restored and rehabilitated structures in adjacent residential neighborhoods would enhance the renewed quality of life in the two communities and surrounding areas. Many vacant lots would become sites for architecturally sensitive and compatible new commercial and residential buildings, constructed to meet increasing demands. Tree-lined streets, parks, and other recreational areas would be expanded, and people would enjoy the beauty of a linear park along Paint and Little Paint creeks as well as the falls on Paint Creek.

The industrial symbol of the two boroughs – Eureka 40 – would be developed and interpreted to provide an understanding and appreciation of the area's past. Other mining sites in the area could also be used to tell the coal story.

Churches and the ethnic neighborhoods they serve would become centers of increased activity based on the rich and varied cultural traditions and customs of the people. Visitors and residents would enjoy concerts, lectures, and live theater productions related to the area's industrial heritage presented in the restored Arcadia Theater. Schools could provide curricula, programs, and activities related to these cultural traditions, and school children could develop a new sense of pride in their history and ancestry.



The Boy Scout building in Windber – formerly the Berwind-White electric company



The U.S. Bank building in Windber



Residence in Windber

THE PLAN – MAKING THE VISION A REALITY

Downtown Windber

The most critical area in Windber is the commercial district centered on Graham Avenue, particularly the Arcadia Theater, the Eureka Store, the Palace and Windber hotels, the former Berwind-White office building, the railroad depot (now library), the trolley station (now private offices), and the Station Memorial Park. Although the physical redevelopment of the commercial district to its 1920s-1940s appearance would be relatively easy, finding entrepreneurs to operate the stores and shops and occupy the office space could be more difficult because the potential for making a profit will probably be limited for the first few years. The most expedient way to proceed with the redevelopment of downtown Windber to attract new businesses and visitors is to undertake a phased approach that would be affordable, attractive to private capital, acceptable to the community, and most importantly, create enthusiasm among the local citizens.

The Arcadia Theater, Palace Hotel, and Eureka Store

Initial redevelopment projects to be undertaken should include the Arcadia Theater, the Palace Hotel, and the Eureka Store. Once restored or rehabilitated, the theater could serve as the flagship of the communities' redevelopment efforts and also provide a vehicle through which the story of the area's past, present, and future could be told using live theater, ballets, concerts, films, melodramas, and multimedia events. The Palace Hotel could provide alternate lodging experiences to the chain establishments near Windber in Richland. The occupation of the Eureka store by a nationally recognized general merchandise firm such as L.L. Bean, Lands' End, or Eddie Bauer would not only provide a much needed economic stimulus but would be in keeping with the historic function and use of the building.

The Eureka 40 Site

At the same time, work should begin on developing the Eureka 40 site as a historic site where the story of coal mining activities could be told. Eureka 40 was one of Berwind-White's major producers and was also the mine where many new and innovative techniques for increasing production (coal washers and pneumatic tools) were tested before being introduced to other mines throughout the industry.

Although total restoration of the mine and its above-ground facilities might not be feasible, nor even desirable, enough must be done to show visitors what a working mine was like and the myriad activities necessary to produce coal on such a massive scale. In the beginning at least, efforts should be focused to portray and interpret "life above the mine" rather than trying to provide an underground experience. For example, initial efforts could be concentrated on restoring or rehabilitating the blacksmith shop, carpenter shop, lamp shop, and reconstructing the company store. The blacksmith shop could be used to make a variety of horseshoes, horseshoe nail rings, horseshoe puzzles, and miniature coal picks; the carpenter shop could be used to make miniature coal cars, replicas of company houses, etc.; the lamp shop could display a history of miner's hats and lamps, starting with the soft caps and carbide lamps, and sell contemporary miner's lamps and hard hats as souvenirs. Perhaps the above-ground structures could be stabilized and a recording of the sounds that could have been heard in and around the mine could be played to give visitors a better idea of what an active mine sounded like.

Whatever is ultimately proposed, however, should not impact in any way the potential reopening of the mine by the Berwind Corporation if this became economically viable. (Reopening the mine for commercial production could indeed provide a whole new avenue for interpretation if visitor safety concerns could be resolved.)

It is recommended that the historic Eureka 40 site be designated as a state historic site under the jurisdiction of the Pennsylvania Historical and Museum Commission (PHMC). The PHMC would acquire, in fee or less than fee, interest in the site from the owners to protect, manage, and interpret the significant resources.

Under a cooperative agreement, the coal heritage society would manage the property on behalf of the PHMC. Full visitor access to the property would be provided, except for those areas that might be closed in the future for visitor safety reasons as a result of operational agreements with the Berwind Corporation. Including historic structures and adjacent areas within the historic site boundary would help the PHMC manage and interpret these resources. Because of the various site resources, aspects of the coal technological story from 1897-1962 could be portrayed to on-site visitors. Audiovisual materials highlighting modern coal extraction processes, possibly incorporating a large-screen format, would be produced by the commission and others. Such materials could cover not only the history of coal mining in southwestern Pennsylvania but also incorporate both past and recent technological innovations as well as complement the Windber/Scalp Level tours (discussed later). The off-site interpretive overlook could be used to supplement on-site interpretive programs should the Berwind Corporation determine in the future to undertake modern coal extraction activities at Eureka 40.

The partnership (described later in this document) would help preserve the historic site and provide technical assistance and outreach programs within the communities. Operation of the site would be further enhanced by implementation of the other aspects of this revitalization plan.

Visitor Facilities in Scalp Level

The development at the Eureka 40 site and its role as a major player in telling the coal story would serve as a catalyst in Scalp Level to promote development of additional facilities for visitors. Residents and property owners would be encouraged to provide restaurants, bed-and-breakfast establishments, and shops. Among the products that could be sold in such shops, or even in a special gift shop that might be operated in a reconstruction of the mine 40 Eureka store, would be products derived from coal, such as perfumes, dyes, and preservatives.

A food outlet, serving soup, sandwiches, and beverages, should be established in the Eureka 40 area. Perhaps some food products that are made in the area, such as pickles, preserved fruits, homemade candies, or bakery items, could be sold. The processing and selling of such homemade foods could also be used as an interpretive device, and perhaps the foods could be prepared in a community or common kitchen.

Developing the above-ground facilities at the Eureka 40 site into both historical uses (e.g., blacksmith shop, company store, carpenter shop, and lamp shop) and contemporary uses (e.g., manufacturing products from coal, demonstrating alternative energy resources, and having a retail outlet for locally produced goods and crafts), and meeting visitor needs with respect to food and lodging should prove economically advantageous to both communities.

Using local artisans as concessioners would also help the economy and lend a down-home atmosphere to the project. Those who still remember some of the arts and crafts from their parents' homelands, such as the beautifully decorated Easter eggs from the Balkan countries and lace, linens, and leather goods from other European nations, could make and sell these products in the gift shop/company store complex.

The coal patch associated with Eureka 40 could provide opportunities to interpret the homes and lifestyles of early coal miners. The commission would aid in restoring one or more of the houses to a particular period or periods relative to the coal mining activity at Eureka 40, complete with a "backhouse" or privy and one or more of the community hydrants that provided most miners and their families with water for drinking, cooking, bathing, and laundry. Perhaps some residents could be encouraged to provide bed-and-breakfast establishments in their homes and take in boarders just as their predecessors did during the heyday of the mine's operations.

Later, the remains of some or all of the other Berwind-White mines in the area (e.g., mines 35, 36, and 42) could be marked with interpretive signs to further expand the coal story.

Visitor Centers and Community Programs

Visitors coming to the area for the first time would be directed to the main visitor orientation center in Windber. Presently four sites have been identified as possibilities for the information/orientation facility in Windber (see Windber – Potential Visitor Orientation Center Sites map). At two of the sites in Windber, the stadium complex and the Conrail facility (between Stockholm and Graham avenues), some type of structure to provide visitor information services would have to be constructed in addition to parking lot improvements. At the third potential site, adjacent to the Eureka store, the requisite visitor services could be provided within the Eureka store complex, and adjacent existing parking would be sufficient. The fourth site, near Windber's Station Memorial Park, would require that off-site parking be provided – possibly behind some of the Graham Avenue businesses. At this time, the Conrail facility is the preferred site; however, further evaluation of these sites and an assessment of their availability would have to be undertaken before any final decisions could be made. Table 1 provides a comparison of the four locations in Windber.

Table 1. Comparison of Visitor Orientation Sites – Windber

<u>Site Attributes</u>	<u>Stadium Site Complex</u>	<u>Conrail Site</u>	<u>Eureka Store</u>	<u>Station Memorial Park</u>
Adequate parking space	Yes	Yes	No	No
Facility construction required	Yes	Yes	No	No
Easy access from Route 56	Yes	Yes	No	No
Easy access to shuttle	Yes	Yes	Yes	Yes
Potential conflicts with other uses	No	Yes	Yes	Yes
Proximity to downtown	No	No	Yes	Yes
Present ownerships	Public	Private	Private	Private
Dependent on shuttle system	Yes	Yes	No	No

Upon arrival in Windber, visitors would be oriented to the area and its attractions. From the visitor orientation center most visitors would be taken to the coal heritage center where they would find information about Windber's history and its satellite communities and associated mines, coal and coal mining, and the Berwind-White Coal Mining Company. Visitors desiring more information about drift coal mining and company towns would be directed to participate in one of the walking or shuttle bus tours or to take the rail shuttle (described below) to Scalp Level, the Eureka 40 site, and its associated coal patch. Tours would include architectural and ethnic history elements and management and labor housing areas. The center could augment these activities with additional programs, festivals, lectures, and concerts. Perhaps the highlight of the experience could occur in the restored Arcadia Theater and include such diverse presentations as films, live theater, ballet, and readings, centered on the theme of coal and the people who lived there and worked the mines. Theater productions would probably include regional, national, and international touring companies as well as locally produced presentations.

Although the main orientation center and the coal heritage center would be in Windber, where the story of the area's coal industry would be told, the Eureka 40 site would also require a facility for visitor orientation to the mine itself and possibly a movie or other interpretive media. There are two sites under consideration in Scalp Level for a visitor contact station. One would be to reconstruct the old Eureka store and use adjacent parking, and the other would be to use the existing power house (making appropriate internal and external modifications for safety and use). Parking for this facility would be across the street to the north (see Scalp Level – Potential Visitor Contact Station Sites map).

Shuttle Bus System

Some type of shuttle bus system should be provided that would shuttle visitors between and within each community, stopping at various points of interest (like the Eureka Store, residential areas, and mines 36 and 37 – see the Windber and Vicinity map) between the commercial area in Windber and the Eureka 40 site in Scalp Level. The shuttle bus system would serve in the interim until a rail shuttle (see below) is established, or permanently if a rail shuttle is not feasible.

Windber/Scalp Level Rail Shuttle and Connections to Other AIHP Sites

Roads in and around Scalp Level are narrow and could present safety as well as circulation problems for visitors. If tourism is to be developed, the commission, commonwealth, county, and other organizations must work together to make the necessary improvements to accommodate visitor traffic. One way to alleviate some of the problems with substandard roads would be to establish a rail shuttle between Windber and the Eureka 40 site in Scalp Level (depending on negotiations with Conrail for use of the track). Such a shuttle could provide another educational and enjoyable experience for visitors and would help ensure that visitors were directed according to the desired experience. The rail shuttle could even be extended to tie into the excursion train that has been suggested between Johnstown and St. Michael, thereby creating a loop to three major AIHP areas. Because the tracks pass through South Fork, visitors could see the 1889 flood area and the village of St. Michael, home of the South Fork Fishing and Hunting Club. Stopovers could be provided before continuing on to Johnstown to visit the flood museum, ride the incline, and visit the Cambria Iron Company.



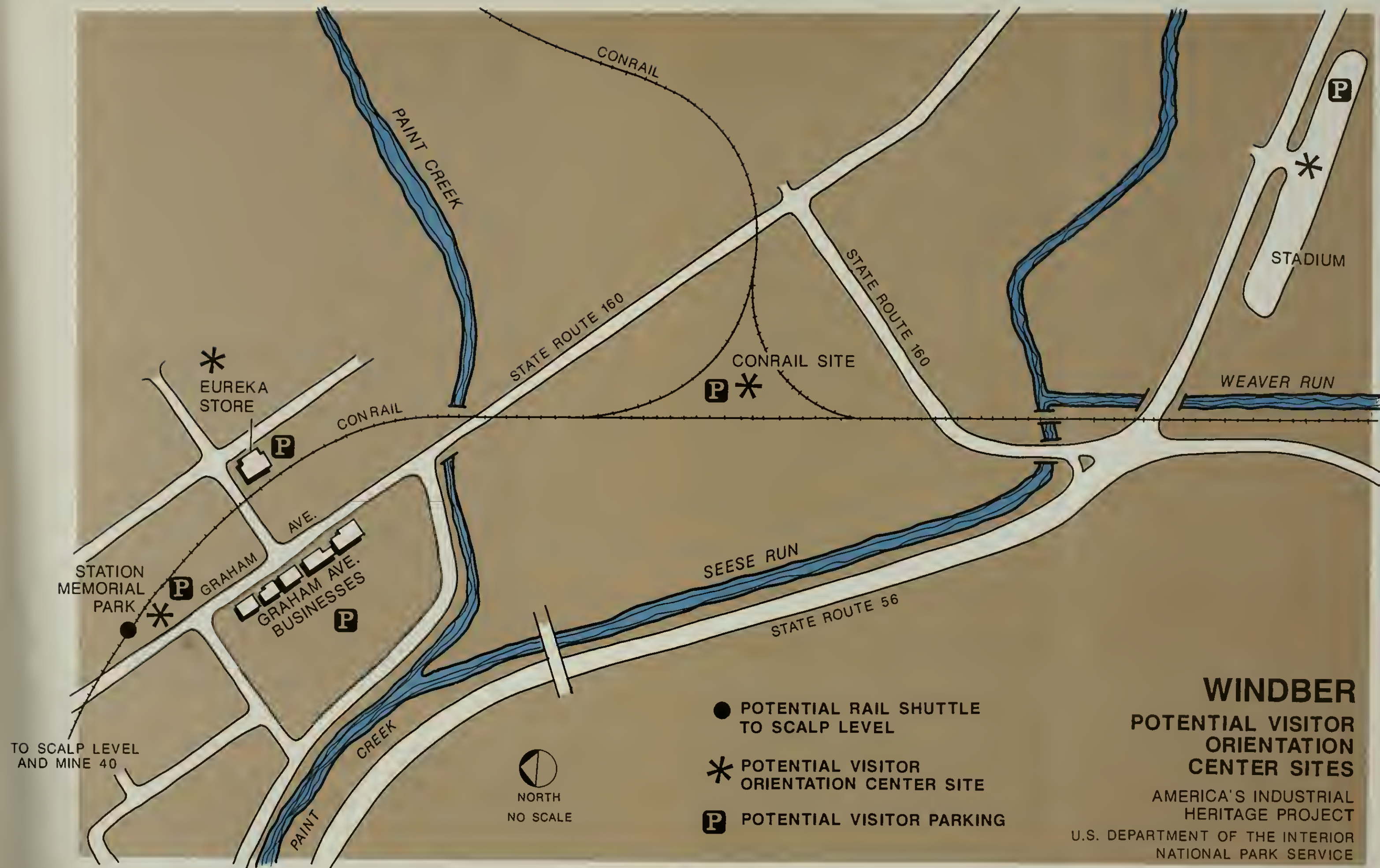
WINDBER

POTENTIAL VISITOR ORIENTATION CENTER SITES

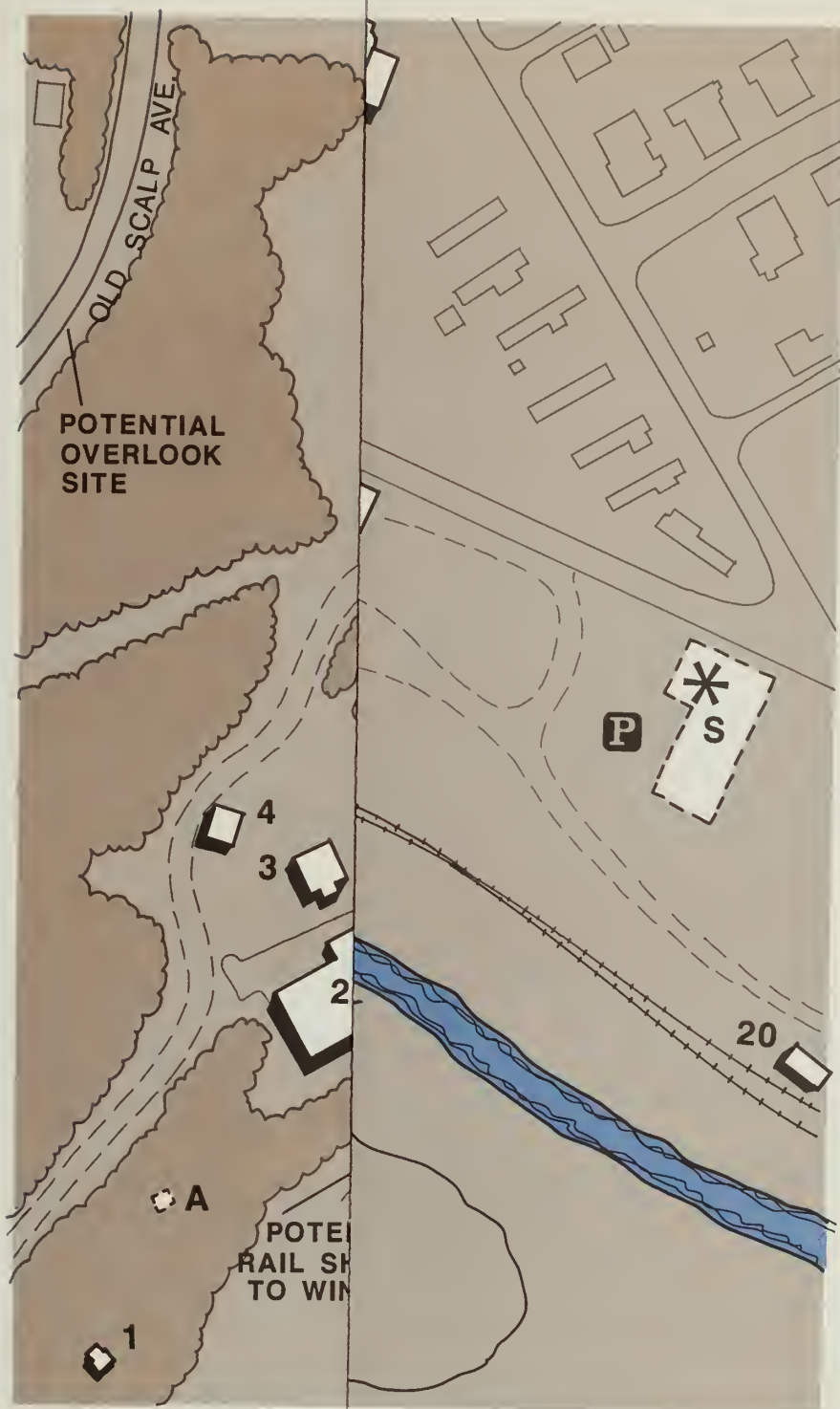
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EXTANT STRUCTURES

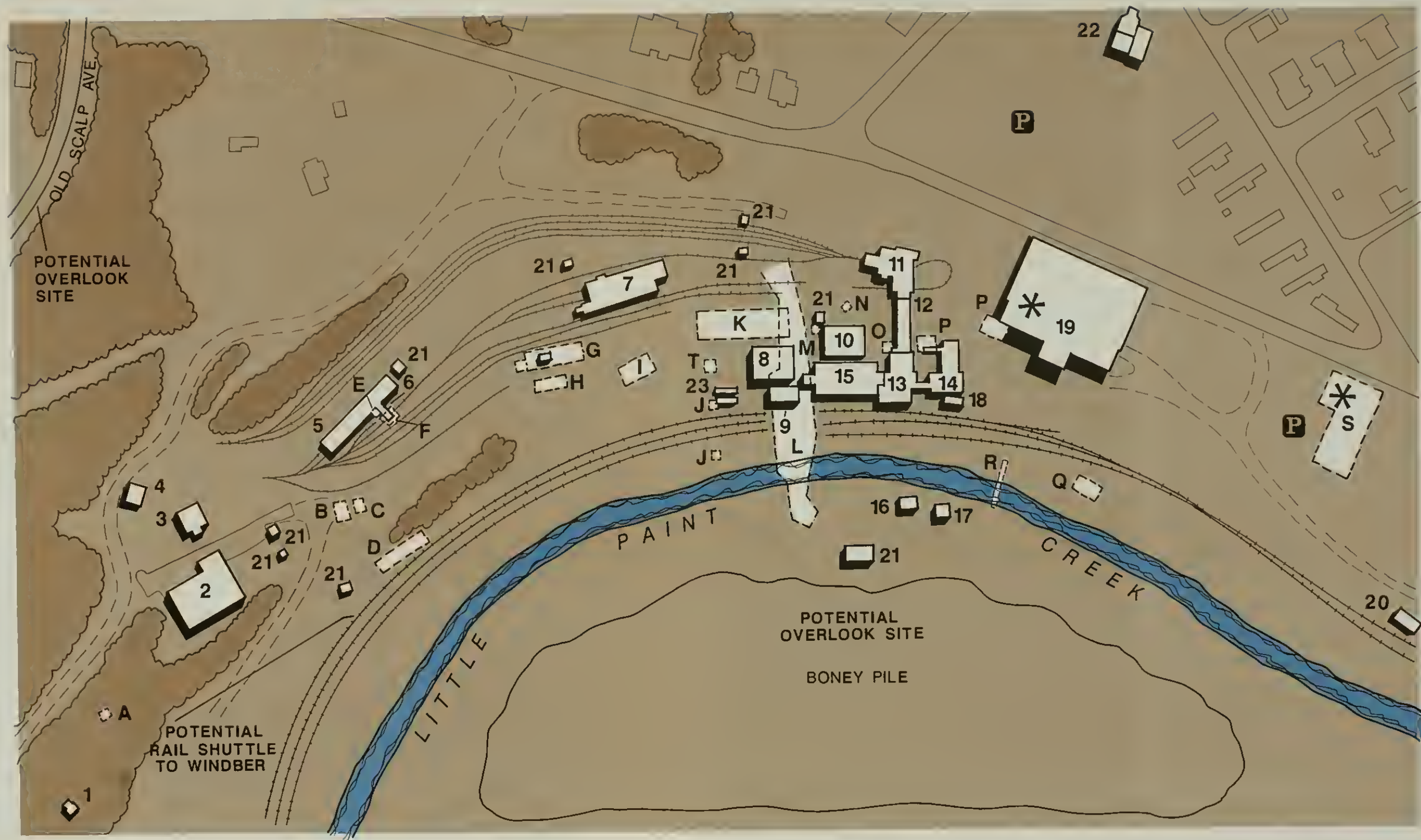
1. Powder magazine
3. Superintendent's of
5. Car shed 6. Sand
- barn 8. Drying plant
10. Dust collector 11.
12. Conveyor screen
14. Wet plant 15. Se
16. Rock bin 17. Ro
18. Transformers 19.
20. Railroad car repair
21. Miscellaneous 22.
23. Tanks

SCALP LEVEL POTENTIAL VISITOR CONTACT STATION SITES

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EXTANT STRUCTURES

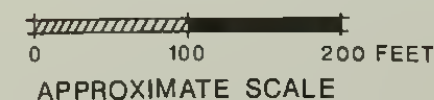
1. Powder magazine 2. Wash house
3. Superintendent's office 4. Garage
5. Cer shed 6. Sand tank 7. Motor barn
8. Drying plant 9. Boiler
10. Dust collector 11. Dump
12. Conveyor screen 13. Hydro plant
14. Wet plant 15. Separator
16. Rock bin 17. Rock hoist
18. Transformers 19. Powerhouse
20. Railroad car repair shop
21. Miscellaneous 22. Fen setting
23. Tanks

NONEXTANT STRUCTURES

- A. Cap magazine B. Minefire car building
 C. Miners' supplies D. Sand house E. Motor boss
 F. Sand shed G. Repair shop H. Sawmill
 I. Supply house J. Shifter's shanty K. Repair floor
 L. Tipple M. Tipple man's shack N. Hose house
 O. Sludge tank P. Crusher Q. Pump house
 R. Dem S. Eureka store T. Miscellaneous

* POTENTIAL VISITOR CONTACT STATION SITE

P POTENTIAL VISITOR PARKING



SCALP LEVEL POTENTIAL VISITOR CONTACT STATION SITES

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Hiking, Biking, and Discovery

Other visitor opportunities could include hiking or biking trails along Paint and Little Paint creeks and other routes throughout the area where vestiges of coal mining activity could be interpreted or remain primarily as discovery sites for the more adventurous.

WHAT THE VISITOR WOULD EXPERIENCE AND LEARN – INTERPRETATION

The story of Windber and Scalp Level and their satellite communities is multifaceted, and visitors should be encouraged to spend more than a token amount of time in the area to fully understand and appreciate it. This is because the key to the story lies in its intangible elements – the lives of the people who lived, worked, raised their families, retired, and died there. Therefore, whenever possible, visitors would be encouraged to take guided tours of the communities. The tours should be led by former and retired miners, wives of miners, former company officials, or other knowledgeable people who can provide visitors with those special insights into life in a company town. For example, the double row of company houses along Railroad Street near the former Eureka 36 may appear monotonous at first. However, those willing to spend time with area residents would learn that virtually each side of the duplex is presented differently by its occupants, and a tour down the alley behind the houses would reveal the highly individualistic treatment of the backyards. Similarly, a brief glance at the architecture of the various churches would reveal little of a spectacular nature. However, a leisurely drive or walk around town would soon reveal many different buildings representing the same denomination but each serving its own ethnic neighborhood.

At the Eureka 40 site, visitors would be able to view the remains of a major drift coal mine and gain a better appreciation of the magnitude and kinds of operations necessary to keep such an enterprise going. Here, as in Windber, retired miners could explain in detail the many operations necessary to make a working mine productive and profitable. At some point in the future, an underground experience in the mine would be desirable. Similarly, if economic conditions change and the Berwind Corporation decides to reopen the mine to production, an added experience for visitors would be witnessing state-of-the-art mining operations in tandem with an interpretation of the historical ones.

Many themes related to Windber and Scalp Level and the coal story have potential for interpretation. These themes are detailed in appendix F. It is possible to interpret nearly any theme in a centralized museum setting, but interpretation is most effective when it occurs in proximity to a tangible resource. Once sites with interpretive potential have been selected and questions of access have been addressed, it becomes evident which themes can be interpreted on-site and which will need to be supplemented by other media. It is assumed that the commission, possibly using NPS interpreters, would play a role in the interpretation of the Windber/Scalp Level area story, interpreting those elements of the coal story that have national significance. Themes that are of state or regional significance would in all likelihood be interpreted by the commonwealth of Pennsylvania or local organizations, with consultation provided by the commission as requested.

THE PARTNERSHIP

The plan for Windber and Scalp Level is multifaceted and involvement by area residents and organizations is absolutely essential. The commission, the commonwealth of Pennsylvania, Cambria and Somerset counties, and local governments will also play a role critical roles in making the plan a reality. A partnership between and among these entities is integral to the success of the plan. The following chart shows the various groups and organizations recommended and their relationship to each other. The specific roles and responsibilities of each entity are described below.

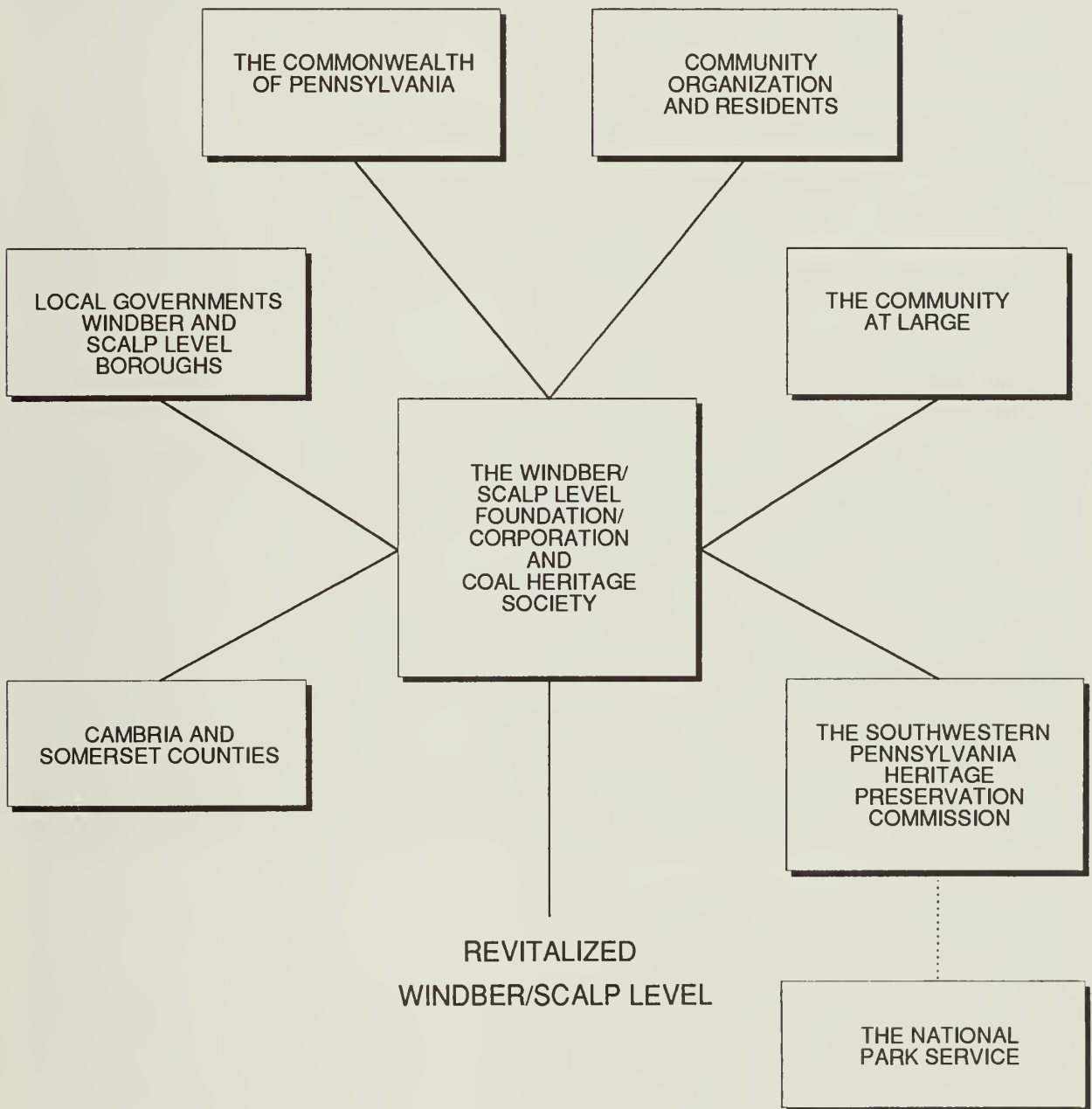
The Foundation/Corporation

Implementation of a plan for the Windber/Scalp Level area, once the plan is finalized and endorsed, will be much easier if there is preparation. Plan implementation will require a considerable amount of money, and there are several ways to handle this. One is to find a well-established firm with capital; another is to have an entrepreneur borrow the necessary funds from a banker; another is to form a foundation/corporation – preferably one that complies with IRS 501 (c) 3 rules (nonprofit). Also, with the cooperation of the state, county, or city, industrial development bonds (IDBs) could probably be sold. (These are funds that can be used as loans to entrepreneurs as well as for property acquisition.) A 501 (c) 3 foundation/corporation is preferable because donations such as real estate, cash, etc., can be deducted by the donor as a charitable contribution, and thus it will be easier to solicit grants from individuals and organizations.

It is recommended that such a foundation/corporation be established in the Windber/Scalp Level area; this foundation/corporation would be empowered to raise funds through individual and corporate donations, as well as to seek public and private sector grants. Certain redevelopment projects need to be undertaken to implement the plan, and the foundation/corporation might need to acquire these properties. Acquisition would prevent profit-seeking companies and individuals from buying them and charging high rents, which would aid in making plan implementation possible. The foundation/corporation would, on the other hand, keep rents to a minimum and even assist the entrepreneur with financing needs – introducing him/her to a banker who is enthusiastic about the Windber/Scalp Level plan or perhaps providing low-cost loans. The foundation/corporation could thus maintain much better control over the entire project, and its real estate holdings could remain an asset to be rented, leased, or sold to entrepreneurs who are eager to become part of Windber's redevelopment success.

The foundation/corporation would also lead the way for tax abatement for business operators within the historic districts, consolidate advertising, develop festivals, and generally encourage development while keeping strict control on the type of development, basically by controlling the real estate needed for plan implementation. The foundation/corporation might also want to undertake measures, such as acquisition of scenic easements, to protect critical vistas of the communities, e.g., from Horn Road, Mine 37 road, and atop Baumgardner Heights. The board of directors would therefore have to have a common philosophy on the aims and goals of Windber and Scalp Level, basic agreement on how to attain them, and a willingness to exercise every effort to accomplish them.

The Partnership



In addition to operating as described above, the foundation/corporation would function as the communitywide clearinghouse with respect to the activities of other public and private sector agencies and organizations within the Windber/Scalp Level area. The term clearinghouse best describes the "umbrella" role of the foundation/corporation; the foundation/corporation would not be a managing agency, nor would it seek this role. Nevertheless, such a coordinating role would be necessary, and the board of directors would be an appropriate vehicle to coordinate the activities of participating groups so that they would complement each other. This clearinghouse role would in no way hamper the powers and responsibilities of elected local government officials. Rather, borough management decisions that were also compatible with overall community goals for revitalization would be encouraged.

The Windber/Scalp Level Coal Heritage Society

As an arm of the foundation/corporation – or as a separate group – and in conjunction with the commission and the commonwealth of Pennsylvania, would be the Windber/Scalp Level coal heritage society. The primary function of the society would be the preservation, interpretation, and presentation (for public education and enjoyment) of the many facets of the coal story. This would be done at the coal heritage center in Windber.

The Southwestern Pennsylvania Heritage Preservation Commission

The commission would serve as technical advisor to the foundation/corporation, the coal heritage society, and the communities-at-large with respect to activities such as resource identification, preservation, interpretation, and management. In addition, the commission could provide matching development grants to the foundation/corporation as well as additional planning assistance (when necessary) for capital improvements to facilitate such activities as visitor orientation, recreation, and access and circulation throughout the two boroughs. The commission would provide the funds for the orientation center in Windber and could also have primary responsibility in the interpretation and visitor use of the coal-related resources in the Windber and Scalp Level area, especially at the Eureka 40 complex. It should be noted that until the commission is fully staffed the National Park Service is assisting the commission and serving as technical advisor. When the commission is fully staffed, the commission may contract with the National Park Service or with other organizations. NPS staff are members of the commission, and the Park Service, having been involved from the beginnings of the AIHP, is quite knowledgeable about the project and its goals and has served in this capacity in other AIHP areas such as Johnstown, Saltsburg, and Altoona.

The Commonwealth of Pennsylvania

Through interagency cooperation between the Pennsylvania Department of Community Affairs, the Pennsylvania Historical and Museum Commission, the Department of Environmental Resources, the Department of Commerce, and the Heritage Affairs Commission, a major role in managing some of the area's significant cultural resources, e.g., Eureka 40, could be undertaken. Another possibility would be the establishment of a state bituminous coal museum similar to the anthracite coal museum in Scranton. Although further study and planning would be necessary, it is possible the consortium of state agencies might also consider establishing a state heritage park in the Windber/Scalp Level area that is similar to those being proposed for Johnstown and Altoona. The state could also be of major assistance in establishing linear park developments and recreational

opportunities along Paint and Little Paint creeks and/or along some of the abandoned or little-used railroad rights-of-way throughout the area.

The Pennsylvania Historical and Museum Commission would provide assistance to both boroughs in the identification and designation of historic districts.

The Department of Community Affairs would help both communities establish a Main Street Manager program to assist the business community in making the necessary physical improvements along Graham Avenue.

The state also could participate in a range of programs and activities that focus on community history, ethnic heritage and diversity, folklore and folklife, and other aspects of community life in the Windber/Scalp Level area. These programs and activities would complement the story of coal by focusing on related community life and human stories. The Legislative Initiative Grant program would be another way in which the state could participate in a number of projects.

Cambria and Somerset Counties

Through cooperative efforts, officials of both counties would need to ensure that their mandates, policies, and activities were in accord with the goals of Windber and Scalp Level and do everything they could to assist the communities in reaching those goals. One of the biggest contributions could be helping establish a shuttle system between the various sites and resources to be interpreted. A moderately priced ticket book that also contains discount shopping coupons could be sold to encourage visitors to see various points of interest and spend time in the commercial establishments or remain overnight in renovated accommodations such as the Palace Hotel or bed-and-breakfast establishments.

Local Governments – Windber and Scalp Level Boroughs

The key roles in making the vision a success, however, rest with the officials of the two boroughs and surrounding area and the private sector. Without the full support of the community-at-large and their elected officials, the vision cannot be realized. Elected officials would have to support the plan with verbal endorsement and, more importantly, with specific actions. For example, revised ordinances relating to compatible zoning and historic preservation covenants might be required. Major efforts would be necessary to upgrade existing recreational and cultural facilities and opportunities and to assist in the cleanup of Paint and Little Paint creeks and their corridors. The local redevelopment authority could set the example of seeking methods to rehabilitate and adaptively use existing residential and commercial buildings. When new construction is proposed, local officials should ensure its compatibility with existing design, height, and setbacks. Other local government departments would also have to reevaluate and redefine their priorities to be consistent with the overall goals.

Community Organizations and Residents

Private sector organizations, whether it be service clubs, chambers of commerce, economic development interests, or neighborhood groups, should reorient their respective focuses on the achievement of the overall goals. Business owners should undertake building facade restoration projects. New businesses coming to the area should relocate in existing commercial spaces rather than constructing new facilities outside the core commercial district. Church members should restore their historic buildings and provide opportunities for visitors to experience their attractive facilities at times other than worship services.

In addition to ensuring that local officials help achieve the goals, residents of the communities would also have to do their part. Owners of historically significant residential, commercial, and religious structures should ensure that they are properly maintained to protect their historical, architectural, or cultural significance. Those who own property within significant residential or commercial historic districts should have these districts recognized and protected under the necessary historic district zoning and preservation ordinances.

The Communities-at-Large

Both the public and private sectors in the Windber/Scalp Level area should ensure that the communities provide the experiences, services, and amenities necessary to encourage visitors and residents to come to the area to recreate, shop, work, and live while learning about and appreciating the rich cultural and industrial heritage of Windber and Scalp Level.

PUTTING THE PLAN INTO ACTION

The Beginning

The first step in plan implementation is endorsement of this plan by the communities; this will set in place the foundation/corporation and the Windber/Scalp Level coal heritage society and solidify the public/private partnership just described, which is the very basis of the concepts embodied in the AIHP.

Once the partnership has been established, a number of activities should be undertaken.

The commission, the foundation/corporation, the coal heritage society, and the commonwealth of Pennsylvania should proceed with efforts to work with the Berwind Corporation to protect the important resources of Eureka 40 and promote visitor appreciation and understanding of the resource.

Efforts should be undertaken by the Pennsylvania State Historic Preservation Office, in concert with local government officials, to identify, designate, and register significant historical, architectural, and cultural sites and districts. Potential historic districts would include the commercial district, the residential area north of Graham Avenue and west of Somerset Avenue, and the residential areas adjacent to the mine 40 site.

Elected officials should take steps to ensure adequate protection of these significant resources by enforcing existing regulations or implementing new ones (see examples in appendixes A-D).

Using seed money (such as the monies recently provided to Windber and Scalp Level through the Legislative Initiative Grant program) the financial community should establish a revolving fund to provide low-interest loans or matching grants to property owners desiring to rehabilitate or restore their properties. The commission and the commonwealth could also assist in this effort by providing no-cost technical assistance to property owners.

Special interest and advocacy groups and organizations should begin focusing their particular programs and activities toward realization of the plans and goals. For example, organizations working to bring new business and industry to the Windber and Scalp Level area should promote the use of historic commercial buildings. The business community should encourage its members to take the lead in such programs as facade rehabilitation and restoration, adaptive use of historic structures, and sensitive architectural design of new buildings. Neighborhood associations or groups should begin advocating the designation of their areas as historic districts, if applicable, and should work to ensure that all home and property improvement projects are sensitive to the historical and architectural significance of the area. Garden clubs and fine arts organizations should work with local officials to implement certain planting schemes, beautification projects, and fine arts activities such as concerts, theater performances, exhibits, and sculptures throughout the city. Church groups should initiate or expand existing ethnic festivals, centering on the rich culture and traditions of the communities they serve. Schools should emphasize local history and traditions and tie nationally significant events to the local scene.

Retired workers should begin conducting tours at the historic mine sites and other resources where the coal story is being told.

Table 2 describes possible phasing, funding, and responsible entities.

The Result

Implementation of such a plan should result in a "new" Windber and Scalp Level. These communities, which are tied together by a common past and a rich tradition, will be more attractive and economically revitalized. Their pride in their industrial heritage and their present and future will be evident, as will their desire to share that pride, tradition, and history with anyone who lives, works, or visits the area. This is the kind of place that people from the region and the nation will want to visit and experience.

Table 2. Plan Implementation Schedule, Windber

<u>Project</u>	<u>Phase/ Time Frame</u>	<u>Funding Source</u>	<u>Responsible Entity</u>
Marketing study	Fall 1989	Commission	Commission with NPS technical assistance and coordination with municipal authorities
Preliminary design of visitor center	Phase I FY90	Commission	Commission with NPS technical assistance and coordination with municipal authorities
Historic districts study/survey	Phase I FY90	Pennsylvania Historical and Museum Commission (PHMC)	PHMC
Renovation of Station Memorial Park	Phase I FY90	Pennsylvania Department of Community Affairs (DCA)	Windber Municipal Authority
Establishment of historic districts	Phase II FY91	PHMC	PHMC in cooperation with Windber Borough Council and Municipal Authority
Acquisition, final design, and development of coal heritage center and exhibits	Phase II FY91	Commission	Commission with NPS technical assistance
Acquisition and initial restoration of Arcadia Theater	Phase II FY91	Foundation/corporation	Foundation/corporation
Production of coal heritage center film	Phase II FY91	Commission	Commission with NPS technical assistance
Development of walking tour and interpretive media	Phase II FY91	Commission	Same as above

<u>Project</u>	<u>Phase/ Time Frame</u>	<u>Funding Source</u>	<u>Responsible Entity</u>
Opening of coal heritage center	Phase III FY92	Coal heritage society; possible aid by commission	Coal heritage society
Visitor staging/parking area development	Phase III FY92	U. S. Dept. of Transportation	Cambria County Transit Authority
Rehabilitation of rail station as shuttle stop/information center*	Phase III FY92	U. S. Dept. of Transportation	Cambria County Transit Authority
Relocation of library*	Phase III FY 92	U.S. Dept. of Transportation	Windber Borough and Windber Library Association
Installation of shuttle system (operated seasonally, May-October)	Phase III FY92	Cambria County Transit Authority	Cambria County Transit Authority
Graham Avenue improvements – two blocks opposite Station Memorial Park (building facades, street trees, brick pavers, accent lighting, curbs and gutters, etc.)	Phase III FY92	DCA	Windber Municipal Authority, Windber Borough, Main Street Manager, and business community
Begin Main Street Manager program	Phase III FY92	DCA	Main Street Manager
Finalize restoration of Arcadia Theater	Phase III FY92	Foundation/corporation	Foundation/corporation
Continue rehab of two additional blocks – 15th Street between Graham and Somerset avenues and also along the Midway	Phase IV FY93	DCA	Municipal Authority, Borough, Main Street Manager, and business community

* Contingent on establishment of shuttle system

<u>Project</u>	<u>Phase/ Time Frame</u>	<u>Funding Source</u>	<u>Responsible Entity</u>
Continue Main Street Manager program	Phase IV FY93	DCA/borough	Main Street Manager
Development of off-street parking behind Graham Avenue	Phase IV FY93	DCA	Borough
Rehabilitation/restoration of Palace Hotel	Phase IV FY93	Private sector/with state economic incentives	Private sector
Rehabilitation/restoration of Eureka Store	Phase IV FY93	Private sector/with state economic incentives	Private sector

Table 3. Plan Implementation Schedule, Scalp Level

<u>Project</u>	<u>Phase/ Time Frame</u>	<u>Funding Source</u>	<u>Responsible Entity</u>
Design of interpretive overlook/entrance	Phase I FY90	Commonwealth of Pennsylvania	Scalp Level Borough
Acquisition of mine 40 site from Berwind-White	Phase II FY91	Commonwealth of Pennsylvania	PHMC
Development of preliminary site design and historic restoration plan	Phase II FY91	Commonwealth and commission	PHMC with commission and NPS staff assistance
Acquisition of company house and production of design and exhibit plan	Phase II FY91	Commission	Commission with NPS technical assistance
Construction of interpretive overlook	Phase II FY91	Commonwealth of Pennsylvania	Scalp Level Borough
Establishment of mine 40 historic district	Phase II FY91	PHMC	PHMC and Scalp Level Borough
Mine 40 site improvements	Phase III FY92	PHMC, Berwind, and commission	Coal heritage society
Rehab of company house completed; exhibits installed with furnishings – open to public	Phase III FY92	Commission	Commission, with NPS technical assistance
Development of shuttle stop	Phase III FY92	U. S. Dept. of Transportation	Cambria County Transit Authority
Facade easement and restoration program	Phase IV FY93	Commission	PHMC and commission staff

Table 4. Management/Staffing Responsibilities

Visitor center	Coal heritage society, with commission technical assistance
Walking/shuttle tour	Coal heritage society (operated out of visitor center)
Arcadia Theater	Foundation/corporation
Station Memorial Park	Windber Borough
Shuttle/transit system and staging area	Cambria County Transit Authority
Trolley station	Windber Merchants Association/Chamber of Commerce
Main Street Manager program	Main Street Manager/business community
Mine 40 site	Coal heritage society, with PHMC technical assistance
Interpretive overlook at Scalp Level	Coal heritage society, with commission technical assistance

APPENDIXES

- A: Recommended Model Provisions for a Preservation Ordinance, with Annotations
- B: Handbook for Landmark and Historic District Commissions
- C: Historic Preservation Plan, Savannah, Georgia
- D: Recently Adopted Preservation Ordinance, Village of St. Michael, Cambria County, PA
- E: Summary of Responses to Windber/Scalp Level Questionnaire
- F: Major Themes and Subthemes That Are Important to Develop for Windber and Scalp Level

APPENDIX A: RECOMMENDED MODEL PROVISIONS FOR A PRESERVATION ORDINANCE, WITH ANNOTATIONS

Note: In this document appendix A is an excerpt of the original document. A copy of the entire original document has been given to the Windber Municipal Authority and the Scalp Level Planning Committee for those individuals who may be interested.

NATIONAL TRUST FOR HISTORIC PRESERVATION

RECOMMENDED MODEL PROVISIONS
FOR A PRESERVATION ORDINANCE,
WITH ANNOTATIONS

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April 1980

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TABLE OF CONTENTS

INTRODUCTION - I

BASIC PROVISIONS

- I. Purposes of a Preservation Ordinance - 1
- II. Creation of a Preservation Commission - 11
 - A. Creation of the Commission as a Municipal Entity - 11
 - B. Commission's Position Within City Government - 14
 - C. Commission Members: Number, Appointment, Terms, and Compensation -
 - D. Required Qualifications for Commission Members - 20
 - E. Selection of Commission's Officers - 23
 - F. Statement of the Commission's Powers - 24
 - G. Commission's Power to Adopt Rules of Procedure - 26
 - H. Commission's Authority to Employ Staff - 28
 - I. Commission's Authority to Receive Funding from Various Sources - 29
 - J. Records of Commission Meetings - 31
- III. Designation of Historic Districts and Landmarks - 33
 - A. Preliminary Research by Commission - 33
 - a. Commission's Mandate to Conduct a Survey of Local Historical Resources - 33
 - b. Commission's Power to Recommend Districts and Buildings to City Council for Designation - 35
 - c. Preparation of Report on Proposed Designation - 36
 - B. Designation of a Historic District - 38
 - a. Criteria for Selection of Historic Districts - 38
 - b. Boundaries of a Historic District - 40
 - c. Evaluation of Properties Within Historic District - 43
 - d. Affirmation of Existing Zoning - 45

- C. Designation of a Landmark - 47
 - a. Criteria for Selection of Landmarks - 47
 - b. Commission's Solicitation of prior Written Consent of Owners to Designation - 50
 - c. Boundary Description - 51
- D. General Matters Affecting Designation of Both Historic Districts and Landmarks - 52
 - a. Application for Designation of Historic District or Landmark - 52
 - b. Commission Required to Notify Property Owners of Proposed Designation - 54
 - c. Commission Required to Hold Public Hearing - 56
 - d. Commission Required to Make Designation Decision Promptly After Public Hearing - 58
 - e. Specific Criteria Adopted at time of Designation - 59
 - f. Commission Required to Notify Property Owners of Designation Decision - 60
 - g. Commission Required to Notify Other Agencies of Designation - 61
 - h. Commission's Authority to Amend or Rescind Designation - 62
 - i. Moratorium on Applications for Alteration or Demolition While Designation Pending - 63

- IV. Application to Preservation Commission for Certificate of Appropriateness - 65
 - A. Commission to Approve Alterations or New Construction in Historic Districts or Involving Landmarks - 65
 - B. Permission for a Variety of Styles in New Construction - 71
 - C. Guidelines and Criteria for Commission to Use - 72
 - D. Submission of Plans to Commission - 77
 - E. Acceptable Commission Reactions to Application for Certificate of Appropriateness - 78
 - F. Commission to Hold Public Hearings on Applications for Certificates of Appropriateness - 79

- G. Commission to Consider Effect of Proposed Alteration on Both Structure involved and on Neighborhood Surrounding Structure within District - 80
- H. Permission for Commission to Seek Outside Technical Advice - 81
- I. Hardship - 83
- J. Required Findings for Historic District and Landmark Applications - 86
- K. Form of Decision - 88
- L. Giving Notice of Commission's Decision to Applicant - 89
- M. Explanation of Commission's Disapproval of Proposed Plans - 91
- N. Failure of Commission to Review Plans in Timely Fashion - 93
- O. Work Performed Required to Conform with Certificate of Appropriateness - 95

V. Demolition Applications - 97

- A. Commission's Authority to Comment on Demolition Permit Applications - 97
- B. Acceptable Commission Reactions to Applications for Demolition Permits - 99
- C. Consideration of Post-Demolition Plans - 100
- D. Demolition Criteria - 101
- E. Demolition Delay Period - 104
- F. Commission Activities While Action on Demolition Permit Suspended - 106
- G. Owner Required to Make Bona Fide Offer to Sell During Delay Period - 107
- H. Additional Demolition Delay Period if Condemnation Appears Likely - 109

VI. The Preservation Commission and Municipally-Owned Property - 111

- A. Property Owned by Public Agencies - 111
- B. Commission's Authority to Comment on Proposed Municipal Land Acquisitions Within Historic District - 115
- C. Commission Approval Required for Alteration of Municipally-Owned Landmarks - 116

VII. Maintenance of Historic Properties - 117

- A. Ordinary Maintenance Exclusion - 117

- B. Definition of Ordinary Maintenance - 118
- C. Minimum Maintenance Requirement - 119
- D. Public Safety Exclusion - 122
- VIII. Recording the Fact of Commission Designation - 125
 - A. Recording Requirement for Chain of Title Purposes - 125
 - B. Listing of Historic District Properties in Local Government Offices - 126
- IX. Enforcement Provision - 127
- X. Penalty Provision - 129
 - A. Criminal Penalty - 129
 - B. Civil Remedy - 131
- XI. Appeal Provisions - 133
 - A. General Appeal Provisions - 133
 - B. Grounds for Reversal by City Council of Commission Denial of Certificate of Appropriateness - 136

ADDITIONAL PROVISIONS

- I. No additional Provisions
- II. Creation of a Preservation Commission - 137
 - A. Commission's Power to Establish Working Committees - 137
 - B. Commission's Authority to Request Information from Other Governmental Agencies - 138
 - C. Annual Report by Commission - 139
- III. Designation of Historic Districts and Landmarks - 140
 - A. Preliminary Research by Commission - 140
 - a. Recognition of Non-Designated Structures of Merit - 140
 - B. Designation of a Historic District - 142
 - a. Referendum or Consent Requirement for Creation of Historic District - 142
 - C. Designation of a Landmark - 143
 - a. Public Hearing When Owner Refuses to Give Written Consent to Designation - 143

- D. General Matters Affecting Designation of Both Historic Districts and Landmarks - 145
 - a. Notice to Nearby Property Owners of Hearing on Proposed Designation - 145
 - b. Filing Fees for Designation Applications - 146
 - c. Plaques to be Attached to Buildings Following Designation - 147
- IV. Application to Preservation Commission for Certificate of Appropriateness - 148
 - A. Definition of Alteration Keyed to City Building Code - 148
 - B. Commission Authorized to Delay, But not Deny, Proposed Alteration - 149
 - C. Publications to be Used by Commission as Helping Establish Standards - 150
 - D. Certificate of Appropriateness Void if Construction not Commenced - 151
 - E. Change in Scope After Issuance of Certificate - 152

INTRODUCTION

State enabling legislation to permit municipalities to create preservation commissions has been enacted in many states, but not in all states.¹ Because these state acts differ significantly from state to state, the National Trust has decided it would be inadvisable to produce a single model preservation ordinance. Instead, representative provisions indicating in many instances a range of possible approaches to particular issues were selected. These recommended model provisions for a historic preservation ordinance are arranged as separate entries, each of which is divided into an annotation and one or more quotations from existing preservation ordinances.

The rapid growth in the enactment and amendment of preservation ordinances has caused a substantial increase in the number of requests for National Trust review of enacted or proposed preservation ordinances and amendments to existing ordinances. The United States Supreme Court's 1978 opinion in Penn Central Transportation Company v. City of New York, 438 U.S. 104, should lead to the enactment or revision of preservation ordinances in many communities. The following recommended provisions have been compiled to help communities develop new ordinances or amend existing ones.

During the summ of 1976 the Trust's Office of Real Estate and Legal Services requested from each known landmark or historic district commission a copy of the ordinance establishing the commission and enumerating its powers and

1. "Over the past 50 years all 50 states and over 500 municipalities have enacted laws to encourage or require the preservation of buildings and areas with historic or aesthetic importance." Penn Central Transportation Company v. City of New York, 438 U.S. 104, 107 (1978). A list of current state statutes for historic preservation may be found in "Significant State Historic Preservation Statutes," an Information publication prepared for the National Trust for Historic Preservation by James P. Beckwith, Jr.

procedures. As these ordinances reached the Trust, a number of representative ordinances were selected for use in compiling these annotated model provisions, based on factors such as geographical location, community size, history of local preservation efforts, and success of an ordinance in preservation litigation. The selected ordinances establish and define both commissions with strong independent powers and commissions with a limited advisory role. These selected ordinances were then read so that representative provisions could be culled from them for use in this compilation. The selection of one or more provisions from an ordinance does not constitute a recommendation of the entire ordinance.

Provisions have been selected from ordinances in the following states and communities: Alabama (Huntsville), California (Berkeley, Los Angeles, Sacramento), Colorado (Boulder, Fort Collins, Telluride), Connecticut (Enfield, Mansfield, New Haven), Delaware (Wilmington), District of Columbia, Florida (Coral Gables, Pensacola), Georgia (Savannah), Illinois (Chicago, Galena, Oak Park), Kansas (Wichita), Kentucky (Louisville, Paducah), Louisiana (New Orleans), Massachusetts (Boston), Mississippi (Natchez, Vicksburg), New Jersey (Trenton), New York (New York), North Carolina (Salisbury), South Carolina (Charleston), Virginia (Alexandria, Loudoun County), Washington (Seattle), and Wisconsin (Madison).

Annotations include references to appropriate decided court cases and references to pertinent articles that have appeared in the Landmark and Historic District Commissions newsletter that is published by the National Trust's Office of Real Estate and Legal Services.

Ordinance provisions have been divided into two categories: basic provisions and additional provisions. Readers of these provisions will realize

that every preservation ordinance is necessarily tailored to fit a local situation, and that provisions suitable to and workable in one community may be undesirable for another community. Frequently an ordinance contains provisions necessitated by local political forces.

No local ordinance should be drafted without the assistance of an attorney thoroughly familiar with state enabling legislation and applicable state court decisions. Because state enabling legislation for preservation ordinances differs widely from state to state and is non-existent in a few states, provisions developed for an ordinance in one state may be highly inappropriate for an ordinance in another state.

In some states it may eventually be necessary to amend existing state enabling legislation to permit the delegation to preservation commissions of sufficient regulatory authority for them to administer successful municipal preservation programs. Existing commissions are likely to seek full authority to exercise the powers sanctioned by the Supreme Court's Penn Central decision. Drafters of proposed amendments to existing legislation may find these recommended model provisions useful, and will want to consult also Guidelines for State Historic Preservation Legislation, issued by the Advisory Council on Historic Preservation.

Local preservation commissions should be aware of which local structures and districts have been listed in or nominated to the National Register. In states that have established state register programs, preservation commissions should also be aware of local listings on the state register. An active preservation commission will encourage the nomination of additional structures and districts to both the National Register and

any state register. For maximum protection, a building should be both locally designated and listed in the National Register and the state register.

In the long run, the effectiveness of a local preservation commission will depend as much on the caliber of appointments to the commission and the care with which commission members discharge their responsibilities as it will on the strength of the preservation ordinance itself. Weak implementation of a good ordinance will necessarily lead to an ineffective municipal preservation program.

Stephen N. Dennis
April 1980

APPENDIX B: HANDBOOK FOR LANDMARK AND HISTORIC DISTRICT COMMISSIONS

Note: In this document appendix B is an excerpt of the original document. A copy of the entire original document has been given to the Windber Municipal Authority and the Scalp Level Planning Committee for those individuals who may be interested.

HANDBOOK FOR LANDMARK
AND HISTORIC DISTRICT COMMISSIONS

Frank B. Gilbert
National Trust for Historic
Preservation
740-748 Jackson Place N.W.
Washington, D.C. 20006

Preparation of this handbook was made possible through a research contract from the Office of Policy Development and Research of the U.S. Department of Housing and Urban Development

MEMBERSHIP OF THE COMMISSION AND THE DUTIES OF INDIVIDUAL COMMISSIONERS

SUMMARY

The members of a landmarks or a historic district commission are usually selected by elected officials, the mayor or the city council or some combination thereof, and the local law often requires that certain fields be represented on the board such as architecture, history and real estate. Generally the members have to live within the city where the commission has jurisdiction. Sometime there is a provision that members come from the area which is being designated a historic district. A typical commission has from five to eleven members with an odd number helping to prevent deadlocks.

There may be ex-officio members from elsewhere in municipal government, such as the chairman of the planning commission, the director of development or the commissioner of buildings, and these officials may be allowed to have alternates represent them. Certain private groups - a preservation organization, a historical society or a fine arts association - may have the right to nominate candidates for possible appointment to the commission, or these groups may be given representation on the commission.

To provide balanced representation over the period of change in the political make-up of local government, the terms of office are staggered so that only a part of the commission is appointed in a single year. Three year terms of office appear to be the most common length; when the first appointments are made, some are for one year, some two years and the rest three years so that the staggered system can start.

The members of the commission are - almost without exception - unpaid, although they will usually be reimbursed for their expenses. In a typical month there will be at least one commission meeting to attend as well as conferences on specific problems. As a commissioner, a person's first responsibility will be to study and then vote on matters coming before the commission, such as designations, demolitions and alterations. After performing that function, a commissioner may help on some aspect on the commission's work load. This assistance is especially needed by the commissions that do not have a paid staff or municipal personnel helping them.

When a commissioner wants assistance in formulating his views on an issue or handling a project for the commission, he or she will ask the chairman to assign a staff member or a volunteer worker to provide help. In this way the chairman may coordinate the many persons involved in a local preservation program.

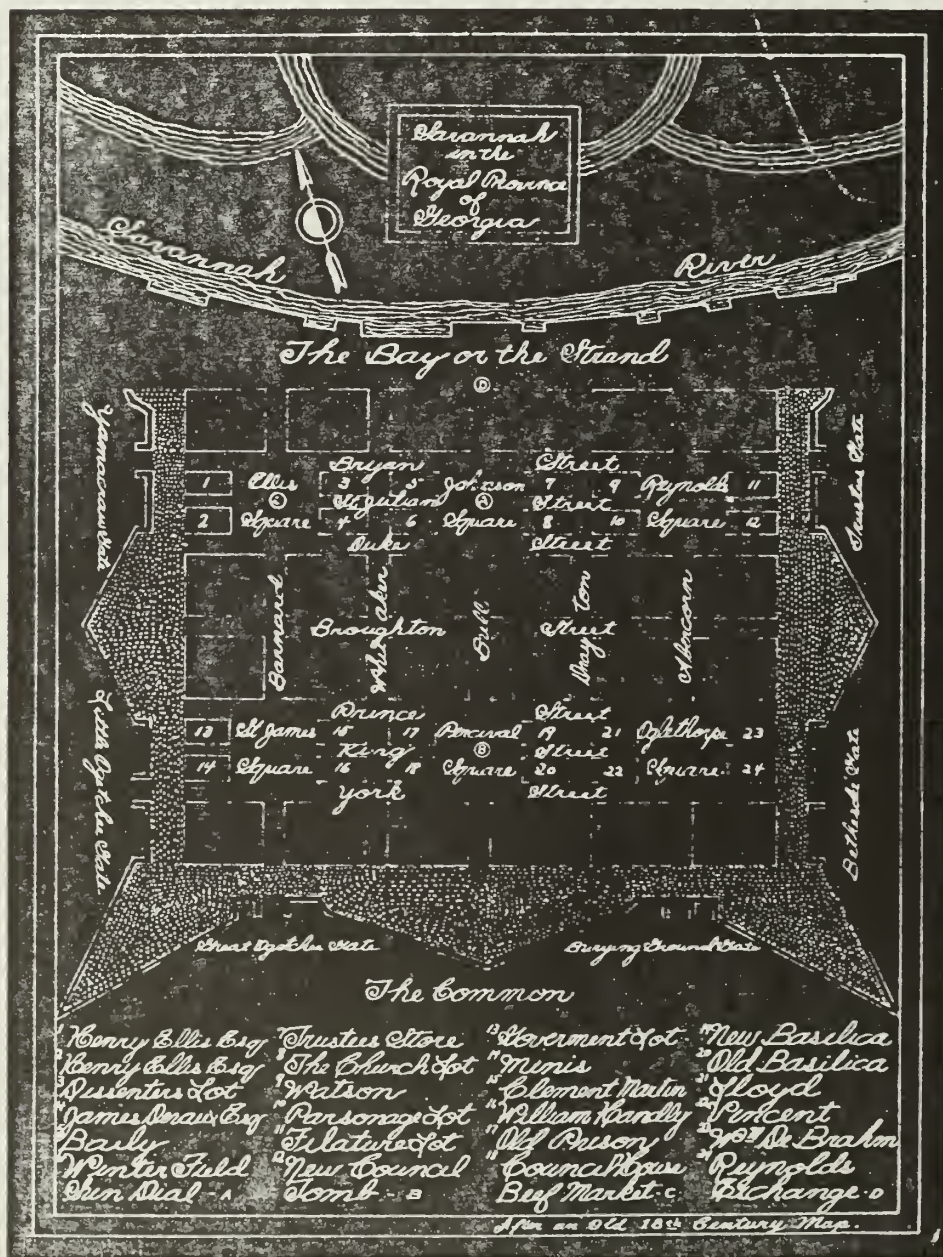
Individual commissioners must be careful to excuse themselves from voting on issues in which they have a personal interest. By careful adherence to this principle, commissions may have the benefit of membership of qualified and active persons who will be able to participate in the consideration of most of the issues before the commission.

APPENDIX C: HISTORIC PRESERVATION PLAN, SAVANNAH, GEORGIA

Note: In this document appendix C is an excerpt of the original document. A copy of the entire original document has been given to the Windber Municipal Authority and the Scalp Level Planning Committee for those individuals who may be interested.

HISTORIC PRESERVATION PLAN

U. S. Department of Housing and Urban Development



SAVANNAH, GEORGIA

In the Fall of 1966, the City of Savannah, acting through the Housing Authority of Savannah, began a general neighborhood renewal study of a significant portion of the Old Savannah Area. Generally, the area encompassed land between the Savannah River and Park Avenue from West Broad to Bull Street.

As this study progressed, it became evident that the number of historic and architecturally significant structures within this area (and their locations) was sufficient to warrant special investigation of the problems that might be created by their presence. More particularly, there was a need to understand how anticipated new construction and the old structures to be preserved could be blended together in a harmonious manner. A special study was subsequently authorized.

The results of that special study are presented in this Historic Preservation Plan. Although the Plan deals primarily with the General Neighborhood Renewal Area, the results clearly have application to the entire Old Savannah Area.

The first section of the Plan, entitled "Historic Area Analysis," is a look at the historic area from an urban designer's point of view. It is included to give local residents a slightly different perspective, an insight into how the historic area is seen by visitors, an examination of the components that make up the area's character.

The second section sets up recommended criteria for development within historic areas, particularly in relation to design standards to assure that new construction and the rehabilitation and relocation of existing structures are in keeping with the surrounding environment.

The third section, "Program for Historic Renewal Action," makes specific recommendations based on observed problems, knowledge of rehabilitation and restoration programs, and professional experience.

The final section defines in general terms the number of historic buildings to be improved, the degree of improvement to be achieved and the estimated cost of structural improvements.



**APPENDIX D: RECENTLY ADOPTED PRESERVATION ORDINANCE,
VILLAGE OF ST. MICHAEL, CAMBRIA COUNTY, PA**

Note: In this document appendix C is an excerpt of the original document. A copy of the entire original document has been given to the Windber Municipal Authority and the Scalp Level Planning Committee for those individuals who may be interested.

ORDINANCE NO. 69 1989

Adams Township, Cambria County
Sidman, Pennsylvania 15952

An Ordinance for the establishment of the South Fork Fishing and Hunting Club Historic District located in St. Michael, Pennsylvania, establishing standards and regulations for the compliance within the Historic District, setting forth the defined limits of the South Fork Fishing and Hunting Club Historic District indicated on the attached map and to be hereafter known as the South Fork Fishing and Hunting Club Historic District Ordinance

BE IT ENACTED AND ORDAINED, and it is hereby enacted by the authority of the Board of Supervisors of Adams Township, Sidman, Pennsylvania as follows:

SECTION I: That a certain document, copies of which are on file in the Adams Township Municipal Building, Sidman, Pennsylvania, are marked and designated as the South Fork Fishing and Hunting Club Historic District Ordinance No. 69, purusant to the Act of the General Assembly No. 167 dated June 13, 1961 (P.L. 282) as amended by 1963 P.L. 27, No. 24 and 1980 P.L. 74 (53 P.S. 8001 et Sep).

SECTION II: Effective Date. This Ordinance shall become effective as of the Pennsylvania Historical and Museum Commission certification.

ENACTED AND ORDAINED THIS 3 DAY OF April 1989.

BOARD OF SUPERVISORS
ADAMS TOWNSHIP, CAMBRIA COUNTY
SIDMAN, PENNSYLVANIA

Charles E. Weyandt
CHARLES E. WEYANDT, Chairman

David H. Mulhollen
DAVID MULHOLLEN, Member

Dennis Richards
DENNIS RICHARDS, Vice-Chairman

Elwood Walters
ELWOOD WALTERS, Member

William Keller
WILLIAM KELLER, Member

ATTEST:

Diane Baxter
DIANE BAXTER, Secretary

APPROVED THIS 3rd DAY OF April 1989.

INDEX

- 100 Legislative Intent
- 101 Purpose
- 102 Definitions
- 103 General Provisions
- 104 Enforcement
- 105 Duties of Building Inspector
- 106 Historical and Architectural Review Board
- 107 Pre-Application Review Procedures
- 108 Procedures to be followed by the Historical and Architectural Review Board
- 109 Materials to be submitted with an application for a Building Permit in the South Fork Fishing and Hunting Club Historic District
- 110 Criteria to be used in evaluating an application for Certificate of Appropriateness
- 111 Findings of the Historical and Architectural Review Board
- 112 Procedures to be followed by the Adams Township Board of Supervisors
- 113 Appeals, Severability, Repeals, Penalties

APPENDIX E: SUMMARY OF RESPONSES TO WINDBER/SCALP LEVEL QUESTIONNAIRE

Early in the planning process, the planning team prepared a newsletter that was sent to all households in the Windber/Scalp Level area. The purpose of the newsletter was twofold – to inform area residents about the project and to elicit public response and opinion relative to certain aspects of the planning project through the use of a questionnaire.

A number of questionnaires were returned by residents, and virtually all of them demonstrated overwhelming support for the overall goals of the planning effort, as described in part one of the questionnaire. From review of the responses to specific questions asked in part two of the questionnaire, a number of conclusions can be drawn:

The people of Windber/Scalp Level and the surrounding area are proud of their community, its industrial and ethnic heritage, and the physical attributes reflective of that heritage.

The residents see their communities as safe, clean, aesthetically pleasing, and populated by good, hard-working people who have overcome tremendous economic adversity in the last few years, yet still manage to enjoy their unique quality of life.

The residents are aware of their community history and significance and would like to see some development to provide opportunities for sharing that history and significance with visitors as well as new residents.

The residents recognize such an effort will require support from all elements of the communities, but they appear willing to make such a communitywide commitment to ensure their social, economic, and cultural future in terms of growth (while still providing those important attributes they deem necessary to maintain their special quality of life).

Nearly all respondents stated they would like to see Windber and Scalp Level retain their small town atmosphere and friendliness, yet they would like to see a revitalized commercial area with some new and expanded businesses that would use existing historic structures such as the Eureka Store, the Palace Hotel, and the Arcadia Theater. They also expressed concern that the historic residential areas be protected, preserved, enhanced, and the historic mine sites, particularly Eureka 40, be developed as an historic site(s) to portray to visitors a part of the coal mining story/history.

Approximately 90 percent of the respondents indicated that they would like to see Windber/Scalp Level develop amenities that would provide necessary services for residents as well as tourists (e.g., revitalized and/or additional motels/hotels, bed and-breakfast establishments, restaurants, a visitor information center, and other commercial/retail establishments). Most respondents recognized tourism alone would not solve all of the area's economic problems and indicated that there must be a balance of facilities/businesses to serve both tourists and the local/regional residents.

Many respondents stated there were not enough attractive jobs or youth activities to entice the younger generation to remain in the Windber/Scalp Level area.

Some people asked what they could do to help, and many others provided additional historical information about their community and told of historical activities that occurred in the mines, especially Eureka 40.

Perhaps the most significant result of the questionnaire was the tremendous support for the planning effort and goals, indicated by valuable suggestions that would enhance the planning effort. The following quotes from the questionnaires in response to the question concerning the future character and image of Windber/Scalp Level show the respondents' support for the goals of the planning efforts:

"A place where retired miners can point with pride . . . and say 'I worked here.'"

"Be remembered for its past, but become known for its ability to change and prosper once again"

"To be the most attractive coal mining community in the State of Pennsylvania."

"Project an image of a community founded by coal industry and through all adversity has maintained its integrity, pride, strength, and faith, while protecting a small town atmosphere and its industrial heritage."

"A nice secure place to raise your children with emphasis on preserving the past for a new future."

"A friendly place to visit and a clean place to stay awhile – pleasant atmosphere – worth travelling to."

"A good place to live, work, and play."

"Improvements without changing the image of the past."

". . . grow to their [Windber/Scalp Level] fullest potential."

"A town that has experienced many changes and yet maintained its original character and spirit."

"A restored town . . . proud of its past and confident about its future."

"To say I am proud of the town."

"To promote the past and remember the good . . . and continue to develop with the times."

"A . . . town where people would want to take their children to learn about the historical value of the coal . . . industry and how the coal industry affected the lives of the people who lived here."

". . . alive . . . a town that had a dream and worked together to make it a reality. A town other people would like to live in"

"A town that would encourage our youth to come back, to live here, work here and raise their families here."

"A town people would not want to move away from."

APPENDIX F: MAJOR THEMES AND SUBTHEMES THAT ARE IMPORTANT TO DEVELOP FOR THE WINDBER/SCALP LEVEL AREA

The following themes should be interpreted in the Windber/Scalp Level area:

Coal was a major factor in establishing the United States as a world power –

Coal was necessary to produce iron and steel, which were important measures of world power.

There is an abundance of coal in the United States.

The United States had a coal economy for 100 years (1850s-1950s), and coal was used for many things – transportation (rail and shipping), steam/electric power, heating, and coal products and by-products.

The nation still relies on coal to generate 32 percent (1988 figure) of our total energy.

There were corporations that made large-scale mining operations possible and often controlled mining, processing, transportation, and marketing.

Coal mining, processing, transporting, and marketing were integrated aspects of the industry.

The coal industry generated both a positive and a negative social legacy –

It fostered the efforts of coal miners to gain greater control over their lives.

Companies were forced to build whole communities for their employees because of the remote location of coal deposits.

The different coal communities exhibited many common features: layout, social/commercial organization, housing types, and community facilities.

Despite the hardships, the shared way of life generated a lasting sense of identity and pride.

It required American-born and immigrant miners to adapt to changing realities of an emerging industrial society.

Skilled and unskilled miners experienced increasing levels of organization and discipline imposed by the companies.

Miners came from divergent backgrounds; ethnic and cultural differences led to social tension, competition, and prejudice.

No matter where mine workers came from, living in a mining town and working in mines required substantial adjustment.

The change from craft to mechanized industry is reflected in the parallel change from independent, skilled miner to the semi-skilled, controlled industrial worker.

Despite the many benefits provided by the coal companies, coal towns functioned to control workers, and sometimes this resulted in the denial of civil liberties.

The union movement and self-help institutions were responses to bad living and working conditions and company control and abuses, and some of these institutions still survive today.

National responses to the plight of coal miners led to protest and reform movements.

Coal is still used today, and there are important social and environmental issues associated with it –

Mining and burning coal has environmental costs – acid rain, poor air/water quality, greenhouse effect, scarring, subsidence problems, and altering the landscape. However, other competing energy sources also have problems.

Because of the use of other fuels and changes in mining technologies, large economic, political, and social dislocation has occurred in single-industry coal-producing regions.

The heritage of the coal industry is a resource for developing nontraditional futures for coal-producing communities.

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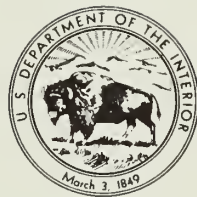
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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering wise use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people. The department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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