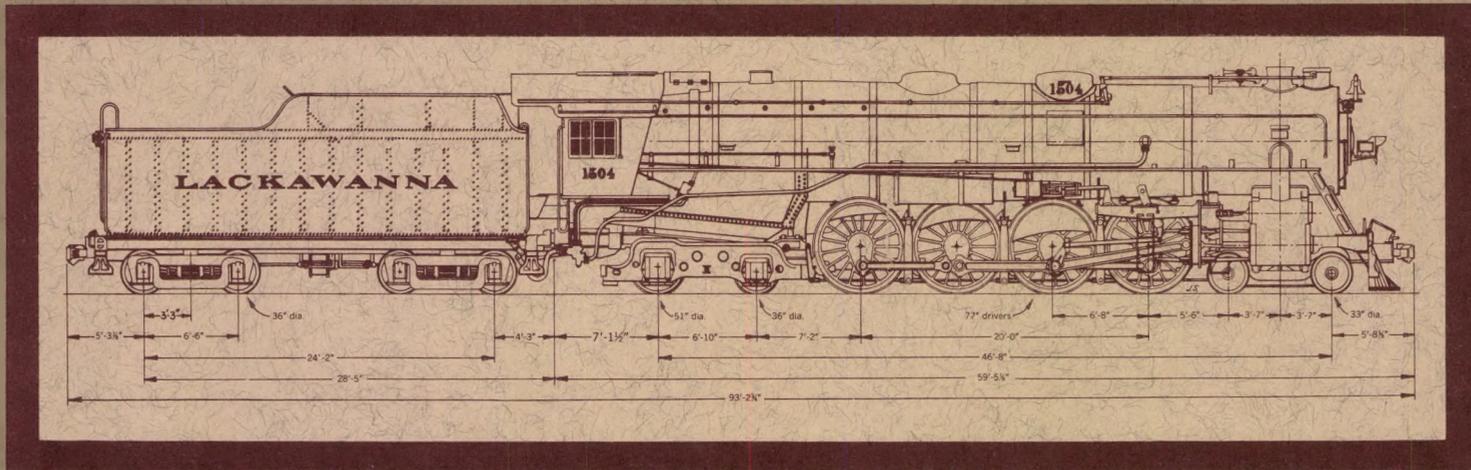
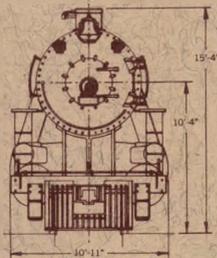


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# STEAMTOWN

National Historic Site · Comprehensive Management Plan





United States Department of the Interior / National Park Service / March 1988

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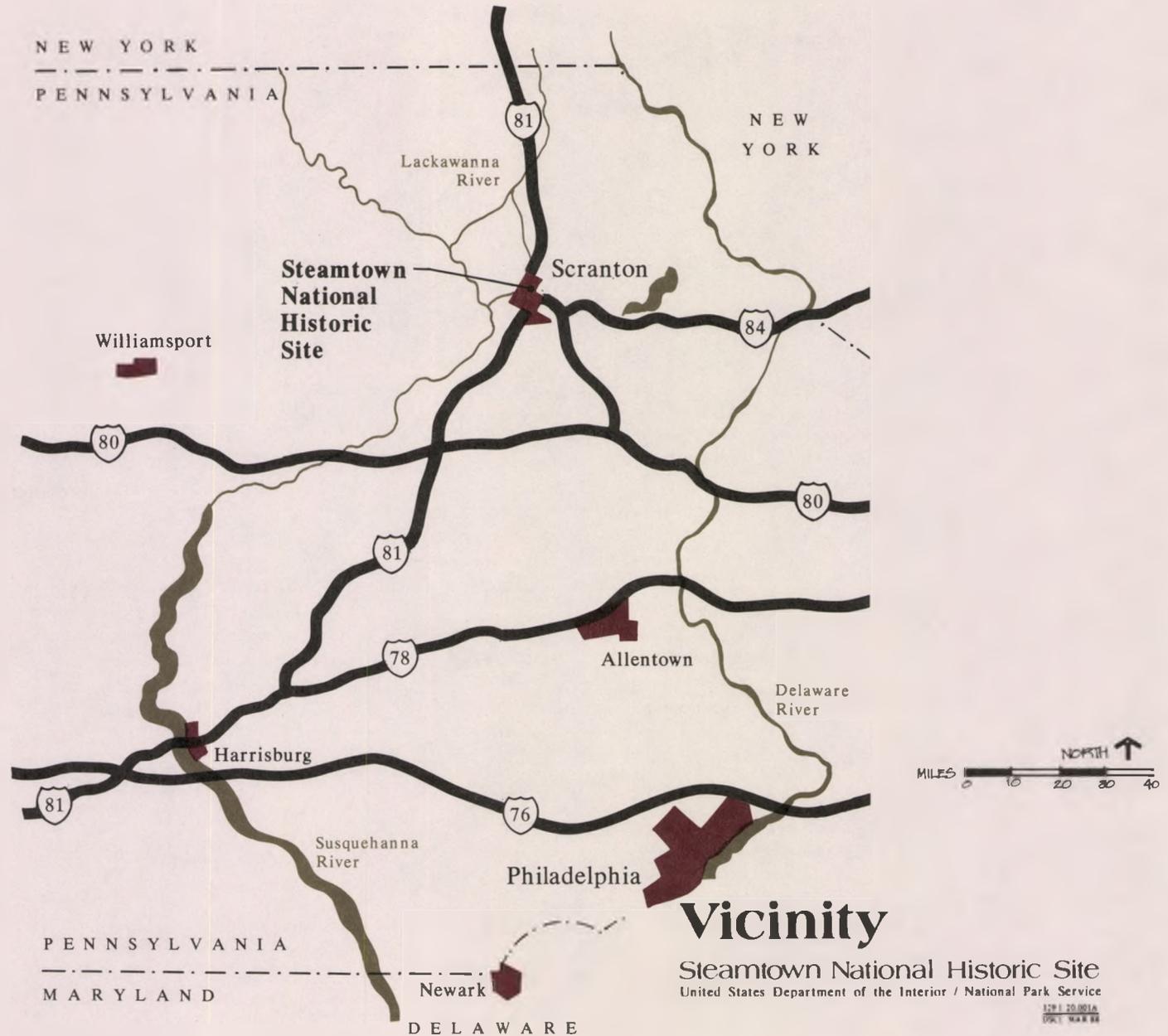
Copyrighted drawings of railroad equipment  
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# INTRODUCTION

## Park Purpose

On October 30, 1986, Congress enacted Public Law 99-591, which established Steamtown National Historic Site on lands that formerly comprised the Delaware, Lackawanna and Western (DL&W) Railroad yard in downtown Scranton, Pennsylvania. The purpose of Steamtown as expressed in the legislation is "to further public understanding and appreciation of steam locomotives in the region."



# Potential of Steamtown National Historic Site

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The DL&W Railroad yard in Scranton (also called the Scranton yard) owed its existence to the development of a railway designed to haul iron products, although anthracite coal soon dominated the freight operation. For many years the yard housed the principal repair plant of the DL&W Railroad. As the railroad grew, the yard expanded. However, the railroad was, as DL&W President William Truesdale stated in 1904, "a small system." At its height the railroad operated on approximately 1,000 miles of track between Hoboken, New Jersey, and Buffalo, New York — a slight amount when compared to a leading railroad like the Pennsylvania, which controlled about 10,000 miles of track and operated from the East Coast through much of the Midwest.

As an interpretive historic resource, the Scranton yard has unique potential. Most railroad museums in

the country are assemblages of rolling stock, removed from any site context and displayed as museum collections. The Scranton site retains its context (the railroad yard) and offers the opportunity to interpret on-site not only the locomotives and rolling stock but also the greater story of steam railroad operations. As a representative yard of the steam era, the Scranton site could include coaling and watering operations, switching and making up of trains, freight handling, track and car maintenance, and other typical yard activities of the first half of the 20th century.

Because the Steamtown collection of approximately 40 locomotives and over 100 pieces of rolling stock had little relationship to the DL&W, it could fit into the railroad yard interpretation as representing early 20th-century steam railroading. A part of the stock could be used to demonstrate maintenance activities, while the majority could be placed on display and grouped to show the changes that occurred during the era.

Furthermore, the Steamtown site and collection represents topics or themes in the *National Park System Plan* that are worthy of commemoration and currently unrepresented or underrepresented. Those themes generally relate to America's industrial heritage. The resources available either on the 40-acre Steamtown site

or in close proximity could be used to relate the following stories:

- America at Work
  - Commerce and Industry
  - Science and Invention
  - Transportation and Communication
- Society and Social Conscience
  - American Ways of Life
  - Immigration
  - Occupational Groups and Economic Classes
- Social Movements
  - Labor

The resources and features available in the Scranton area include anthracite coal and historic iron furnaces as broad themes in addition to steam railroading. Packaging these various attractions in some fashion would provide visitors the opportunity to gain an understanding and an appreciation for the industrialization of the Lackawanna Valley.

## Legislative Mandate

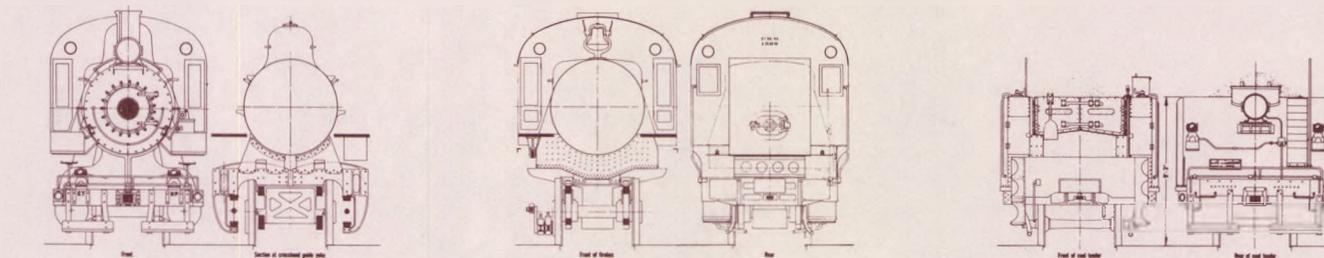
Steamtown National Historic Site in Scranton, Pennsylvania, was established by Public Law 99-591 on October 30, 1986, "to further public understanding and appreciation of the development of steam locomotives in the region." The legislation designated the site on lands that formerly comprised the DL&W Railroad yard. The approximately 40-acre site generally consists of the land, historic roundhouse, switchyard, and associated buildings, track, and equipment.

The enabling legislation provided broad guidance to the National Park Service as the agency charged with developing a comprehensive management plan for Steamtown National Historic Site. It further provided the Park Service with authority regarding land and property acquisition by donation only,

management, and administrative responsibilities.

A total of \$8 million was appropriated to carry out the provision of the act, and \$20 million was authorized to be appropriated for the administration of Steamtown National Historic Site.

Finally, the legislation contained a provision that authorized the secretary of the interior to establish an advisory committee of up to 10 members.



## Planning Influences

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The Steamtown National Historic Site planning effort has been influenced by a variety of factors that are not typical to other units of the national park system. These factors have placed certain constraints on NPS planning and, as a result, have modified the concepts and details of the *Comprehensive Management Plan*.

In establishing the Steamtown National Historic Site on October 30, 1986, Congress chose to deviate from the normal procedures used to establish units of the national park system. Usually, the National Park Service studies certain areas to determine their eligibility and suitability for possible inclusion in the system. These studies provide the Park Service with some time to research the area, consult with public and private interests, consider alternatives, and make recommendations to Congress. If an affirmative recommendation is made

by Congress to add the area to the national park system, legislation designating the site and requiring preparation of a general management plan is introduced and considered by Congress. Typical management plans require further research, an assessment of alternatives, and additional public involvement. Further, Congress usually allows three full fiscal years to complete the plan. The Steamtown legislation designated the area a national historic site without any prior study and required that a comprehensive management plan containing all the elements of a general management plan be prepared by September 30, 1987, thus presenting unusually tight time constraints.

The Steamtown National Historic Site is in the center of the city of Scranton, Pennsylvania, adjacent to the central business district. Planning of any type in an urban area is normally diverse and complicated because of the physical, socioeconomic, and political variables. The city of Scranton was, and is, no exception to this opinion. The approximately 40-acre Steamtown site is currently owned by the city of Scranton, the parking authority, and others. Although Steamtown was designated a national historic site, the exact boundary and ownership of the area proved to be far more complex as the planning effort began. The map referenced in the legislation did not exist at the time of the law's enactment.

In addition, the city of Scranton had entered into two agreements for the future use of the property prior to enactment of the legislation, one of which was unknown to the Congress and the National Park Service. The first agreement made on May 13, 1983, involved leasing the site to the Steamtown Foundation for 99 years for the purposes of establishing and maintaining a museum for the exhibition of steam locomotives and other railroad-related items. The second agreement, which was made before September 30, 1986, involved making a major portion of the Steamtown site available for a shopping mall. Approximately 16 acres of the DL&W Railroad yard were offered for mall parking areas. In return, the developer agreed to build the shopping mall, provided the necessary funding could be arranged. At the time of the Steamtown legislation, the city of Scranton and the developer's architects were well underway in their plans and financing for the mall and the use of the railroad yard.

The proposed shopping mall presents additional factors to consider. The mall would be located along Lackawanna Avenue in Scranton, necessitating the demolition of several buildings. These buildings are part of the Lackawanna Avenue Commercial Historic District, which is listed on the National Register of Historic Places.

The mall project is being funded, in part, by a grant the city will receive from the U.S. Department of Housing and Urban Development through an urban development action grant. The city of Scranton and the mall developer are subject to a review of their plans by the Advisory Council on Historic Preservation under the provisions of the National Historic Preservation Act.

The commercial historic district, originally established by Scranton residents to stimulate historic preservation and economic revitalization, has been the focus of much discussion and debate in Scranton. Certain community interests would like to see the Lackawanna Avenue buildings restored and adaptively reused. Other community interests do not feel that the restoration of the buildings is economically feasible. Various plans have been prepared suggesting alternative uses for the area; however, the city has made no commitment to restore the buildings nor has any developer agreed to undertake the effort.

Although the National Park Service does not have any responsibility for the mall project, it actively supports local and state historic preservation through a variety of federally legislated programs, and it is concerned about the impact the proposed mall would have on the

Lackawanna Avenue Commercial Historic District. The National Park Service encourages the city and the mall developer to pursue well-established approaches for commercial development that incorporate historic preservation. While the National Park Service encourages the preservation, restoration, and adaptive reuse of the historic buildings along Lackawanna Avenue, it recognizes that this may not be the course of action chosen by the city. However, should any portion of the historic district not be demolished, the National Park Service would encourage and assist as appropriate in its preservation, restoration, and adaptive reuse.

The city — in its efforts to initiate actions to revitalize the downtown—helped create an atmosphere in which the community expected to have, as a result of the agreements and the legislation, an NPS-managed national historic site and a shopping mall.

This final plan attempts to address the conditions at Scranton and the variables affecting Steamtown; however, should anything change in the future, the National Park Service would reserve the right to change its recommendation.



## Management Objectives

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In keeping with the purpose of the national historic site and the potential offered by the former DL&W Railroad yard, the following management objectives have been defined for Steamtown:

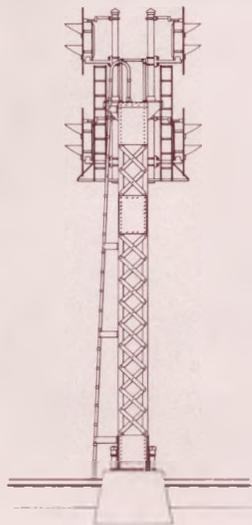
To provide sufficient facilities and information so that visitors can understand the role of steam railroads in the growth of our country, while allowing opportunities for hands-on, active experiences, including riding on a steam era train and showing how a steam era railroad operated.

To restore and preserve selected locomotives and cars in the Steamtown collection for purposes of an excursion, interpretation, and display, and to improve the collection by selective acquisitions in the future.

To establish a library and archive that will preserve materials relevant to the Steamtown collection and the history of steam railroads.

To link Steamtown National Historic Site with other features and attractions in the region, thus allowing visitors the opportunity to gain an understanding and appreciation of the industrial heritage of the Lackawanna Valley.

These defined management objectives are set forth to realize the stated purpose of the park. The recommendations contained in this *Comprehensive Management Plan* address specific actions and cooperative efforts to be undertaken by both the National Park Service and other interests to achieve the park's purpose and management objectives.

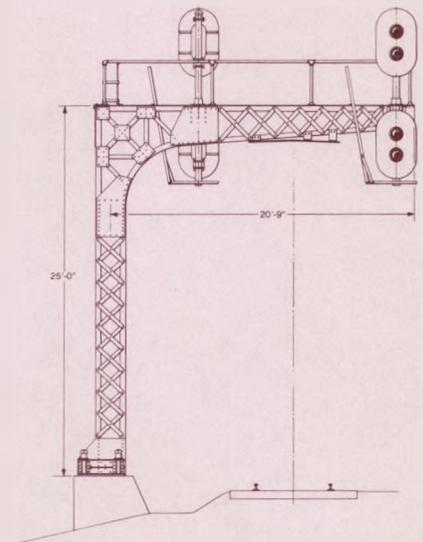


## Development of the Plan

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The planning process for Steamtown National Historic Site began in January 1987. During the course of the planning effort four alternatives were developed and presented for public review. The alternatives ranged from a strict museum development with only limited NPS involvement to a complete restoration of the DL&W Railroad yard ca. 1920. Following public review, three viable alternatives were included in a draft plan and accompanying environmental assessment. That document was released in September 1987. The proposal of the draft plan is the basis for this final plan. The initial approach endorsed by the National Park Service was called the Unified Site Alternative: Railroads and Industry. This final plan remains consistent with that earlier recommendation in all major respects and takes into account public comment.

This final plan has been formatted to address only the recommended actions. Some additional detail and explanation has been added to more fully describe the proposal. The main elements of the final plan are the recommendations for site development and visitor use, land protection, and management and operations, future studies and actions, multiyear project strategy, and related actions.

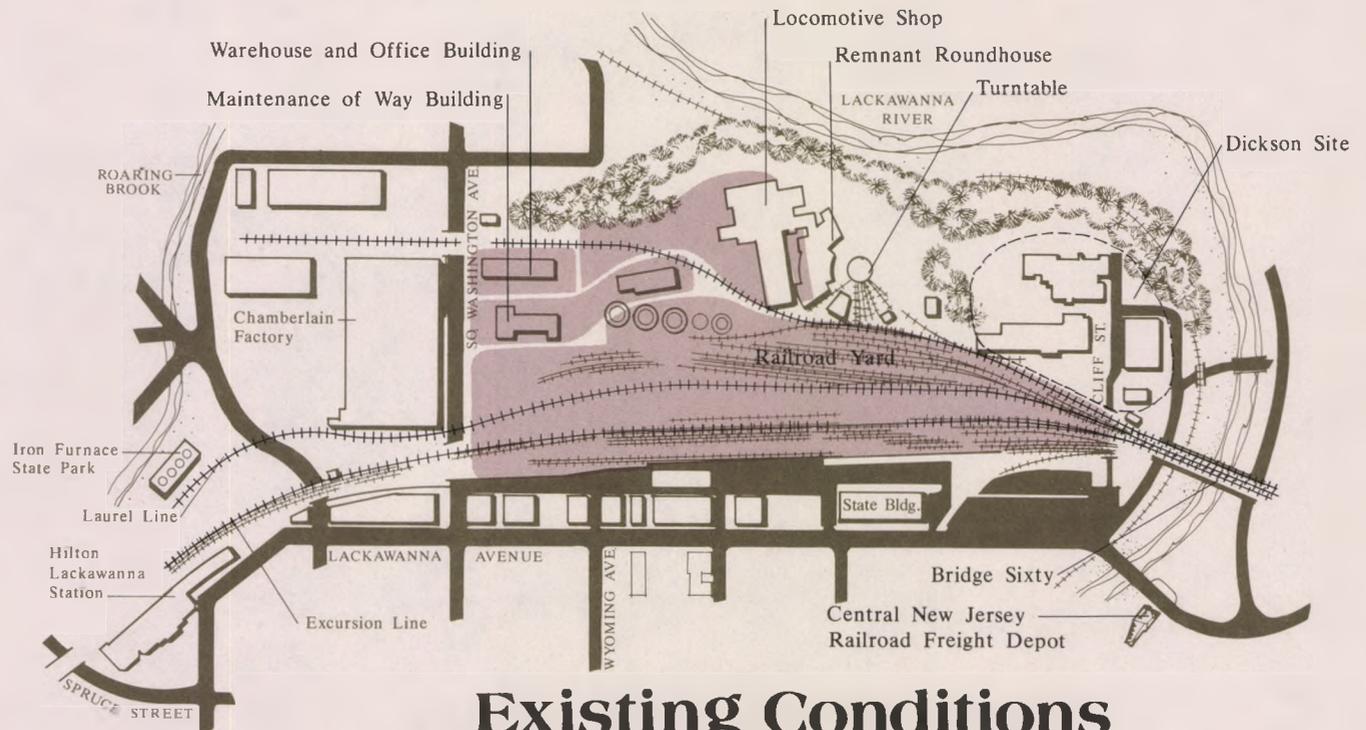


# RECOMMENDATIONS FOR SITE DEVELOPMENT AND VISITOR USE

## Introduction

The recommended plan for Steamtown National Historic Site capitalizes on the DL&W Railroad yard as well as the collection of engines and rolling stock of the Steamtown Foundation to interpret the story of steam era locomotion to visitors. At the same time, the site development actions consider the needs of an operational railroad since it is envisioned that excursion trips will continue to be offered to visitors. The site has been delineated into a set of prescriptive zones that identify the desired activities and uses appropriate for specific areas of the railroad yard, including the privately owned properties known as the Dickson site. This section describes the sequence of activities, how visitor use might best be facilitated, and the facilities needed to support administration of the site.

As more detailed plans are developed, they will be released for public review.



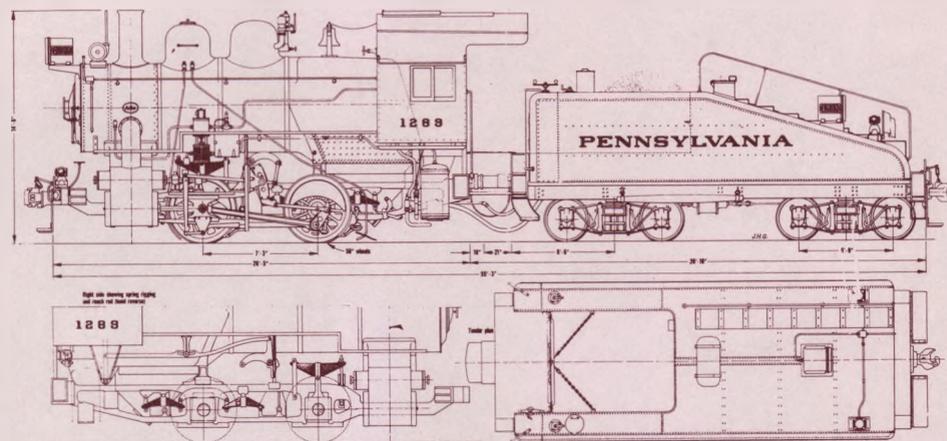
## Existing Conditions

Steamtown National Historic Site  
United States Department of the Interior / National Park Service

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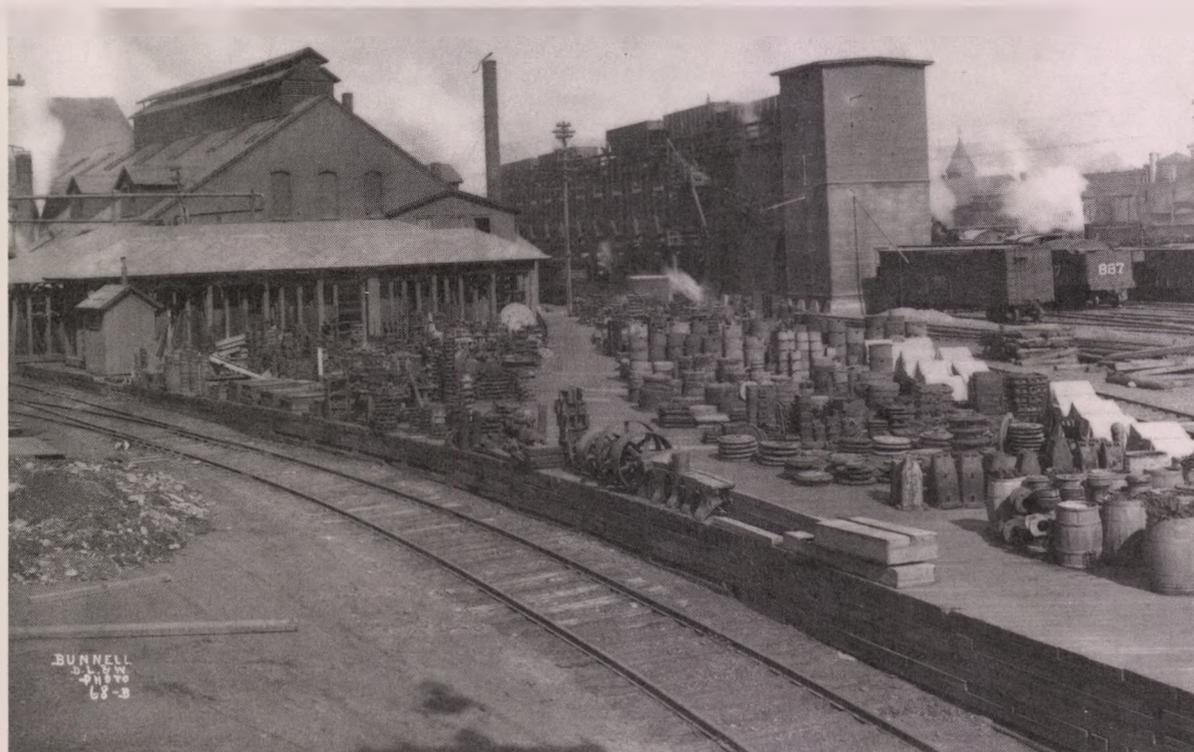
## The Arrival Experience

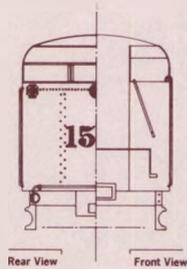
portion of the railroad yard. The information, orientation, and interpretive services will either be accommodated by the adaptive use of existing buildings or through a program of new construction. In any event, this portion of the site will relate the story of steam railroading through museum displays, media, and interpretive exhibits. It is intended that visitors gain a broad understanding and appreciation for the steam era prior to exploring other elements of the national historic site.



The Dickson site in the southwest corner of the railroad yard offers intriguing possibilities for accommodating the information, orientation, and interpretive services as well as the parking needs of the visiting public without disrupting the fundamental elements of the railroad yard. This area also offers expansive views of the overall site so that visitors may see the opportunities available. Access would begin on Railroad Avenue, cross the Lackawanna River, and then emerge onto the railroad yard. A 250-space parking area will be constructed. The size of the parking area is based on visitor use projections of 400,000 people per year. The 250-car capacity will satisfy demand for normal use associated with this anticipated level of visitation.

Landscape screening treatments will be explored to reduce the influence of the parking area on the remaining

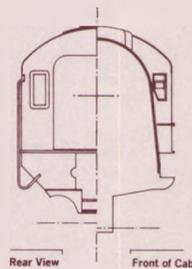




## The Railroad Yard Experience

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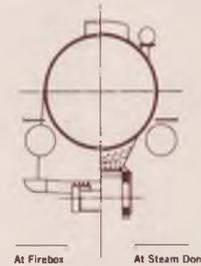
Following the arrival experience, visitors will then be able to explore portions of the railroad yard. For this area of the site, the various elements of a steam era railroad yard will be constructed to provide a fuller understanding of the workings of a railroad. Many of the facilities will be operational for the servicing of engines used for the excursion trip, and visitors will be able to observe these activities. Equipment and facilities will range from small-scale hand tools, railroad motorcars, and track maintenance tools to coal tipples and water towers. The railroad yard will also be used to display restored steam engines and rolling stock on a seasonal basis.



## The Restoration/ Operation Experience

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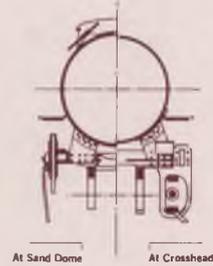
The portion of the railroad yard currently occupied by the remains of the turntable and roundhouse will be developed to allow turning of engines and other functions normally associated with roundhouses. Only a portion of the roundhouse will, however, be constructed. The partial roundhouse will be used for displaying and servicing restored locomotives. The turntable will be open and visible from most locations on-site, thus allowing visitors the opportunity to see equipment being turned. Adjacent to the roundhouse are the maintenance shops, which will be upgraded to provide a safe environment for continuing restoration work. If it should prove feasible, visitors may be encouraged to observe ongoing restoration work.



## The Excursion Experience

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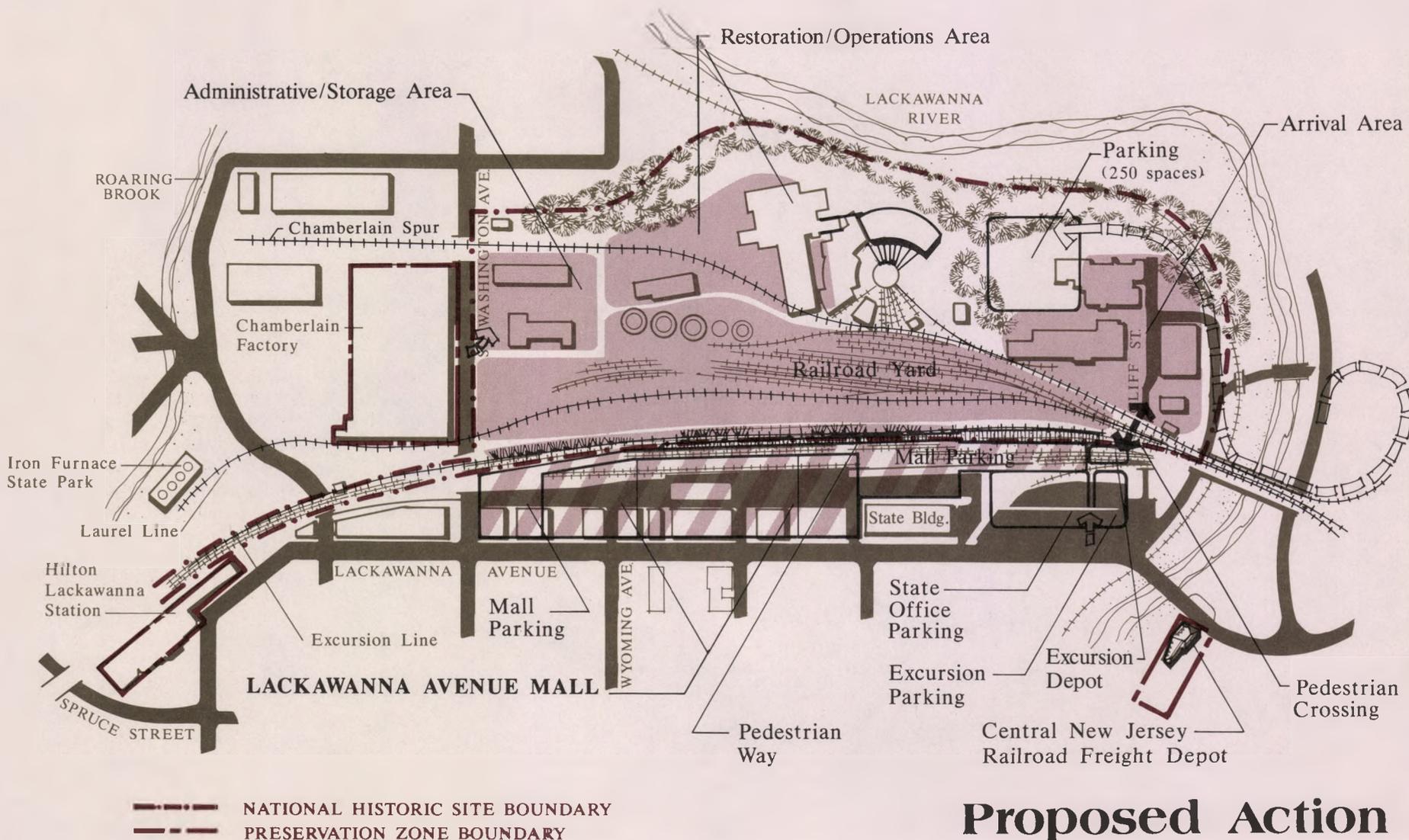
A critical component of the overall package of activities offered visitors to Steamtown National Historic Site will be the opportunity to ride on a steam train. Excursion trips are currently provided by the Steamtown Foundation, with departure from the Lackawanna Hilton. Parking limitations suggest departure will be better handled on-site. To facilitate this use, a passenger shelter will be constructed near the northwest corner of the site. Safe pedestrian access from other sections of the railroad yard will be accommodated via the Cliff Street underpass.



## Administrative/ Storage Needs

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It is apparent that any facility dedicated to the memorialization of the steam era will require a significant amount of space for the storage of small-scale equipment, a library, and an archive. The former office and storage building on the southeast corner of the site will be converted for these uses. Office space for the superintendent and staff will also be provided in this building. While the library and archival materials will be available for public use, this portion of the site is not viewed as an integral part of the visitor experience; therefore, separate access will be provided off Washington Avenue.



## Proposed Action

Steamtown National Historic Site  
 United States Department of the Interior / National Park Service

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## The Steamtown Collection

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Steamtown was the creation of a wealthy seafood processor named F. Nelson Blount. Blount developed a deep and abiding interest in steam locomotives just as they were being replaced by diesel engines and were going to the scrappers' cutting torches by the thousands. He was instrumental in saving and rehabilitating some of the remains of the 2-foot narrow-gauge railroads of Maine, which were eventually assembled into a tourist railroad known as the Edaville Railroad, and he undertook the preservation of a large collection of standard-gauge steam locomotives — and incidentally some freight and passenger cars — first at North Walpole, New Hampshire, and after the spring of 1967 at nearby Bellows Falls, Vermont. It was this collection that came to be called Steamtown.

Blount met an untimely death in a plane crash. To preserve his collection, the Steamtown Foundation

for the Preservation of Steam and Railroad Americana, Inc., was established. The Steamtown collection continued to be housed at Bellows Falls for several years in a remote and not heavily visited area that experienced fairly severe winters. However, the foundation's board members believed that they lacked the necessary local support for the Steamtown project, and in the early 1980s they began to seek an alternate site for the collection. In 1984 they found a site, when the city of Scranton, Pennsylvania, offered them the DL&W Railroad yard. Subsequently, Congressman Joseph McDade initiated legislation establishing Steamtown National Historic Site. The Steamtown National Historic Site Act of 1986 was the culmination of a quarter century of Steamtown development.

The current collection of locomotives and rolling stock (some 40 locomotives and 100 cars) represent an attempt to collect all the different wheel arrangements; according to one account, this was the approach initially taken by Blount. One way locomotives are classified (by railroads) is by the number of pilot wheels, drive wheels, and trailing wheels, and Blount reportedly sought to obtain examples of as many different types of wheel arrangements or "power-train" types as possible. He was only partly successful. A number of types are missing, including many articulated types as well as the three-truck Shay, Heisler, and Climax-g geared locomotives. It is, nevertheless, a legitimate basis for

collecting, with emphasis on the technology of steam locomotives.

A former employee of Blount's had another opinion on the basis for the collection — that Blount sought simply to have the largest collection of steam locomotives in the United States. In this he and his successors were successful. Although some locomotives were sold to keep the foundation going and some equipment was left in Vermont, as of an October 1986 listing, the Steamtown collection was the largest steam locomotive collection in the country.

The Steamtown collection is viewed as the significant resource of the national historic site and is fundamentally necessary to accomplishing the management objectives presented earlier. While an evaluation of the current collection remains underway and a final determination on the collection has not been achieved, certain general statements can be made. Basically, the current collection reflects its New England origin and the relatively late date when Blount began his collection. There is a heavy emphasis on locomotives and cars from the northeastern United States, and almost the entire collection dates from the first half of the 20th century. In order to relate the story of steam railroading to the visiting public, it is anticipated that the collection will evolve and ultimately represent the entire steam era (ca. 1850-1950), as well as reflect a broader geographic character.

In the interim, the current collection will be managed so that the locomotives and cars fall into three separate classes. The first class will include those pieces so mechanically tired or fragile that they are suitable only for exhibit restoration; these pieces will be available for static display only. The second class will include some locomotives and cars that are suitable both for exhibit restoration and mechanical restoration to operating condition. Engines that are capable of being steamed up for occasional demonstration, movement around the yard, special events, or filmmaking fall into this group. The third class will include those locomotives and cars that are maintained in operating condition for the excursion train trip.

A special history study of the locomotives and cars is underway and will be published at a later date. This study will provide technical data and a brief history of each locomotive and car, and will also present recommendations regarding acquisition, preservation or restoration, further research, etc. Additionally, a scope of collections statement is being prepared that addresses all other aspects of the material culture of steam railroading. Once completed and approved, these two documents will define to a large extent the focus and direction of the resources management program at Steamtown National Historic Site.

# Cost Estimates

## Construction Costs\*

Collection restoration (railroad engines and cars)	\$12,322,000
Construct partial roundhouse Approx. 30,000 SF	11,770,000
Replace turntable	1,010,000
Construct passenger shelter 1,000 SF	80,000
Rehabilitate office space/storage building 15,000 SF	2,415,000
Construct parking area 250 cars	600,000
Construct coal tipple 1,000' long by 20' wide (20,000 SF)	960,000
Landscaping and site development	800,000
Related facilities (scales, lights, cranes, etc.)	750,000
Construct two water cranes	96,000
Construct sand tower	160,000
Rehabilitate railroad yard – 15 acres Includes mainline tracks	4,830,000
Construct cinder pit 400' long by 40' wide by 10' deep (16,000 SF)	385,000
Rehabilitate repair shops New roof/heating system/asbestos removal/etc.	5,090,000
Adapt Dickson site buildings for orientation/information/museum	8,000,000
Construct access road and repair Bridge 60**	4,500,000
Excursion line (1988 studies will determine the specifics)	6,500,000
<b>TOTAL</b>	<b>\$60,268,000</b>

\*This estimate is for gross construction costs, which includes advance planning, project design, construction supervision, and contingencies.

\*\*Funding for this action will be sought from the commonwealth of Pennsylvania in addition to federal sources.

## Restoration Costs

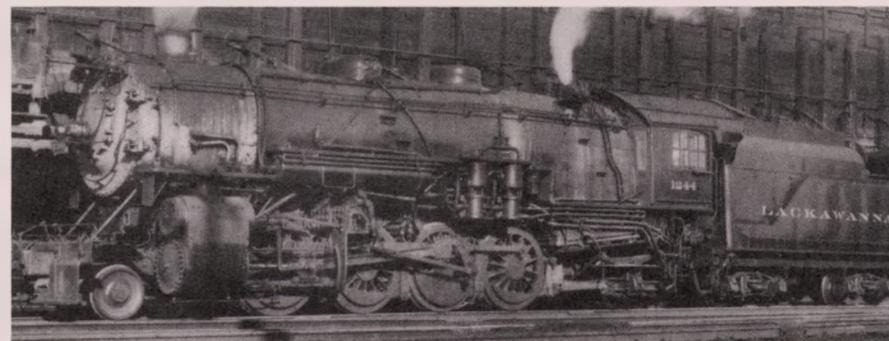
Fundamental to the visitor experience at Steamtown National Historic Site is the collection of steam engines, rolling stock, and other artifacts from the steam era. Most of the ultimate collection will be restored to its historic condition over time for display. Additionally, some equipment will necessarily be restored to operating condition. The cost to restore one steam engine has been cited at between \$500,000 and \$1,000,000. Historic passenger cars may cost more than \$100,000 each to restore. The National Park Service will attempt where possible to reduce restoration costs by seeking skilled volunteers to assist with restoration.

Over the next 10 years, upwards of \$12 million could be spent on the collection, restoring equipment for operational needs as well as for static display and interpretation. In the longer run, restoration costs will depend on the size of the collection.

## Operating Costs

The cost of operating the national historic site is difficult to accurately predict at the present time. Other U.S. rail facilities of similar scale have an annual operating budget of between \$2 million and \$3 million.

Operating costs will depend on future decisions regarding the detailed design of the site, engineering studies, the interpretive plan for the site, the excursion service, agreements reached between the National Park Service and the Steamtown Foundation or other organizations, and the extent of volunteer contributions to site operations. Actual operating costs will be developed based on the recommendations of the development concept plan. Interim operating costs are projected to be \$300,000 per year.



# LAND PROTECTION

## Boundary

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The boundary will include the remaining property that historically comprised the DL&W Railroad yard, as well as the Dickson site and Bridge 60. Those lands can only be acquired by donation. The city of Scranton has agreed to acquire the Dickson site and donate that property to the National Park Service. Those adjacent properties that were historically part of the DL&W Railroad but are now functioning in a different capacity will be included in the zone of preservation, so that the National Park Service could assist where needed in their preservation. There will be no intent to acquire these adjacent properties or to change their current uses. The major properties that fall into this category are the Chamberlain factory (formerly the engine repair shop), the Lackawanna Hilton (formerly the passenger depot), and the Central Railroad of New Jersey Freight Depot. Due to the architec-

tural character of the freight depot, its history, and its proximity to the DL&W Railroad yard, the National Park Service would be interested in assisting in its preservation. If the Chamberlain factory were to become surplus to the Department of Defense's needs, the National Park Service would seek to acquire this property. The boundary will also include the excursion line right-of-way from the city limits of Scranton to milepost 101 at Pocono Summit.

The National Park Service will provide technical assistance to the city and the parking authority in seeking ways to purchase the properties and donate them to the National Park Service. The Chamber of Commerce has indicated a willingness to assist private business to relocate elsewhere in the city.

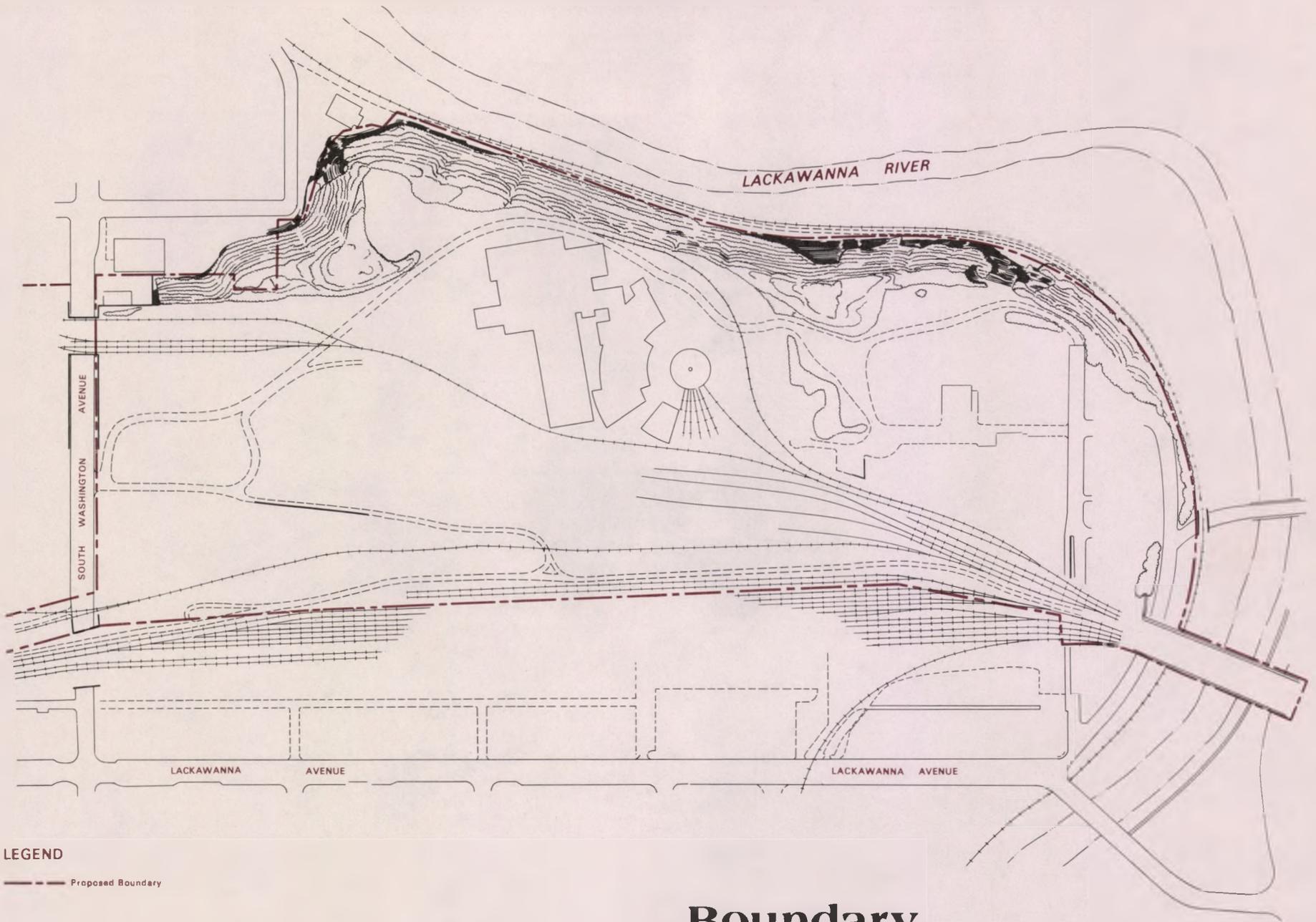
## Hazardous Materials

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Because of the long history of industrial use at the Scranton yard, there is a potential for hazardous material on-site. The Environmental Protection Agency has conducted a reconnaissance study of the railroad yards. The study found evidence of some soil contamination; asbestos in pipe insulation and in at least one locomotive; transformers, circuit breakers, and switches that may contain PCBs (polychlorinated biphenyls); and 55-gallon drums containing unknown substances. The agency's initial conclusion is that these potential problems are not severe enough to warrant stoppage of any activities on-site. The National Park Service will continue to work with the Environmental Protection Agency on further studies of the area.

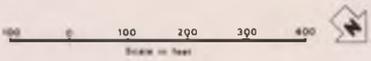
It should be recognized that the National Park Service will not accept donation of any properties unless and

until they have been cleared of toxic substances and hazardous materials. Removal of these materials and cleanup of the site must meet the requirements and provisions of all appropriate laws, including the Toxic Substances Control Act, Resource Conservation and Recovery Act, and the Comprehensive Environmental Response, Compensation, and Liability Act. The National Park Service will work with the owners of these properties to provide technical assistance to identify ways to help remove hazardous materials.



**LEGEND**

--- Proposed Boundary



# Boundary

Steamtown National Historic Site

United States Department of the Interior / National Park Service

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# MANAGEMENT AND OPERATIONS

## Management Authority

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As stated in the act designating the Steamtown National Historic Site, "the Secretary shall administer the Site through cooperative agreements and grant agreements, as appropriate, with the owner or owners of the property. The Secretary may provide financial and technical assistance in planning interpretation, maintenance, preservation, and appropriate public use of the Site and associated rolling stock in order to further public understanding and appreciation of the development of steam locomotives in the region." The act also states that "the Secretary of the Interior may acquire the Site, and all or part of the associated rolling stock, by donation or with donated funds. . . ."

The Steamtown Foundation is a non-profit foundation organized for the purposes of establishing and maintaining a museum for the exhibition of steam locomotives, engines, and related items of steam and railroad

Americana and to perpetuate the development and history of steam locomotives, steam engines, and memorabilia; to act as a depository for steam and railroad equipment and other historical data and to maintain steam locomotives as part of the concept of a living exhibit; to maintain a library of such documents and items relating to steam Americana; and to establish and maintain an educational institution to provide the public with the educational tools necessary to carry out its historic purposes of education and preservation.

Steamtown is a tax-exempt foundation pursuant to section 501(c) of the United States Internal Revenue Code.

The Steamtown Foundation currently owns the collection of locomotives and cars and has a 99-year lease with the city of Scranton on the Conrail railroad yards and the excursion line between Scranton and Moscow. The foundation has also begun to purchase the excursion line from Moscow to Pocono Summit.

The special history study will define the types of locomotives and cars needed for Steamtown, serve as a basis for what equipment will be accepted by the National Park Service, and identify which items will be used for display purposes and which ones will be restored to operating condition and/or used for the excursion. The collection or a portion of it, to be defined by the National Park Service

will be donated to the National Park Service by the foundation.

It is envisioned that the National Park Service and the Steamtown Foundation will continue to work together in meeting the goal of furthering public understanding and appreciation of steam locomotives. Both parties have entered into a cooperative agreement to further the intent of the Steamtown legislation. The cooperative agreement will be modified as the needs and capability of the National Park Service and the Steamtown Foundation change. All modifications will be consistent with NPS plans, policies, and guidelines. Any further agreements or financial assistance to the foundation will be dependent on the development of a financial plan for the foundation that is acceptable to the National Park Service.

Within the focus of the final plan, it is understood that the National Park Service will

own the excursion line from Scranton to Pocono Summit, to be donated to the National Park Service by the city of Scranton and the Steamtown Foundation

explore the feasibility of acquiring and operating an extension of the excursion route between Pocono Summit and Delaware Water Gap National Recreation Area

hold title to the former DL&W Railroad yard, including the Dickson site, through donation by the city of Scranton

define types of locomotives and rolling stock needed and accept ownership by donation of a portion of the collection from the Steamtown Foundation

assume responsibility for the maintenance and operation of the yard, buildings, excursion line, and collection

The Steamtown Foundation will continue to operate as an independent, private nonprofit organization. The National Park Service will develop an agreement with the foundation regarding the use of the name. The foundation has the option of creating affiliated organizational entities for operating the excursion service and organizing volunteer efforts. The National Park Service is interested in developing a "Friends of Steamtown" organization. In any case, the foundation's efforts directly related to the Steamtown National Historic Site will be conducted in a manner consistent with NPS plans, policies, guidelines, and performance standards.

Based on the assumption that the National Park Service will own the excursion line and that it is an integral part of the visitor experience at Steamtown, the Park Service will

operate the line in accordance with a clear set of standards for safety, visitor services, and resources. If the foundation is in a position to be able to operate an excursion service in accordance with NPS standards, the National Park Service and the foundation will expand these existing cooperative agreement to allow the foundation to operate the excursion line. The proposed agreement would run for five years and could be extended automatically provided the foundation meets the standards. The agreement could be terminated at any time with the concurrence of both parties. If the standards are not met, or if the Steamtown Foundation is not able to operate the excursion management alternatives such as an open bid concession operation, would be considered. It is expected that any revenue generated by the excursion, above paying for staff and related costs, would be used for the improvement of the site or visitor services.

If a branch of the foundation were to assist the National Park Service in certain fundraising and philanthropic activities intended to benefit the site, a separate memorandum of agreement will be executed. The NPS role in fundraising will be that of a facilitator and coordinator. The Park Service will authorize projects to be funded, review and approve materials for the public, and ensure accountability for all donations received.

Section 2(b) of the enabling legislation provides the National Park Service with flexibility for administering the site partially or entirely by entities other than the Park Service through cooperative and grant agreements. As appropriate, the Park Service may provide financial and technical assistance in planning, interpretation, maintenance, preservation, and appropriate public use of the site.

## Staffing

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For the immediate future, Steamtown National Historic Site will be managed as a unit of Delaware Water Gap National Recreation Area. This management structure will be retained until the site is developed and opened for visitor use. At that time the staffing requirements will grow substantially. However, it is difficult to predict the ultimate staff size since it will depend on the cooperative agreements between the National Park Service and the Steamtown Foundation regarding roles and responsibilities. The interim staff recommendation is as follows:

Superintendent, Delaware Water Gap  
Unit Manager  
Office Manager  
Supervisory Park Ranger –  
Protection Specialist  
Supervisory Interpreter  
Curator  
Maintenance Supervisor

Concessions Management Specialist  
(permits, cooperative agreements)  
Heavy Equipment Operator  
(railroad repair)  
“Main Street” Project Coordinator

As Steamtown National Historic Site is further developed, it is expected that the NPS operation will require a full complement of staff. This staff size is anticipated to range from 50 and 75 uniformed personnel. It is also expected that the national historic site will be operated as an independent unit with its own superintendent.

Other rail museums in the U.S. rely on volunteers for many of their programs. A number of retired railroad workers live in the Lackawanna Valley, and the National Park Service will welcome any assistance they may wish to offer.

## Interim Operation

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For the 1988 summer season an excursion service will not be operated. To accommodate visitors the National Park Service will interpret the collection of locomotives and rolling stock in Scranton. This will require on-site NPS interpretive personnel and displays. By April 1988 specific recommendations will be completed and will begin to be implemented. Therefore, the National Park Service does intend to provide some level of visitor services for the 1988 season. By the 1989 operating season the Park Service will attempt to provide an excursion operation based in Scranton.

# FUTURE STUDIES AND ACTIONS

## Future Studies

While this final *Comprehensive Management Plan* establishes a broad direction for the Steamtown National Historic Site, it does not address specific actions for a variety of future undertakings. Prior to any definitive action being taken, certain studies and more detailed plans will be pursued to provide management with better information and to proceed towards implementation of the plan.

The following studies and plans will be released for public review as they are completed.

### Design Services

The National Park Service is currently negotiating contract services with an architectural and engineering firm to provide more detailed analyses and designs for the site. The anticipated major tasks to be undertaken include

emergency stabilization of many of the remaining structures on-site; design of the turntable and partial round-house, and comprehensive design of the remainder of the site.

### Interpretive Planning

In concert with the design services, an interpretive plan will be undertaken to develop the themes and objectives defined by the final plan. Interpretive developments, programs, and media, including objects in the collection, exhibits, publications, etc., will be addressed in the interpretive plan.

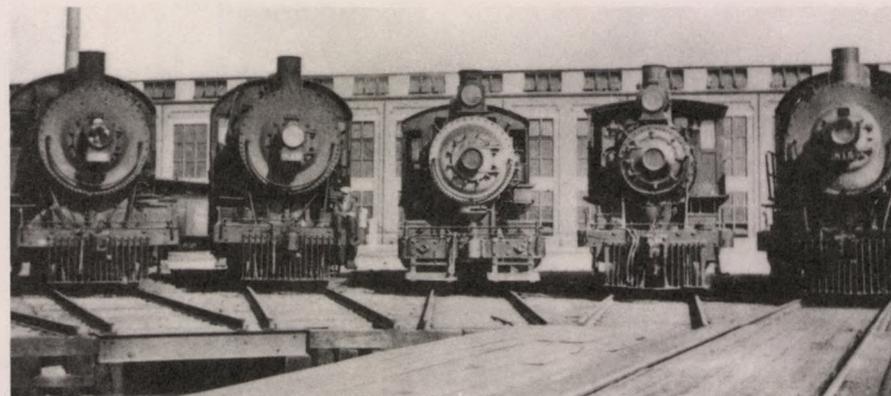
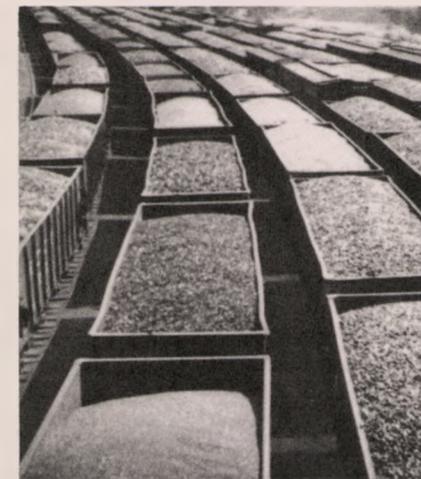
### Data Collection

In addition to the scope of collections statement and the special history study of the locomotives and rolling stock that are underway, a historic resource study of the steam era of railroading will be prepared by the National Park Service.

### Railway Operations, Marketing, and Environmental Studies

The National Park Service will work with the Steamtown Foundation and other organizations to determine the feasibility of acquiring and operating an excursion between Pocono Summit and Delaware Water Gap; identify the best and most economically feasible

excursion routes; develop an excursion operations plan that will determine the cost of operating and maintaining the excursion service and address operational safety issues; explore opportunities to enhance the quality of the visitor experience through on-board interpretation, opportunities for additional activities at excursion stops, and improvements to the scenery along the excursion line; and address environmental issues along the excursion line, such as air quality, drainage problems, and preservation of wetlands and endangered and threatened species.



# Future Actions

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## Cooperation with the Community

The full realization of the potential of Steamtown National Historic Site depends on continued cooperation and participation at the state and local level. The National Park Service has received many commitments and indications of interest in further cooperation in areas such as technical expertise, volunteer services, donations of rail-related artifacts and models, and facility development. This degree of cooperation and commitment indicates the widespread support within the community for the site.

Some highlights of the types of cooperation that are necessary to make the site as successful as possible are described below. Some of these activities are already underway, while others would be desirable in the future.

**Advisory Committee:** The authorizing legislation for Steamtown calls for the appointment of an advisory committee. The National Park Service will consider pursuing the establishment of an advisory committee, made up of members of the community and other individuals with expertise in areas related to Steamtown, in order to provide a means to keep communication open.

**Commission/Partnership:** A partnership of local, state, federal, and private interests could be formed to carry out activities that are beyond the capabilities of any one existing agency. It would stimulate and support activities such as those highlighted in the "Related Actions" section, and would serve as a catalyst and coordinating body for providing many kinds of technical and financial assistance. Such a partnership could

coordinate the activities of federal, state, and local agencies in the area to ensure efficient and effective use of resources

create a program of low-interest loans and grants on a cost-sharing basis for preservation, restoration, or development of areas related to Steamtown; for educational and cultural programs; and for planning, transportation, maintenance, and other services

provide technical assistance for educational programs, repair or

improvement to historic properties, promotional activities, and planning

seek and accept donations of funds, property, or services from public and private sources

This type of commission or partnership could be the vehicle through which a heritage state park is established, and it could serve to enhance historic preservation, recreation, tourism, and related economic development throughout the city.

**City/Mall:** The city of Scranton owns much of the land proposed for incorporation into the Steamtown National Historic Site. A portion of the city-owned land has been offered to a retail developer for the purposes of building a shopping mall adjacent to the Steamtown site. The city of Scranton has made a public commitment to Congress to acquire several additional properties within and adjacent to the Steamtown site and to donate them to the National Park Service for use in the development of the national historic site. The Park Service is actively assisting the city in finding funds for that acquisition, and is working with the city, the Chamber of Commerce, and the landowners to ensure a smooth transition from private to public ownership. This will involve working with the present landowners to help relocate existing business operations with minimal disruption and without the loss of jobs.

The developers of the proposed shopping mall have worked with NPS planners to develop a site plan that will make both the mall and national historic site possible. They have made a commitment to continue working with NPS planners to coordinate the appearance of the mall with the Steamtown site and to augment the visual setting of the site.

## **Lackawanna County Railroad**

**Authority:** Preliminary discussions have been held with the Lackawanna County Railroad Authority regarding their cooperation with the National Park Service. The railroad authority can provide guidance and assistance in identifying and acquiring available lines. The potential use of their trackage for excursion purposes, which would provide the opportunity of sharing maintenance costs with their freight operations, will be explored.

**City and County Planning.** Both Lackawanna County and the city of Scranton are responsible for planning for development in the community. As the NPS development activities may have impacts on traffic, parking, and general development in the area, close cooperation between the planning agencies and the National Park Service will be necessary. The Park Service will also work with the Scranton Parking Authority and other organizations to avoid duplication or conflicts in planned development activities.

# MULTIYEAR PROJECT STRATEGY

## Planning

Comprehensive Management Plan	Final released March 1988
Finding of No Significant Impact	Approval March 1988
Excursion Line Evaluation	February 1988 through July 1988
Boundary Definition railroad yard and Dickson site	March 1988
Development Concept Plan for railroad yard, Dickson site, and excursion line	February 1988 through January 1989

## Interpretation

Interpretive Plan tied to Development Concept Plan	February 1988 through January 1989
Interim Interpretive Plan actions to be taken for summer season	February through April 1988

## Design/ Construction

Emergency Repairs roof, heat, electrical	Design – March through September 1988 Construction Award – September 1988
Turntable and Connecting Track	Design – March through June 1988 Construction – Completed February 1989
Roundhouse	Design – July through December 1988 Construction – Completed September 1991
Comprehensive Design railroad yard, Dickson site, and excursion line	Dependent on Development Concept Plan

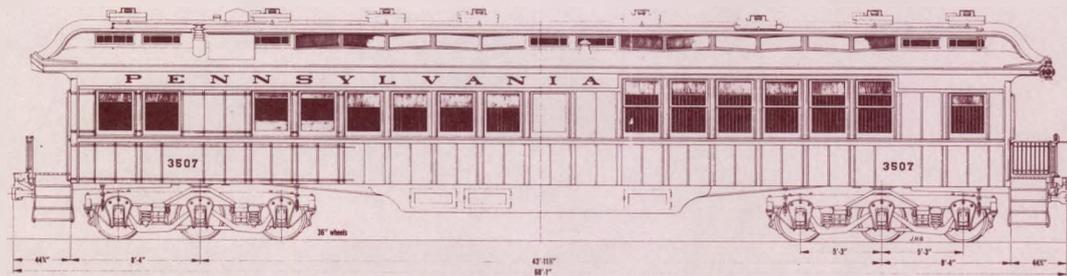
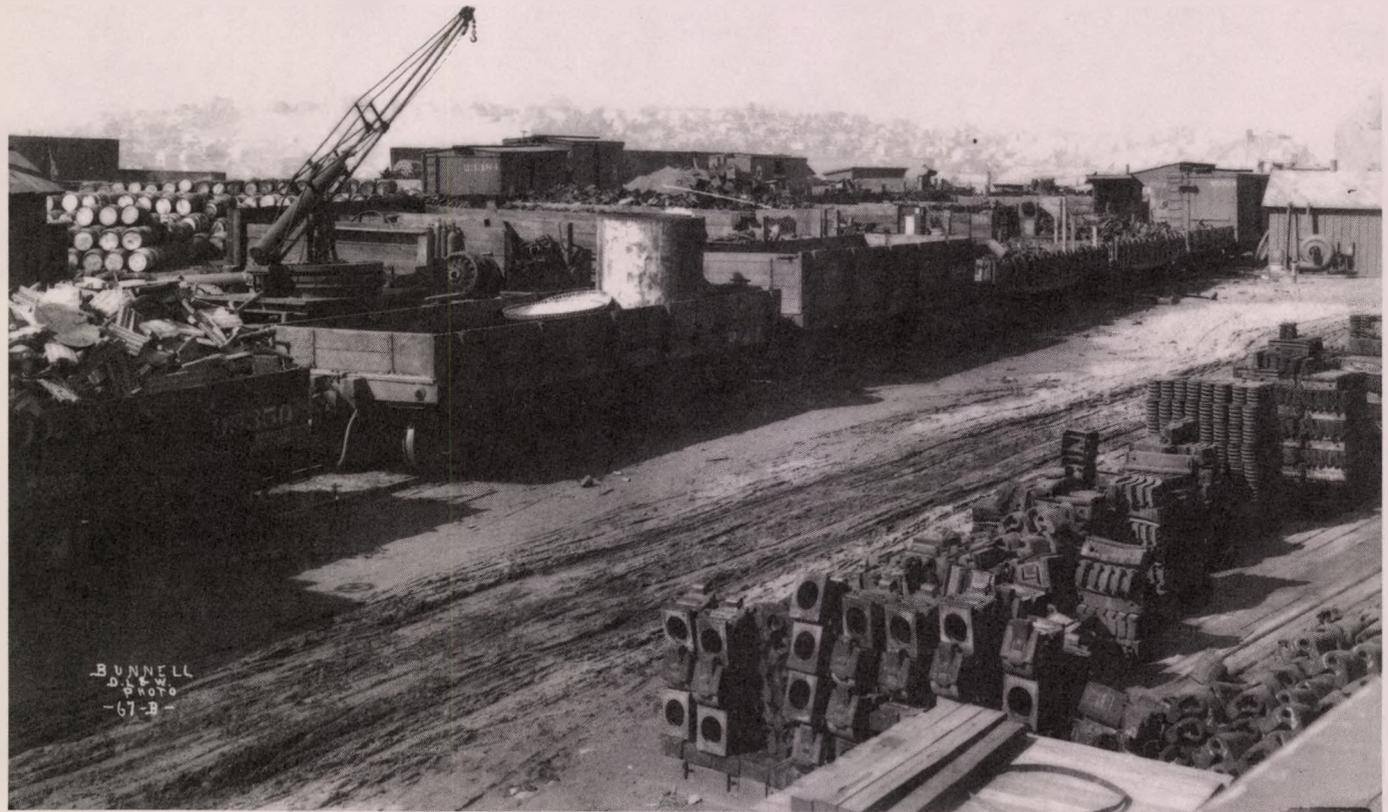
## Data Collection

Special History Study significance of locomotives and rolling stock	Draft available May 1988
Historic Resource Study evaluation of historic significance of DL&W Railroad yard	Draft available May 1988
Scope of Collections Statement artifacts, archival material, library materials, etc.	Draft available May 1988
Market Study analysis of excursion line length, destination, etc.	Draft available June 1988

# RELATED ACTIONS

## Introduction

Throughout the course of the planning effort for Steamtown National Historic Site, it became apparent that other resources and features in the Lackawanna Valley could be linked either thematically or geographically to the site in order to promote greater understanding of the industrial heritage of the region for the visiting public. The following discussion explores a variety of programs and actions that could be undertaken in a cooperative enterprise with other agencies, interest groups, and individuals. These actions are conceptual and in some cases will require further study before being undertaken. It is proposed that the National Park Service be involved to some degree but that actual leadership be assumed by others. Funding for these programs would come from existing federal and/or commonwealth programs or from private sources.



# Enhance Excursion Route

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## **Establish Additional Rail-Related Destination(s)**

Additional destinations would provide more variety in the excursion experience and make it more enjoyable and pleasant. New destinations could take the form of new stops and facilities along existing lines, or new lines to different places. Particular consideration should be given to lines owned and operated by the Lackawanna County Railroad Authority, where maintenance costs could be shared.

New excursion lines could be established by the National Park Service and the Steamtown Foundation or other excursion operator, with cooperation from the Lackawanna County Railroad Authority.

Steps to be taken include identifying excursion lines and stops and developing coordinated development and business plans. Funding could come from the operator(s) of the excursions, as well as from state agencies such as the Pennsylvania Department of Commerce (PA DOC), Pennsylvania Historic and Museum Commission (PHMC), and Pennsylvania Department of Community Affairs (PA DCA); assistance from the Pennsylvania Conservation Corps and from the National Park Service (NPS) is possible.

## **Identify and Restore Historic Rail-Related Structures and Scenes Along the Excursion Line**

Restored historic structures and scenes along existing or future excursion lines could be developed to provide increased interpretive opportunities and enhance the excursion experience.

Identification of key features could be done by state or private agencies with help from NPS. Restoration could be undertaken by private groups such as the Architectural Heritage Association (AHA), owners of properties along excursion line(s), and operator(s) of the excursion line(s).

Steps to be taken include identifying structures for potential restoration, applying for grants or eligibility for

historic preservation tax credits, and determining the historic status or eligibility of the buildings. Funding could be sought from private foundations, private business ventures, state and federal grants, and federal historic preservation tax credits.

## **Conduct a Historic Resource Study of Rail Corridors**

Such a study would provide an inventory of existing and historic rail lines and structures in the Lackawanna Valley; descriptions of relationships, functions, chronological changes, and developments among rail lines; and identification of causes and effects of these changes.

This inventory could be undertaken by PHMC, the University of Scranton, or other local schools with the help of NPS.

Steps to be taken include planning and coordinating research projects and documenting and publishing findings. Funding could come from state agencies such as PHMC or the Department of Education, ethnic heritage research grants, and private foundations. Any such studies should take advantage of the availability and knowledge of former railroad workers.

# Links to Downtown and Nearby Attractions

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## **Develop a Heritage State Park**

A heritage state park would integrate historic preservation, education, recreation, tourism, and economic development within an area near the Steamtown site. Potential themes might include the evolution of railroading, the history of the labor movement, the industrial revolution, coal mining, and 19th-century commerce. Resources that could be featured include the Lackawanna River corridor, the Central New Jersey station, the county courthouse, the county-owned freight house, the Historic Scranton Iron Furnaces, and the Laurel line. Development of a heritage state park could create a partnership in Scranton between the city, county, commonwealth of Pennsylvania, and NPS.

This would be a state initiative, to be undertaken by the Pennsylvania

Department of Environmental Resources (PA DER), PA DCA, and/or PHMC, with substantial participation by local government agencies and organizations. NPS would provide planning assistance in this effort.

Steps to be taken include preparing a concept plan, identifying potential themes and locations, and developing a management strategy. Funding could come from the commonwealth, from NPS grant programs, and from private foundations.

## **Develop Rail Links to Other Sites of Visitor Interest**

A rail link with directly related visitor attractions such as the Museum of Anthracite Heritage, the Lackawanna Coal Mine, and the Historic Scranton Iron Furnaces would unify historic and interpretive locations and enhance the ability to tell the story of the Lackawanna Valley's history. Links to nonrelated visitor attractions such as the Montage ski area and proposed stadium site could increase visitation at all sites.

These rail links could be developed by a coalition of the operators of those sites which would be linked (NPS, Steamtown Foundation, Lackawanna County, PHMC) or by a private entrepreneur.

Steps to be taken include obtaining permission to use existing tracks, performing engineering and feasibility studies, and adding track or a shuttle bus to connect with museum and mine. Funding could come from the Pennsylvania Department of Transportation (PA DOT), PA DCA, or private sources.

## **Reconstruct Portions of Electric Trolley Line as Tourist Shuttle**

Reconstruction of a portion of Scranton's electric trolley lines would provide an interesting visitor experience in the downtown area, interpret the story of the electric trolley in Scranton, and enhance the historic atmosphere.

This action could be taken by a coalition of interests, including the city of Scranton, Lackawanna County, business and tourist attractions, and trolley enthusiasts.

Initial steps to be taken include doing engineering and marketing feasibility studies, determining appropriate routes and sites, and coordinating with city planning. Funding could be sought from federal and state departments of transportation, private foundations, and other donations.

# River Corridors, Trails, and Natural Areas

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## **Prepare River Greenway Plans for the Lackawanna River and Roaring Brook and a Master Plan for Nay Aug Park**

This action could provide open space and recreation space in the urban area, improve water quality in the Lackawanna River, link existing and new recreation and resource areas, enhance existing recreation areas, and preserve and enhance scenic views from the Steamtown excursion.

A master plan for Nay Aug Park could assess its resources and determine how best to preserve important natural resources, such as the Nay Aug Gorge and Waterfall, and to meet the needs of the people of Scranton.

A greenway plan has already been initiated by the Lackawanna River Corridor Association, with assistance from PA DER and NPS. Other groups that might have an interest in the

greenway plans include the municipalities along the river, the Northeastern PA Environmental Council, the Army Corps of Engineers, and mine reclamation divisions of federal and state agencies.

Steps that have been or need to be taken include identifying resources, setting overall goals, identifying issues and problems, and getting commitments from responsible organizations to solve problems. Funding and assistance could come from NPS, PA DER, mine reclamation agencies, and private foundations such as the Chesapeake Bay Foundation.

## **Develop Greenway or Trail Plans for Abandoned Railroad Rights-of-Way**

Abandoned railroad corridors throughout the Lackawanna Valley could provide recreational opportunities, preserve historic artifacts and structures, and link existing and new recreational, natural, and cultural areas.

Greenways and trails could be established by city, county, and/or state parks departments, with assistance from private groups such as the Rails to Trails Conservancy, environmental organizations, and railway historical societies. Initial steps to be taken include determining feasible abandoned rail corridors, identifying and document-

ing the resources along those corridors, setting overall goals, identifying issues and problems, and developing strategies to address those issues. Funding and assistance could come from the Rails to Trails Conservancy, NPS trails assistance program, PA DER, DCA, and DOT, landowner donations, and private foundations.



# Rail- Related Education

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## **Establish a Railroad Restoration Training Program at Steamtown**

A training program in railroad restoration would keep the skills needed to work on steam railroad equipment from being lost, would provide a skilled work force to restore and repair the Steamtown collection, and could enhance the ability of volunteers to contribute to the care of the Steamtown collection. Such a training program could be implemented in phases, starting with a small number of courses and expanding into a full-fledged school if there were adequate resources and demand for the courses.

Organizations that could work together to develop this training program include NPS, various railroad enthusiast groups, Steamtown Foundation, PA DER, Scranton

vocational schools, and Scranton Chamber of Commerce.

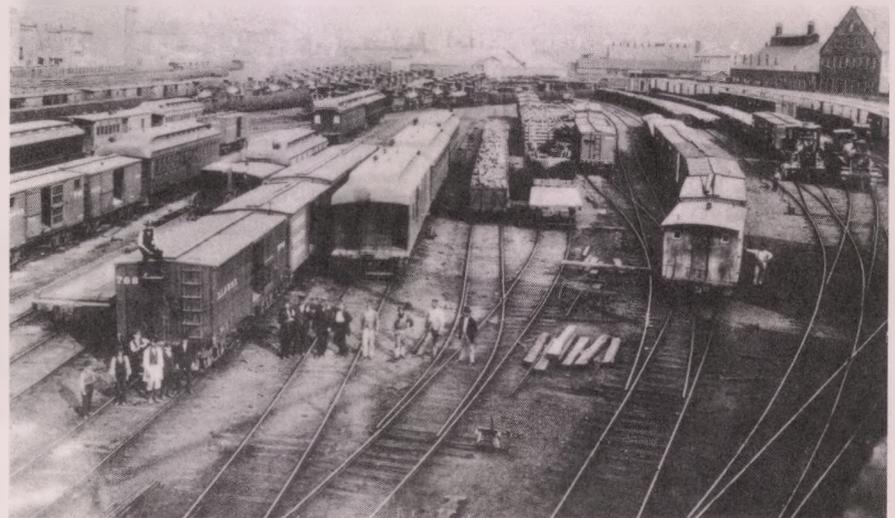
Initial steps to be taken include organizing a coalition to support and develop a proposal, establishing an agenda and curriculum, identifying people with the necessary skills who could provide the training, and exploring funding sources. Funding could come from the PA DOC, DCA, and Department of Education; federal job-training funds; or private foundations. The training program should take advantage of the knowledge and skills of former railroad workers in the area.

## **Develop Rail-Related Educational Programs in Local Schools**

Rail-related educational programs in the local schools could broaden awareness of the community's railroad and industrial heritage, and involve students actively in history and interpretation through tours of the site, on-site courses, visiting lecturers, touring exhibits, and railroad-related projects.

Educational programs could be developed by the Scranton School District and other local public, parochial, and private schools, NPS, University of Scranton, PHMC and PA Department of Education, railroad enthusiast groups, and the Steamtown Foundation.

Steps to be taken include developing program proposals, curricula, and lesson plans, and taking the proposals to potential funding sources and school administrators. Funding could be sought from the PA Department of Education, the National Endowment for the Humanities, the city of Scranton, private foundations, and corporate sponsors.



# Planning and Promotion

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## **Develop a Combined Promotional Strategy for Steamtown and Off-Site Attractions**

Unified promotion of Steamtown and other regional attractions could help provide an integrated visitor experience, increase visitation at all sites, and increase regional and national awareness of Scranton and the Lackawanna Valley as a tourism destination.

Such a promotional strategy could be undertaken by the Scranton Chamber of Commerce, Visitors and Convention Bureau, the National Park Service, the PA Bureau of Tourism, and the various operators of tourist attractions.

Steps to be taken include forming a coalition of interested groups, developing promotional goals and plans, setting quality standards for

participating attractions, producing materials, and enlisting support. Funding could come from PA tourist promotion assistance, PHMC, and businesses and attractions that would benefit from increased tourism.

## **Develop Comprehensive Plans for Lackawanna County and Downtown Scranton**

Comprehensive plans would establish the direction for future development, increase the consistency among actions of various units of government and the private sector, enhance the efficiency of allocation of the region's financial resources, ensure compatibility of NPS development plans with city and county capital improvement projects, and address critical traffic, circulation, and parking issues.

These plans could be undertaken by the city and county planning departments, with cooperation and participation from other affected governments, agencies, businesses, and the general public.

Initial steps to be taken include preparing a strategy for the development of the plan(s) and obtaining funding commitments. Funds could come from PA DCA (state planning assistance grants) or other state and federal funds designated for urban planning.

## **Establish a Regional Visitor Center**

A regional visitor center would provide centralized, easily accessible information to visitors. This center could be located in a historic, attention-getting building such as the former Central New Jersey Railroad station.

Organizations that could participate in the development of a visitor center include the Scranton Chamber of Commerce, Visitors and Convention Bureau, PA Department of Tourism or DCA, city of Scranton, Lackawanna County, and tourist-dependent businesses.

Initial steps to be taken include identifying a site, obtaining use of the site, and forming a partnership to develop the visitor center. Funding could be sought from PA DCA, private foundations, tourist-dependent businesses, and federal grants and tax credits for historic preservation.

# LEGISLATION

PUBLIC LAW 99-591—OCT 30, 1986 100 STAT 3341-245

That the following may be cited as the "Steamtown National Historic Site Act of 1986"

## SECTION 1. DESIGNATION AS NATIONAL HISTORIC SITE.

The property known as Steamtown, consisting of the land, historic roundhouse, switchyard, and associated buildings, track and equipment, and located on approximately 40 acres in Scranton, Pennsylvania, is hereby designated as the Steamtown National Historic Site (hereafter in this Act referred to as "the Site"). The Site is generally depicted on the map entitled "Steamtown National Historic Site", numbered STTO-80,000 and dated September 1986. A copy of the map shall be on file and available for inspection in the offices of the National Park Service in Washington, D.C., and in appropriate regional and local offices.

## SEC. 2. MANAGEMENT OF SITE.

(a) **PREPARATION OF MANAGEMENT PLAN.**—The Secretary shall prepare a comprehensive management plan for the Site, which shall include all of the elements required for general management plans under section 12 of the Act entitled "An Act to improve the administration of the National Park System by the Secretary of the Interior, and to clarify the authorities applicable to the system, and for other purposes" approved August 18, 1970 (U.S.C. 1a-7), and shall be submitted to the Congress no later than September 30, 1987.

(b) **ADMINISTRATION OF SITE.**—(1) The Secretary shall administer the Site through cooperative agreements and grant agreements as appropriate, with the owner or owners of the property. The Secretary may provide financial and technical assistance in planning, interpretation, maintenance, preservation, and appropriate public use of the Site and associated rolling stock in order to further public understanding and appreciation of the development of steam locomotives in the region.

(2) The Secretary of the Interior may acquire the Site, and all or part of the associated rolling stock, by donation or with donated funds and may begin to take such actions as are called for in the management plan. Upon acquisition pursuant to this paragraph, the Site and any acquired associated rolling stock shall thereafter be administered by the Secretary in accordance with the provisions of law generally applicable to units of the National Park System, including the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (16 U.S.C. 1 et seq.), and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects and antiquities of national significance, and for other purposes" approved August 21, 1935 (16 U.S.C. 461 et seq.).

## SEC. 3. ADVISORY COMMITTEE.

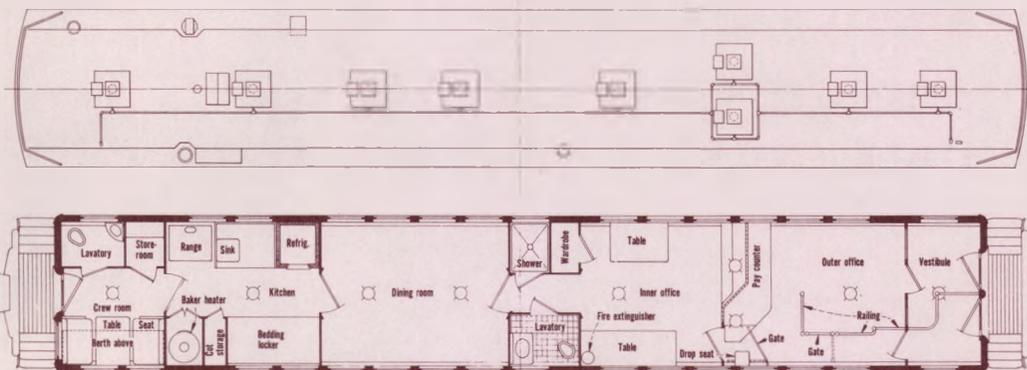
The Secretary is authorized to establish a Steamtown Advisory Committee and appoint up to ten members, who shall serve at no cost to the United States.

## SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There is authorized to be appropriated \$20,000,000 for the administration of the Steamtown National Historic Site and for assistance to the owner thereof pursuant to the agreements referred to in section 2(b).

## SEC. 5. APPROPRIATIONS.

For expenses necessary to carry out the provisions of this Act, \$8,000,000, to remain available until expended.



# ANALYSIS OF PUBLIC RESPONSE

## Public Involvement in the Planning Process

The process of developing this *Comprehensive Management Plan* for Steamtown National Historic Site involved public input and participation at every step. The planning team listened and documented a wide variety of concerns and incorporated the public voice into the final plan.

The planning team held numerous meetings with local officials and community leaders, conducted public workshops at three different periods in the planning process to identify planning issues, goals, and alternatives, widely distributed four different newsletters, and received extensive coverage by local newspapers, radio, and television stations.



# Public Review of the Draft Comprehensive Management Plan

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The *Draft Comprehensive Management Plan* was distributed to about 1,000 individuals in the Scranton area and around the country who had attended meetings with the National Park Service, written to the planners, or otherwise requested to be on the mailing list. Additionally, copies of the *Draft Comprehensive Management Plan* were forwarded to other federal, state, and local agencies for review and comment.

A total of 67 letters were received with comments on the draft plan, plus a petition containing 280 signatures. Of those letters, 20 came from federal agencies, 4 from state agencies, 1 from a county agency, 3 from city agencies, 22 from private organizations, and 17 from individuals.

Of the letters received, 11 endorsed the Unified Site Alternative (in addition to a petition with 280

signatures endorsing this alternative), 5 endorsed the Integrated Site Alternative, and 3 endorsed the Independent Site Alternative.

The written comments generally covered four major topics: the comprehensive management plan, the proposed site developments, cooperative actions and related sites, and site management.

## Comprehensive Management Plan

Comments dealing directly with the aspects of the plan included suggestions that modified the alternatives, recommendations that additional impacts be discussed in the environmental assessment, endorsements, and corrections of details throughout the text of the plan.

## Site Developments

Comments about the site developments included recommendations that the collection of locomotives and rolling stock be emphasized more in the plan; opinions that the cost estimates were too low and visitation projections were too high; development suggestions on parking, museum and library, roundhouse, entrance roads, and wyes; concerns about the possible effects of new construction and development and possible destruc-

tion of historic resources; suggestions of additional themes and activities that could be developed on-site; and concerns that the site does not have adequate significance to be part of the national park system.

## Cooperative Actions and Related Sites

Comments about sites and actions related to but not part of the Steamtown site included opinions in favor of or against certain actions mentioned in the plan, suggestions of additional cooperative actions, concerns about the mall proposed for development, and suggestions for modification of the excursion line.

## Site Management

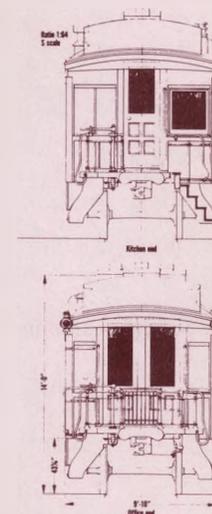
Comments pertaining to management of the site included suggestions that the National Park Service not take over the site and its operations, recommendations about staffing requirements of the site, and concerns about the consultation and permitting processes that the National Park Service will need to follow throughout the development of the site.

## No Comment

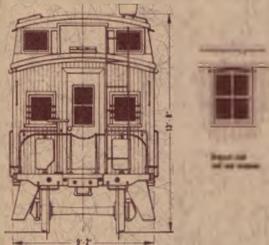
In addition, a number of agencies indicated that they had no comments

on the plan or that their concerns were adequately addressed in the draft plan.

Copies of all comments received by the National Park Service regarding the *Draft Comprehensive Management Plan* are available upon request.



# LIST OF PREPARERS



## MID-ATLANTIC REGIONAL OFFICE

J. Glenn Eugster, Chief of Planning,  
Steamtown Project Coordinator  
Joe DiBello, Park Planner  
Robert Potter, Park Planner  
Martha Crusius, Park Planner  
Ted Hillmer, Regional Chief of  
Maintenance  
Sasi Judd, Park Planner  
Wayne Senville, Park Planner  
Dennis Reidenbach, Regional  
Chief of Contracting and  
Property Management  
John Bond, Chief of Resource  
Preservation

## STEAMTOWN NATIONAL HISTORIC SITE

Albert A. Hawkins, Superintendent  
Denise Guy, Park Ranger

## DENVER SERVICE CENTER

Bill Koning, Team Captain  
Michael Bureman, Cultural Resource  
Specialist  
Marilyn Hof, Interpretive Specialist  
John Ochsner, Landscape Architect  
Dennis Piper, Landscape Architect  
Nat Kuykendall, Natural Resources  
Specialist  
John Brooks, Natural Resources  
Specialist  
Berle Clemensen, Historian  
Jud Ball, Architect  
George Miller, Regional Planner  
Ray Borrás, Estimator

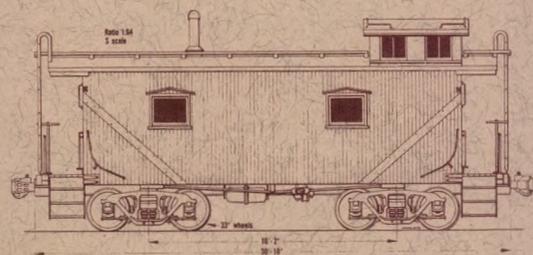
## WESTERN REGIONAL OFFICE

Gordon Chappell, Historian

## APPLIED ARCHEOLOGY CENTER

Paula Zitzler, Archeologist

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, and parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.



Steamtown  
National Historic Site