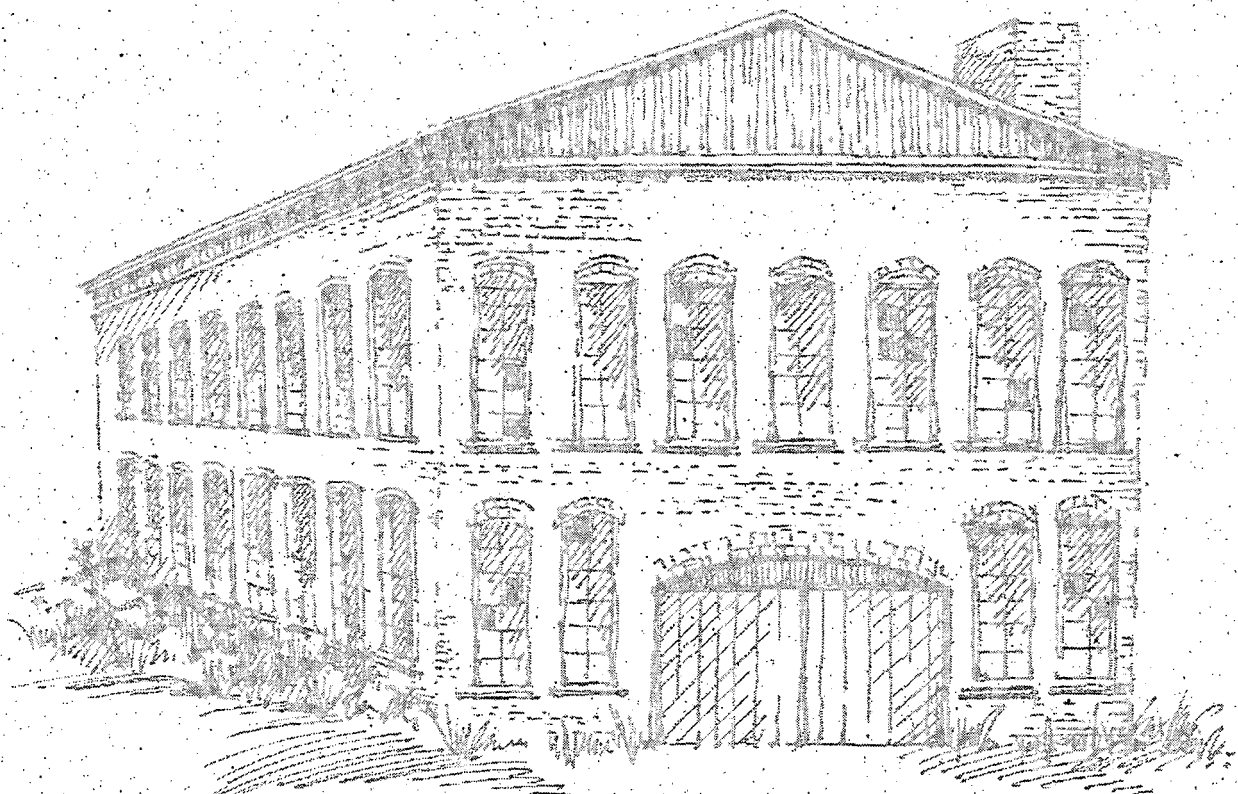


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Labor History Theme Study: Phase III

Department of the Interior • National Park Service • Denver Service Center

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Labor History Theme Study: Phase III

August 1997

This document is dedicated to the
memory of Dr. Stuart Kaufman,
labor historian, 1942–1997.

Executive Summary

The *National Historic Landmark (NHL) Theme Study on American Labor History, Phase III*, prepared by the Denver Service Center of the National Park Service (NPS), evaluated the following 11 sites associated with the diverse labor history of the United States:

- Audiffred Building — San Francisco, California
- Butte–Anaconda Mining and Smelting Complex — Butte and Anaconda, Montana
- Ford Motor / River Rouge Complex — Dearborn, Michigan
- Harmony Mills Historic District — Cohoes, New York¹
- Kate Mullany House — Troy, New York¹
- Kingsley Plantation — Jacksonville, Florida
- Matewan Historic District — Matewan, West Virginia
- Puckett Family Farm — Granville County, North Carolina
- Pullman Historic District — Chicago, Illinois
- Sloss Furnaces — Birmingham, Alabama
- Tredegar Iron Works — Richmond, Virginia

The National Park Service did not undertake a comprehensive Special Resource Study process, but instead it has provided preliminary findings concerning the suitability and feasibility of the 11 sites. Prior to any legislation enacted by Congress regarding one or more of the 11 sites, it is recommended that the National Park Service program special resource studies for these sites.

The NPS criteria for national significance, suitability, and feasibility are applied to each site to determine whether the sites merit inclusion in the national park system. The study concludes that only the Kingsley Plantation, which is already a component of the National Park Service's Timucuan Ecological and Historic Preserve, and the Kate Mullany house, a component of the Hudson-Mohawk Urban Cultural Park, appear to meet the criteria of national significance, suitability, and feasibility for inclusion in the national park system.

Of the 11 national historic landmarks or potential national historic landmarks evaluated in this study, four appear to meet the criteria of suitability and two for feasibility (see appendix A). Two of the national historic landmarks are components of national heritage areas designated in 1996. Three could be evaluated for potential national and or local heritage area status. The following priority list summarizes the work contained in sites evaluation report.

Priority List (Mandated in Public Law 102–101)

Category I: Potential and/or Current National Park System Units

Kate Mullany House in Troy, New York: Hudson-Mohawk Urban Cultural Park. Component of Hudson Valley National Heritage Area. Appears to meet suitability/feasibility

1. Harmony Mills Historic District and the Kate Mullany House are part of the Hudson-Mohawk Urban Cultural Park in Troy and Cohoes, New York.

EXECUTIVE SUMMARY

criteria for possible NPS designation, and should be considered as a high priority for more detailed study.

Kingsley Planation, Jacksonville, FL.: Designated NPS component of Timucuan Ecological and Historic Preserve.

Category II: National Heritage Areas

Harmony Mills Historic District in Cohoes, NY: Hudson-Mohawk Urban Cultural Park.
Component of Hudson Valley National Heritage Area

Matewan Historic District. Component of National Coal Heritage Area

Category III: Potential Heritage Areas²

Sloss Furnaces
Ford Motor / River Rouge Complex
Pullman Historic District

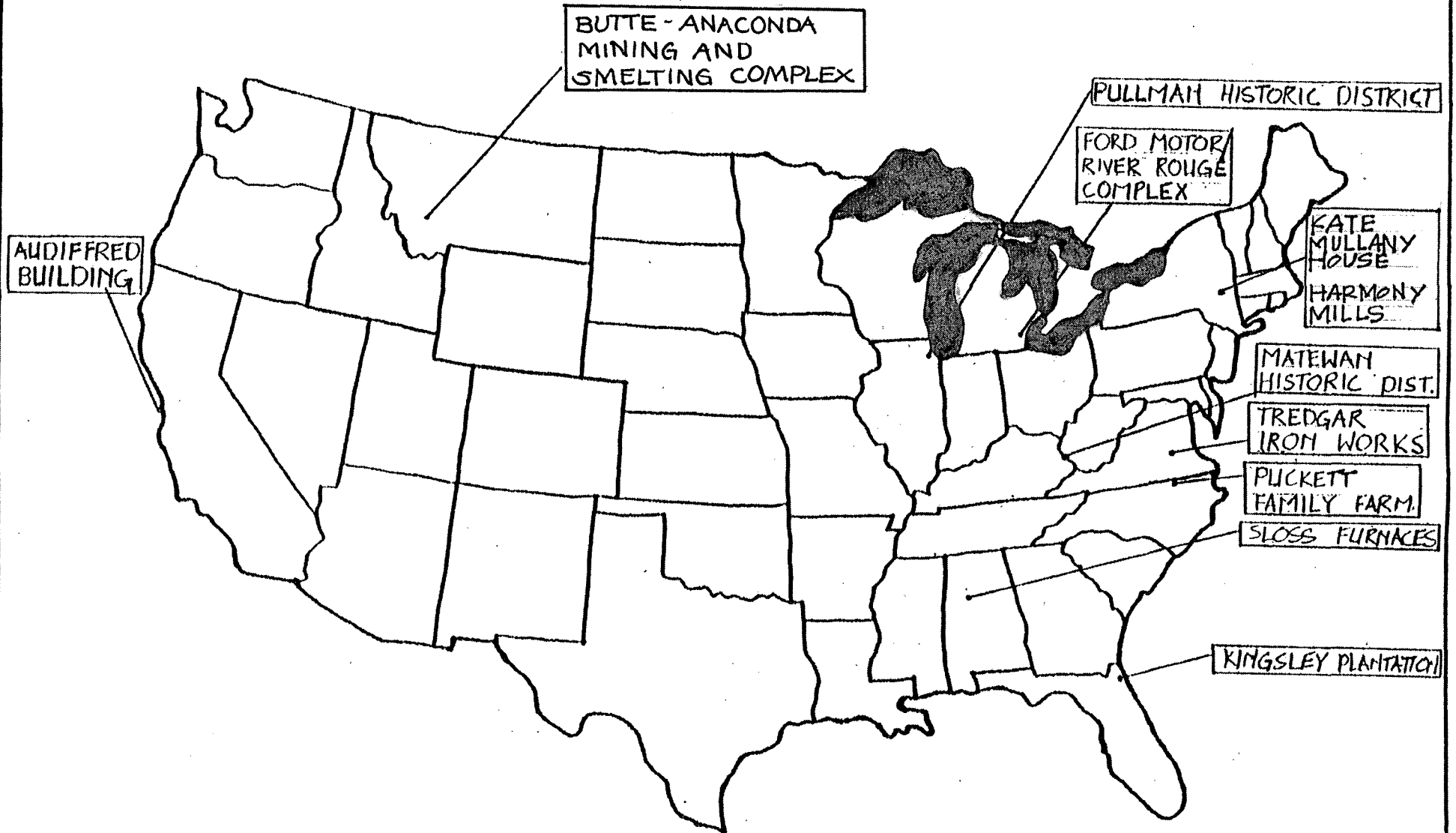
Category IV: No Further Action³

Audiffred Building
Butte-Anaconda Mining and Smelting Complex
Puckett Family Farm
Tredegar Iron Works

2. These properties do not appear to meet NPS suitability/feasibility criteria for possible inclusion in the National Park System, but they could be considered in future studies of locally initiated heritage areas or other technical assistance programs.

3. These properties do not appear to meet NPS suitability/feasibility criteria.

SITE LOCATIONS



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Introduction

In August 1991, PL 102-101 was enacted. The law authorized the secretary of the interior to prepare and transmit to the Congress a national historic landmark theme study on American labor history. The purpose of the theme study is to identify the key sites in American labor history, including the history of workers and their work, of organizing unions and strikes, of the impacts of industrial and technological change, and of the contributions of American labor to American history. In addition, the theme study is to nominate as national historic landmarks those districts, sites, buildings, and structures that best illustrate or commemorate American labor history in its fullest variety.

In addition, the law requires the secretary to prepare a list, in order of importance, of the most appropriate sites for "possible new park units." This list is to include a discussion of the potential suitability and feasibility of such sites. This report addresses the requirement of the legislation to evaluate sites while other volumes contain the NHL theme study materials. Phase III does supplant a comprehensive special resource study, which should be conducted if any of these sites is being considered for designation as a unit of the national park system..

Much has been done since 1991 to complete this study. In June 1991 more than 50 labor historians, local community and historic preservation leaders and NPS representatives met at Lowell National Historical Park to discuss strategies for implementing PL 102-101. The conference was held at the Boott Cotton Mills Museum at Lowell. During the three day sessions, several participants suggested focusing on little-known and documented aspects of labor history, such as women's work, agricultural work, and the contributions of minority Americans. Professor Susan Porter Benson from the University of Missouri suggested that the labor theme study not just document the heroes of labor history or industrial workers, but focus attention on clerical workers and domestic servants and other less-known aspects of labor history. Professor Benson stated that scant attention has been given in labor history literature on such events as the strike by African-American washerwomen in Atlanta in the 1880s. Zaragoza Vargas, a University of California professor, stressed the need to recognize the contributions of Hispanic and Native American workers. Vargas suggested potential landmarks in Gallup, New Mexico, the site of a coal workers' strike in 1933; sites associated with the work of Chinese immigrant labor in the construction of the Central Pacific Railroad; and Hispanic needleworkers in Cincinnati.

Phase I is a reconnaissance survey by a host of qualified scholars of labor history. It comprises the first year's work under the labor history study. This is made up of seven essays by labor historians that highlight the significance of labor, broadly defined, in United States history. Integrated into the structure of the essays is a discussion of sites reflecting the full cultural diversity and richness of this history. The purpose will be to indicate clearly the importance of labor history in both the context of United States narrative history and historic preservation.

The essays under production are listed on the next page.

INTRODUCTION

- A. "Making Labor History on the National Landscape"
Author: Dr. James Green, Professor of Labor History, University of Massachusetts at Boston.
- B. "Agricultural Laborers"
Author: Dr. Pete Daniel, Curator for the Division of Agriculture and Natural History, Smithsonian National Museum of American History.
- C. "Criteria for Historic Landmarks of Extractive Labor in the United States"
Author: Dr. Alan Derickson, Associate Professor of Labor Studies, Pennsylvania State University, University Park, PA.
- D. "Household Labor: Huswifs, Housewives and Domestic Workers"
Author: Dr. Ruth Cowan, Professor of American Studies and History, State University of New York, Stony Brook, NY.
- E. "American Manufacture: Sites of Production and Conflict"
Author: Dr. Walter Licht, Professor of History, University of Pennsylvania, Philadelphia.
- F. "Public Sector and White Collar"
Author: Dr. Marjorie Murphy, Associate Professor of History, Swarthmore College, Swarthmore, PA.
- G. "Transportation"
Author: Eric Arneson, Professor of History, University of Illinois. Chicago.

These essays will synthesize existing scholarship in American labor history in order to define a process for identifying and interpreting National Historic Landmarks. The essays will establish the conceptual framework for the identification and selection of sites.

During phase II, historians at the Newberry Library in Chicago under contract to the National Park Service contacted state and territorial historic preservation offices, labor organizations, and recognized labor historians to construct a master list of sites to comply with the legislative intent. They also considered the recommendations made at the 1991 Lowell Conference regarding potential labor history NHL sites. They evaluated existing national historic landmarks associated with labor history, as well as identifying possible new national historic landmarks. This comprehensive survey resulted in a 52-site list of national historic landmarks or potential national historic landmarks.

Further, the Newberry Library historians will oversee the completion of 20 nomination forms identified by and in consultation with the Washington History Office from the list of properties (see page 3) for properties that appear to merit designation as "National Historic Landmarks in the Labor History" theme. The sites chosen will reflect the full diversity of America's labor history. In addition, the sites will reflect and illustrate the themes developed in the thematic essay previously prepared.

Some of the sites marked by an asterisk (*) are national historic landmarks that will be redone to more accurately explain their significance in labor history. Sites marked with a double aster-

isk (**) are now being drafted for the study by concerned state historic preservation officers or by special services' contract with the History Division.

1. Fulton Bag and Cotton Company, Atlanta, Georgia
2. Oxford Telephone Exchange, Boston, Massachusetts
- *3. Nannie Burroughs National Training School for Women, Washington, D.C.
4. Waterloo Stockyards District, Waterloo, Iowa
5. Charles Kerr Press Building, Chicago, Illinois
6. Ewa Sugar Plantation, Honolulu, Hawaii
7. United Farm Workers Hall, Delano, California
8. Kingsley Plantation, Jacksonville, Florida (included in Timucuan Ecological and Historic Preserve)
9. San Francisco Waterfront, San Francisco, California (including Audifred Building)
10. Ludlow Tent Colony Site, Ludlow, Colorado
11. John L. Lewis Home, Springfield, California
12. Brookwood Labor College, Katanoah, New York
13. Union Miners Cemetery, Mount Olive, New York
- *14. Sloss Blast Furnace National Historic Landmark, Birmingham, Alabama
- *15. Tredegar Iron Works National Historic Landmark, Richmond, Virginia
- **16. Butte Copper Mines National Historic Landmark, Butte, Montana** (revised nomination underway)
- *17. Pullman Historic District National Historic Landmark, Chicago, Illinois
- **18. Matewan Historic District, Matewan, West Virginia (nomination completed)
- **19. Blair Mountain, Logan County, West Virginia (nomination completed)
- *20. New Century Guild National Historic Landmark, Philadelphia, Pennsylvania
21. National Association of Letter Carriers Hall, Milwaukee, Wisconsin
22. Bread and Roses Historic District, Lawrence, Massachusetts
- **23. Martinsburg B&O Railroad Strike Historic District, Martinsburg, West Virginia (nomination underway)
24. Paseo Baptist Church, Kansas City, Missouri
25. Mesaba Park, Minnesota
26. Central Park Arsenal, New York, New York
27. Bethlehem Steel, Bethlehem, Pennsylvania
28. Sacco-Vanzetti Defense Committee Offices, Boston, Massachusetts
29. Centralia Massacre Site, Centralia, Washington
30. Offices of the Forward, New York, New York
- **31. Union Square, New York, New York (nomination underway)
- **32. Vost Building and Homestead Landing Site, Allegheny, Pennsylvania (nomination underway)
- **33. Pocahontas, Pocahontas, Virginia (revised nomination to include the entire town is completed)
34. Boston Women's Trade Union, Boston, Massachusetts
35. Generic Sailing Ship (perhaps the Charles W. Morgan National Historic Landmark)
36. Hagley Museum, Wilmington, Delaware
37. John L. Mitchell Site, Spring Valley, Illinois
38. Haymarket Square Memorial, Chicago, Illinois
39. Blue Heron Mining Community, Oneida, Tennessee
- **40. Harmony Mills Site, Cohoes, New York (nomination underway)
- **41. Kate Mullany House, Troy, New York (nomination underway)
42. Old Slave Mart, Charleston, South Carolina
43. Hopedale, Worcester, Massachusetts
44. Bisbee, Arizona
45. Amalgamated Houses, Bronx, New York
46. United Workers Cooperatives/Allerton Coops, Bronx, New York
47. The Wheel Store, Batesville, Arkansas
48. Glencoe Mills Textile Village, Glencoe, North Carolina
49. Mass Grave of Mexican Miners, McAlester, Oklahoma
- **50. Kake Cannery, Alaska (nomination underway and a thematic study of the role of labor in the Alaska cannery industry)
- **51. Alaquippa Steel Works, Pittsburgh, Pennsylvania (nomination underway)
52. Puckett Family Farm, North Carolina

INTRODUCTION

To initiate phase III, a conference was held at the George Meany Archives in Silver Springs, Maryland, on March 14, 1995. Those attending included National Park Service historians, the director of the Meany Center, representatives from the Newberry Library, and NPS Denver Service Center planners. The purpose of the conference was to determine which of the above sites should be evaluated "to identify possible new park units appropriate to this theme and prepare a list in order of importance or merit of the feasibility and suitability of such sites" (PL 102-101). The nationally recognized labor historians evaluated and ranked the 52 sites using the criteria displayed below. A list of nine sites (see Site Locations map, page v) was selected for further evaluation to comply with the legislative mandate cited above. Later two more sites, the Harmony Mills Historic District and the Kate Mullany House, were added by the Washington History Office.

The criteria prepared by the labor historians at the March 1995, conference to identify sites for further evaluation are as follows:

- the site could represent one or more aspects of the variety and diversity of labor history in the United States,
- the site in very general terms appeared to have potential to become a new unit of the national park system.

The following sites are included:

- Audiffred Building — San Francisco, California
- Butte-Anaconda Mining and Smelting Complex — Butte and Anaconda, Montana
- Ford Motor / River Rouge Complex — Dearborn, Michigan
- Harmony Mills Historic District — Cohoes, New York
- Kate Mullany House — Troy, New York
- Kingsley Plantation — Jacksonville, Florida
- Matewan Historic District — Matewan, West Virginia
- Puckett Family Farm — Granville County, North Carolina
- Pullman Historic District — Chicago, Illinois
- Sloss Furnaces — Birmingham, Alabama
- Tredegar Iron Works — Richmond, Virginia

Of the sites selected for analysis, only the Kingsley Plantation is presently administered by the National Park Service, as a component of the Timucuan Ecological and Historic Preserve. Kingsley Plantation is located on the northern tip of Fort George Island at Fort George Inlet near Jacksonville, Florida. The 23-acre Zephaniah Kingsley Plantation was donated to the National Park Service on October 1, 1991, by the Florida Department of Natural Resources. The property is one of the most intact remaining examples of the plantation system in Florida. The plantation flourished under Zephaniah Kingsley (leased 1813–1817, owned 1817–1839), who used slave labor to raise cotton, corn, black-eyed peas, sugar cane, and sweet potatoes. Since October, 1991, the National Park Service has acquired approximately 15 additional acres surrounding the site. The former plantation is significant to American labor history because of its association with the story of Southern agricultural and the slave labor system.

Kingsley Plantation contains 27 historic structures, including the main plantation house, the Anna Jai house, a carriage house/bar, a resort lodge, and the remains of 23 of the original 32

slave cabins. With few exceptions, the buildings are in good physical condition. The National Park Service has completed the *Timucuan Ecological and Historic Preserve General Management Plan / Development Concept Plans / Environmental Impact Statement*, which prescribes how the site will be interpreted and preserved. Additional interpretation and research may be required to tell the story of slave labor.

NPS planners from the Denver Service Center prepared phase III of the NHL theme study, which identifies a ranking of sites based on their merit to be potentially suitable and feasible as possible units of the national park system or to be considered for a lesser level of NPS involvement. Phase III presents preliminary findings about suitability and feasibility, discusses different concepts for public use, and presents future possible partnership activities. Since the various properties are national historic landmarks or considered to be eligible as national historic landmarks, the study team did no further analysis regarding national significance; it is assumed that all of the properties are nationally significant. Further, the study team did not conduct a public involvement program at this preliminary stage, nor did it prepare environmental analysis on what is essentially a priority list for possible study.

The criteria and methodology used for phase III are described below. By strictly adhering to these standard NPS criteria, the list of 11 sites has been ranked in priority order, starting with the two sites that appear to meet the criteria to those that do not. This list appears at the conclusion of the following section.

National Significance and Suitability/Feasibility

Three criteria must be met for a new unit to merit inclusion within the national park system: national significance, suitability, and feasibility. According to the *NPS Management Policies*, a resource will be considered nationally significant if it meets all of the following:

It is an outstanding example of a particular type of resource.

It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.

It offers superlative opportunities for recreation, public use and enjoyment, or for scientific study.

It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of resources.

To be suitable for inclusion in the national park system, an area must represent a natural or cultural theme or type of recreational resource that is not already adequately represented in the national park system or is not comparably represented and protected for public enjoyment by another land-managing entity. Suitability is determined on a case-by-case basis, by comparing the proposed area to other units in the national park system for differences or similarities in the character, quality, quantity, or combination of resources, and opportunities for public enjoyment.

To be feasible as a new unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure long-term protection of resources and to accommodate public use. It must have potential for efficient administration at reasonable cost. Other important feasibility factors include landownership, access, acquisition and development costs, threats to the resources, and staff or development requirements.

Methodology

Using the materials prepared by the Newberry Library or the Washington History Office, the DSC planners visited each of the sites briefly. Since phase III is a very preliminary analysis of the sites, the study team did not make official contact with property owners but, where possible, inspected the sites. The planners evaluated each of the sites according to the criteria listed above to prepare the priority list. These brief statements do not purport to be full-scale special resource studies, but only the first of many steps in a complex evaluation process. As the planners visited the sites and met with site managers and interested supporters, the opportunities for future partnership relationships between the various parties became apparent.

Priority List (Mandated in Public Law 102-101)

Category I: Potential and/or Current National Park System Units

Kate Mullany House in Troy, New York: Hudson-Mohawk Urban Cultural Park. Component of Hudson Valley National Heritage Area. Appears to meet suitability/feasibility criteria for possible NPS designation, and should be considered as a high priority for more detailed study.

Kingsley Planation, Jacksonville, FL.: Designated NPS component of Timucuan Ecological and Historic Preserve.

Category II: National Heritage Areas

Harmony Mills Historic District in Cohoes, New York: Hudson-Mohawk Urban Cultural Park. Component of Hudson Valley National Heritage Area

Matewan Historic District. Component of National Coal Heritage Area

Category III: Potential Heritage Areas⁴

Sloss Furnaces
Ford Motor / River Rouge Complex
Pullman Historic District

Category IV: No Further Action⁵

Audiffred Building
Butte-Anaconda Mining and Smelting Complex
Puckett Family Farm
Tredegar Iron Works

4. These properties do not appear to meet NPS suitability/feasibility criteria for possible inclusion in the National Park System, but they could be considered in future studies of locally initiated heritage areas or other technical assistance programs.

5. These properties do not appear to meet NPS suitability/feasibility criteria.

Site Analyses

Audiffred Building 1-21 Mission Street San Francisco County San Francisco, CA

The Audiffred Building is listed on the National Register of Historic Places and is being nominated as a national historic landmark for the crucial role played by the maritime industry and longshoremen in the labor history of the West. The structure housed the Sailors Union of the Pacific and the Industrial Workers of the World for several years. The Audiffred Building and the adjacent intersection of Mission & Steuart streets was the site of Bloody Thursday (July 5) during the 1934 General Strike. The 1934 strike symbolized many of the bitter struggles confronting labor during the Great Depression. Many workers sought to break away from the conservative American Federation of Labor (AFL) craft unions and establish more militant, democratic organizations based on the principles of industrial unionism. Partly as a result of the 1934 strike, union membership in San Francisco soared.

This Renaissance Revival three-story building is made of rusticated stone on the first floor, red brick with concrete joints and trim on the second, with a flat roof and dormers on the third floor. A glass penthouse added to the roof in recent years impacts the building's overall visual appearance, but the Audiffred Building retains a great deal of external integrity from the time it served the waterfront labor organizations. The glass penthouse was erected despite the building's qualification as a historic preservation tax credit candidate several years ago. The building's exterior integrity has been compromised.

The building has been the site of various offices, liquor stores, and waterfront dives in more recent years. A disastrous fire in the late 1970s gutted the interior, and little internal integrity remains today. The ground floor now encompasses a large restaurant, and various offices occupy the upper levels.

A number of other adjacent buildings and nearby sites also commemorate waterfront labor history. Several extant buildings in the same block, including a Young Men's Christian Association (YMCA) building, harken back to the waterfront's colorful labor heritage. These structures housed bars, grills, sleeping quarters, and offices for laborers and sailors. The Ferry Building, located about two blocks away, was the site of the "shapeup," when hiring bosses arbitrarily selected who would work that day from a large pool of labor. Ten large panels commissioned to commemorate the 50th anniversary of the 1934 General Strike are stored inside the building until waterfront construction projects are completed. Across nearby Steuart Street, the lobby of the former Rincon Center Post Office Annex houses the spectacular Works Progress Administration (WPA) murals of local artist Anton Refregier, which depict the development of San Francisco labor.

Suitability

According to the revised thematic framework presented in the 1995 *History in the National Park System*, the Audiffred Building is representative of theme V: "Developing the American Economy." Subthemes include "Workers and Work Culture" (no. 4) and "Labor Organizations and Protests" (no. 5). Of these, subtheme 5 is not adequately illustrated in the national park system, being represented by only the Port Chicago Naval Magazine National Memorial (this affiliated area is not open to unrestricted visitation. Special permission for entry is required by the U.S. Navy). The Audiffred Building is directly associated with labor organization and protests. Although Salem Maritime National Historical Park, the Charlestown Navy Yard (a unit of the Boston National Historical Park), and the San Francisco Maritime National Historical Park are existing NPS units, they do not interpret maritime labor organizational activities in the 20th century. New legislative mandates as well as revised park-based interpretive programs could expand the discussion to include 20th century maritime labor organizational activities at these existing parks.

Since subtheme 5 is minimally represented in the national park system, the property appears to be potentially suitable to qualify as for possible addition to the national park system.

Feasibility

Accessed by city streets, the Audiffred Building is easy to reach, walk by, and observe the physical relationship of this building to its surviving neighbors along the waterfront. Nevertheless, the private owners, Embarcadero Properties, desire no additional public involvement or federal regulations and controls placed upon the structure. The present owners desire no congressional recognition or designation of the building as a national park system unit. At present it does not appear feasible for the Audiffred Building to be considered as a potential unit of the national park system. What would be feasible would be some limited activity (i.e., signage or self-guided tours) in the vicinity of the building regarding interpretation of the exterior.

Partnership Opportunities

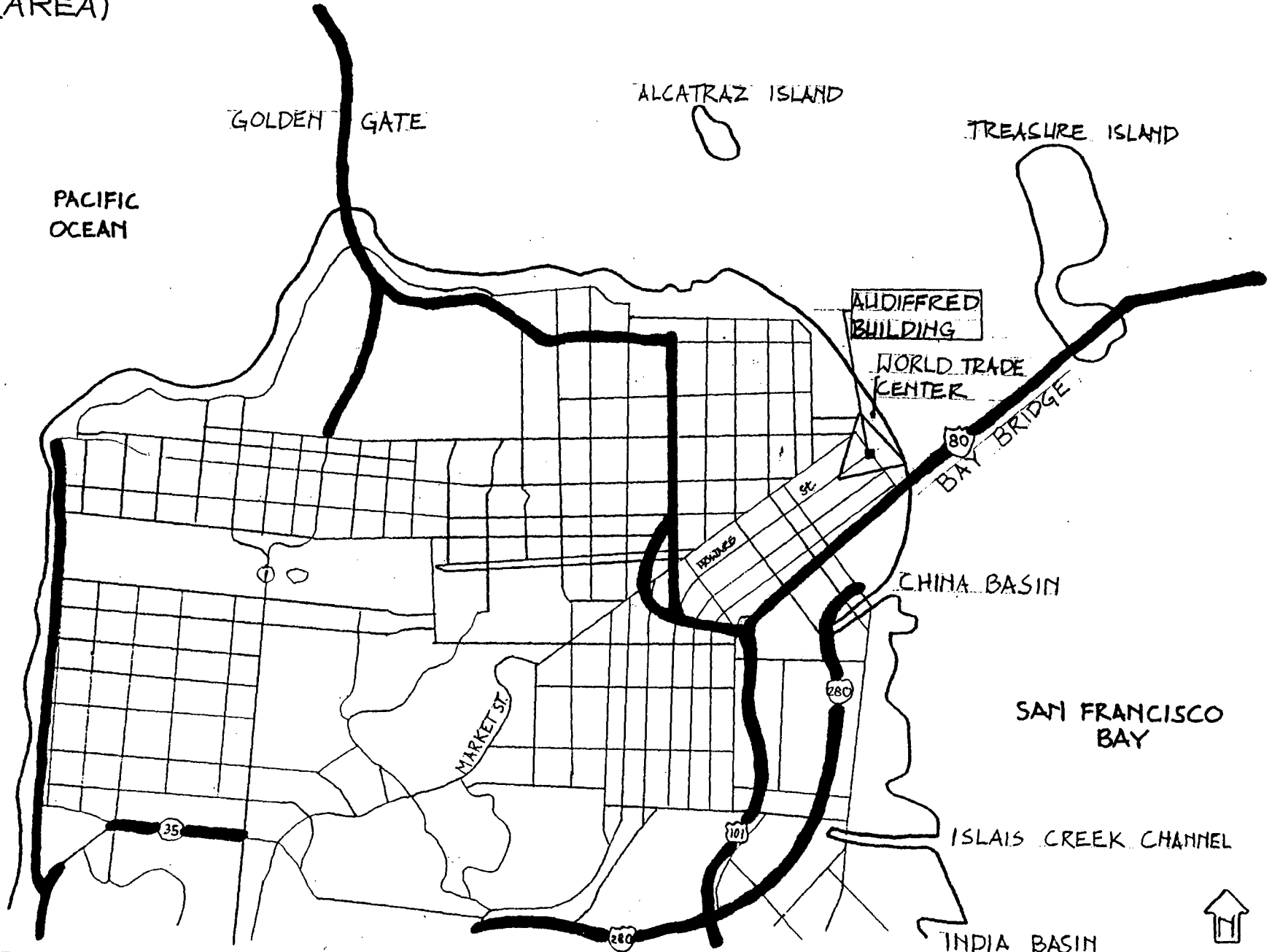
Since the principal visitor experience along the San Francisco waterfront is one of visiting sites and monuments where major maritime labor events occurred, it is possible for various public and private entities to become involved in that interpretation. For instance, the principal visitor experience is to view the external qualities of the Audiffred Building. Local waterfront labor enthusiasts support the idea of a heritage trail along the waterfront with sufficient interpretive material (brochures, maps, booklets) to guide visitors. San Francisco Maritime National Historical Park could aid this effort with limited technical assistance. Public or private entities could assist research, preparation documentation, and place suitable interpretive plaques and signs in the vicinity of the Audiffred Building. Also these efforts could be supported by local, state, and private entities that might have an interest in promoting an understanding of labor history along the San Francisco waterfront.

SITE ANALYSES

These maritime labor interpretive activities could be consummated through the creation of viable partnerships with local labor historians, interested citizens, preservationists, longshoremen's unions, and the City of San Francisco. The removal of the Embarcadero Freeway in the aftermath of the 1989 earthquake has reconnected the waterfront to downtown San Francisco. This presents a prime opportunity to more effectively illustrate the city's rich maritime labor history.

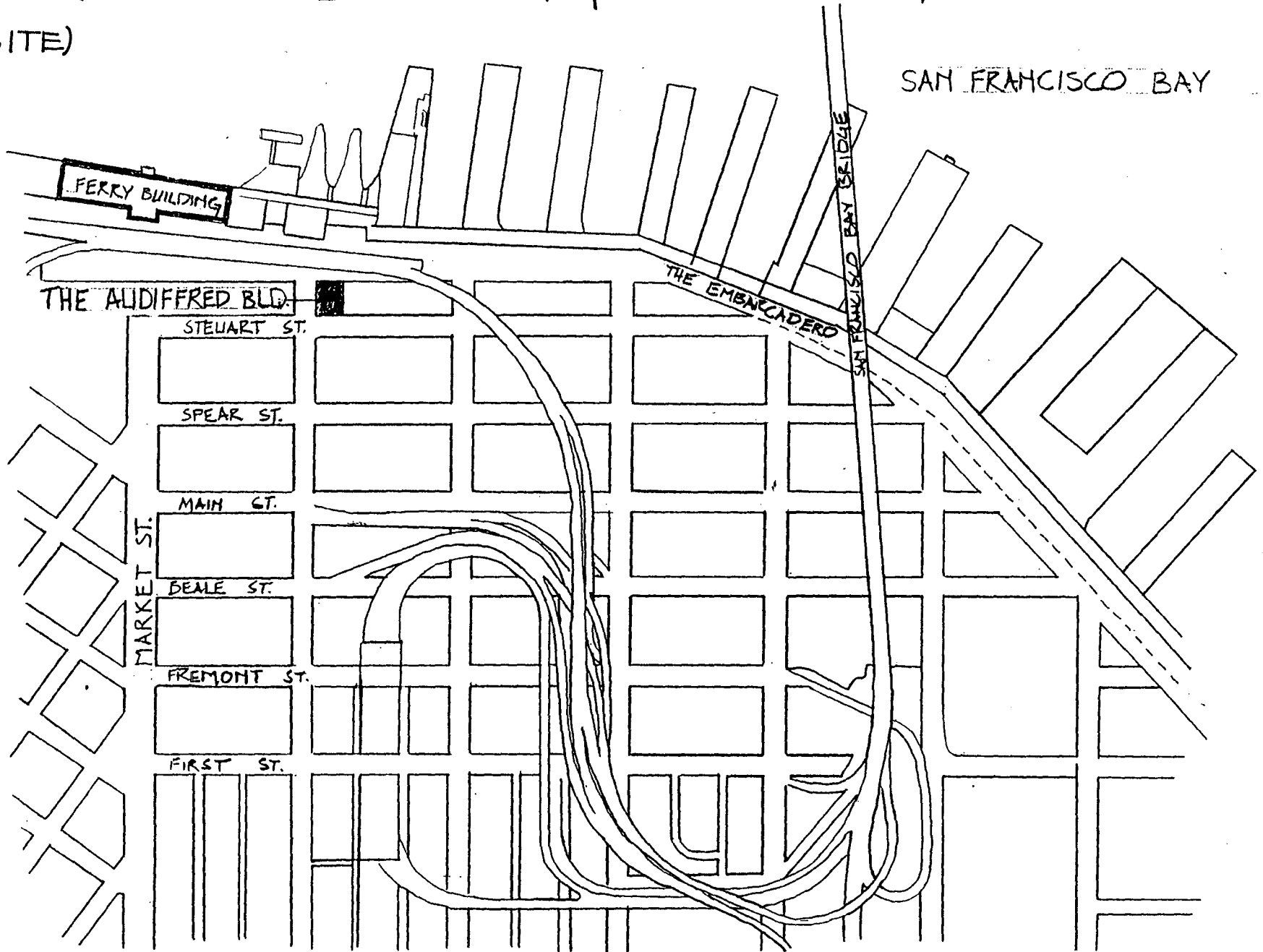
AUDIFFRED BUILDING SAN FRANCISCO, CA

(AREA)



AUDIFFRED BUILDING SAN FRANCISCO, CA

(SITE)





AUDIFFRED BUILDING



AUDIFFRED BUILDING

Butte-Anaconda Mining and Smelting Complex

Butte and Anaconda, Montana

Silver Bow and Deer Lodge Counties

The current national historic landmark is entitled "The Butte Historic District." The existing nomination form is undergoing major revisions to include the Anaconda complex and emphasize the significance of the site's labor history. The completed national historic landmark will be known as "The Butte-Anaconda National Historic Landmark."

Butte is located on the north slope of Butte Hill in the Flat of Summit Valley, 4 miles west of the Continental Divide in southwestern Montana. Anaconda lies 26 rail miles to the northwest, along Warm Springs Creek, on the southern edge of the Deer Lodge Valley. It is connected to Butte by Interstate 90. Linking its namesake cities, the Butte, Anaconda and Pacific Railroad (BA&P) follows Silver Bow Creek and the Southern edge of Deer Lodge Valley.

Butte-Anaconda encompassed a large economic complex, including copper extraction, processing, transportation, and ancillary activities. Butte provided the ores, Anaconda smelted them, and the BA&P system (also listed on the National Register of Historic Places) connected the two cities, establishing their relationship as symbiotic industrial partners. But it was the experiences of both craft and labor unions brought Butte and Anaconda national significance and notoriety in labor history. Butte labeled itself "the Gibraltar of Unionism," due to the number of labor organizations present and the diversity of trades they encompassed. The harshness of mining in this remote area elicited many economic demands from workers and their families, who paid the greatest price for the silver and copper wealth of southwestern Montana. Their rhetoric and actions, the challenges to companies and governments, and the fearful responses of the established powers brought national attention to Butte and Anaconda in the late 19th and early 20th centuries.

The cityscapes of Butte and Anaconda convey much of their history. In Butte, tall steel headframes and large hoist houses signify the mines that operated well into the mid-20th century. Large open areas of the middle and upper hill, now reseeded with grass, denote the previous extent of surface works and waste piles. Located near the former mines are the workers' dwellings— simple gable and hipped roofed single-story houses. Larger houses, especially on the west side, display the ornamentation popular in the late 19th and early 20th centuries; decorated porches and gable ends, stained glass windows, and various wood and masonry sidings. Butte's houses are situated close together and close to sidewalks, a configuration more reflective of Eastern industrial cities than other Montana urban centers. The central business district, containing many two- to eight-story buildings, remains active today.

Although all of the smelter buildings in Anaconda have been demolished, the 585-foot stack of the Washoe works remains standing on a hilltop east of town. On the valley floor the houses (with larger city lots than in Butte), the business district, the offices, the roundhouse and shops of the BA&P, and the foundry complex preserve the history of this frontier industrial city.

Suitability

Butte-Anaconda is congruous with theme V, "Developing the American Economy," of the 1995 revised thematic framework *History in the National Park System*, and the following subthemes: (1) "Extraction and Production," (2) "Distribution and Consumption," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." The National Park Service interprets a similar epoch of the hardrock copper mining industry at Keeweenaw National Historical Park in northern Michigan; therefore, theme V and various subthemes cited above are adequately represented in the system. Copper mining and processing is also interpreted at the Kennicott smelting complex in Wrangell-St. Elias National Park and Preserve in Alaska. Butte-Anaconda appears not suitable to be designated a unit of the national park system.

Feasibility

The following two major factors do not appear to make it feasible at present to consider the addition of the Butte-Anaconda mining and smelting complex to the national park system:

- Much of the Butte-Anaconda Mining and Smelting Complex was declared a superfund site, under the Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA), and since 1983 several million dollars have been allocated for the cleanup of hazardous materials in and around the complex. Many of the extant structures in the proposed NHL district may still be affected by hazardous materials issues that must be dealt with before being used as visitor attractions. Rules applicable to the National Park Service regarding hazardous materials and visitor safety make it infeasible for the National Park Service to undertake any role in owning property or managing use in Butte.
- The cost to rehabilitate and operate historic properties and to develop a heritage park in the Butte-Anaconda area was estimated to be nearly \$35,950,000 in capital outlays alone. Annual operating costs ranged from \$735,000 for the first three years to \$6,440,000 for years 11–15 (see the 1993 *Regional Historic Preservation Plan: Anaconda-Butte Heritage Corridor* for exact capital and operating cost data). Considering current and projected capital and operating needs in existing national park system units, it does not appear to be feasible for the National Park Service to make a major commitment to an operating role in this area.

Current preservation, heritage site development, and interpretation at Butte-Anaconda offer a diverse package of activities to enhance the visitor experience. Typical visitor experiences include community tours, entry to former mining and smelting sites, and visits to museums and heritage complexes in the communities, as well as limited access to industrial sites such as railyards and open pit mining. Various mitigatory measures associated with the cleanup of hazardous materials have benefited local preservation activities.

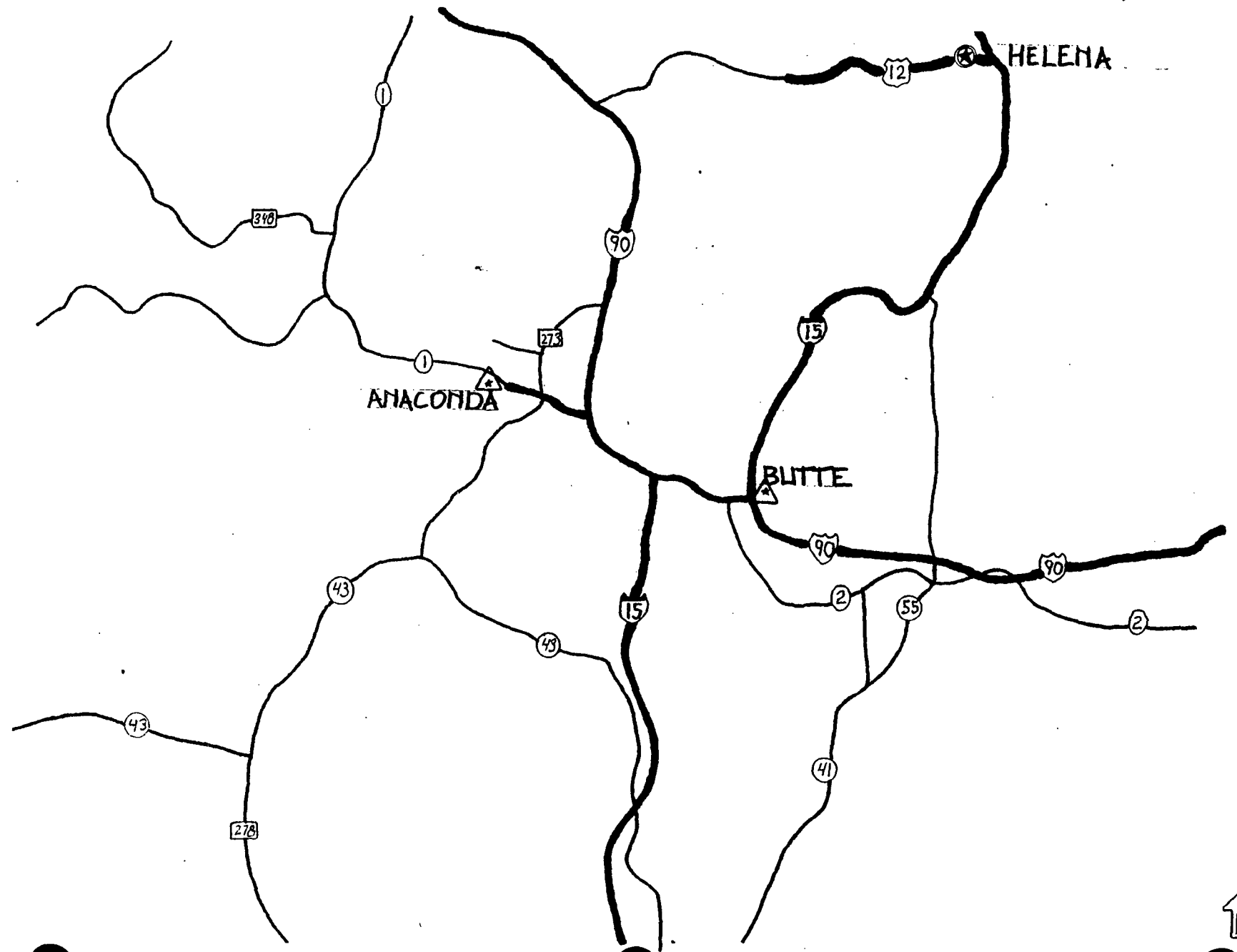
Partnership Opportunities

To date, a great deal of preservation activity has been achieved in the two communities both through the use of Superfund monies and through private and local public support fueled by a significant amount of "sweat equity." Several well-conceived planning projects were funded or supported by public entities, including the *Butte-Anaconda Historical Park System Master Plan* (1985), the *Butte-Anaconda Mining Heritage Park Concept Plan and Feasibility Study* (1993), the *Regional Historic Preservation Plan: Anaconda-Butte Heritage Corridor* (1993), and the *Southwest Montana Heritage and Recreation Area* (1995). These studies and plans sketch ambitious methods to preserve the mining era's cultural resources and promote economic development based on heritage tourism through the creation of a regional heritage park.

- A plethora of public and private entities are working effectively toward the professional ownership, management, preservation, and interpretation of key labor history sites in the Butte-Anaconda vicinity. They include, among others, the Southwest Montana Heritage and Recreation Committee, the World Museum of Mining, the Granite Mountain Memorial, Butte-Anaconda Historical Parks and Railroad Corporation, the Butte-Silver Bow Archives, the Butte Historical Society, and First Montana Heritage Parks & Partners. In addition, the private sector continues the historic use of both the BA&P facilities, including the roundhouse, carshops, rails and equipment, and the ironmaking complex in Anaconda. Copper continues to be mined in the Butte vicinity, as well.
- A coalition of local organizations has made noteworthy progress. The following projects and their related costs demonstrate the efficacy of grassroots support and implementation in the Butte-Anaconda district:
 - Original Miners Union #1 Commemorative Wall (\$34,200)
 - Anselmo Mine Yard (\$406,288)
 - BAP Corridor (\$50,000)
 - Anaconda-Butte Heritage Route (\$76,500)
 - World Museum of Mining (1994 operating budget was \$130,000)
 - Butte-Silver Bow Chamber of Commerce Visitor and Transportation Center (\$636,300).

Additional funding to help implement and operate the proposed heritage park is expected to be derived from various sources, including partnerships forged among public and private entities, government agencies, private foundations, corporations, nonprofit entities, and entrepreneurs. Development of the heritage park is currently based upon a 10-year phased capital investment program, with partnership strategies reflecting the development requirements of each phase. Local preservation interests expect that heritage park operations to be self-supporting, funded through fees charged to park visitors.





BUTTE-ANACONDA (AREA) BUTTE-ANACONDA, MONT.

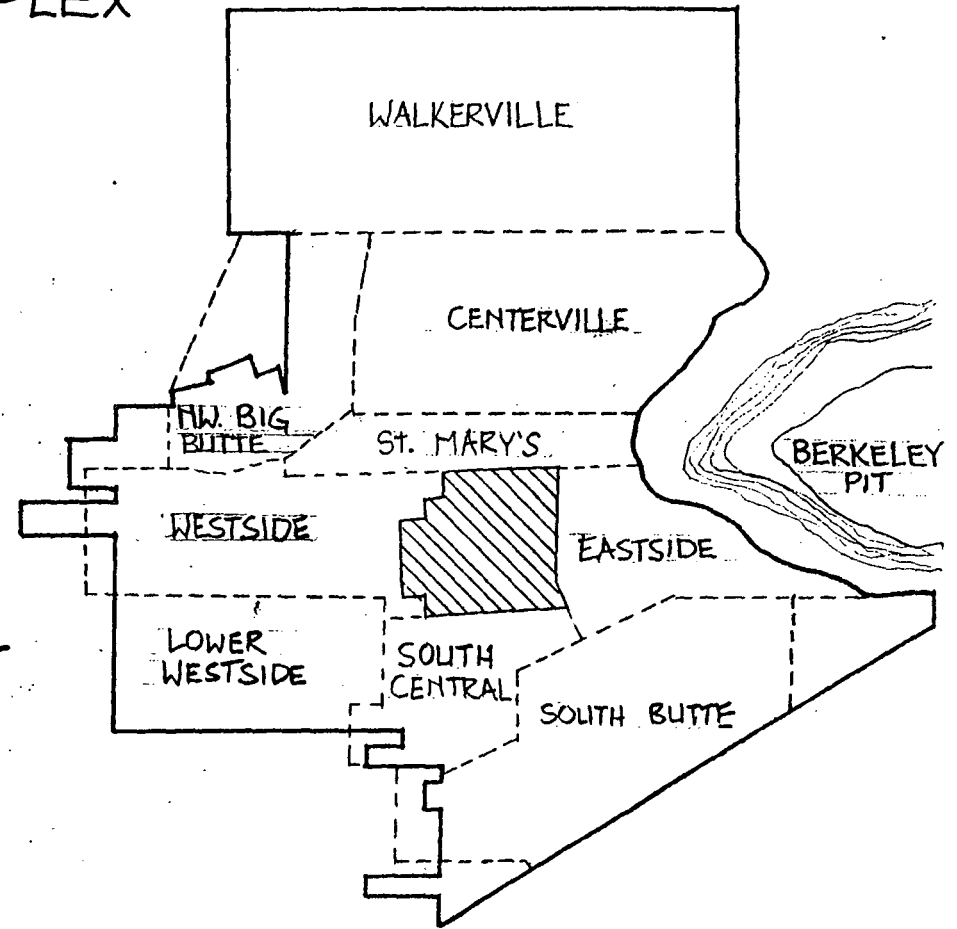


BUTTE-ANACONDA

MINING AND SMELTING COMPLEX (SITE)




LEGEND

-  ANACONDA HISTORIC LIGHTING DISTRICT
-  ORIGINAL TOWNSITE BOUNDARY
-  NEIGHBORHOOD BOUNDARY
-  CENTRAL BUSINESS DISTRICT

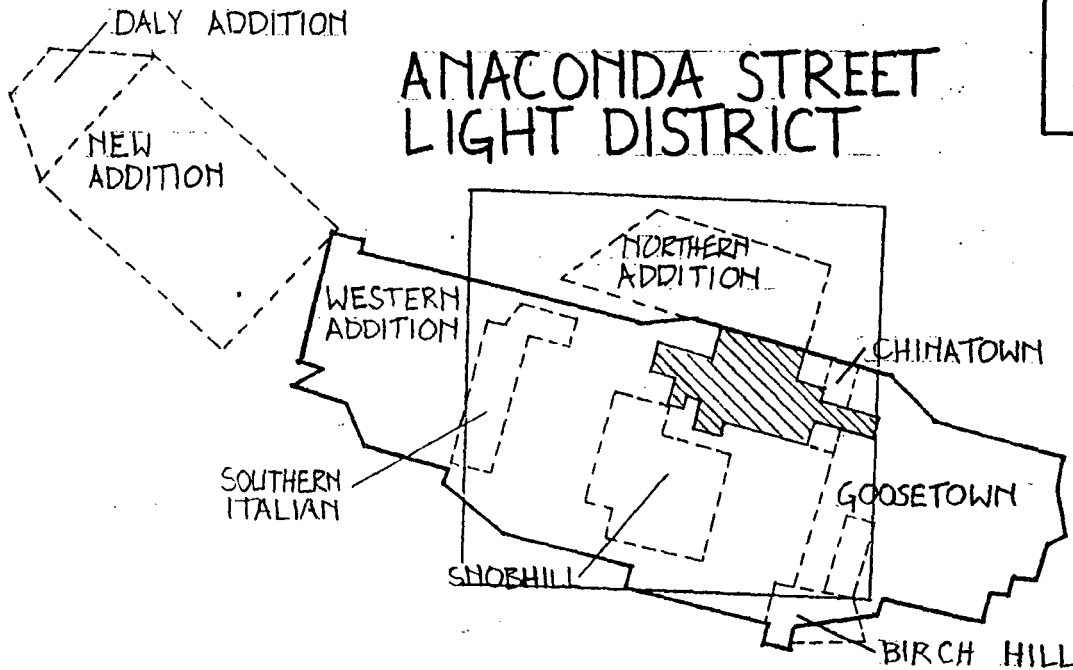


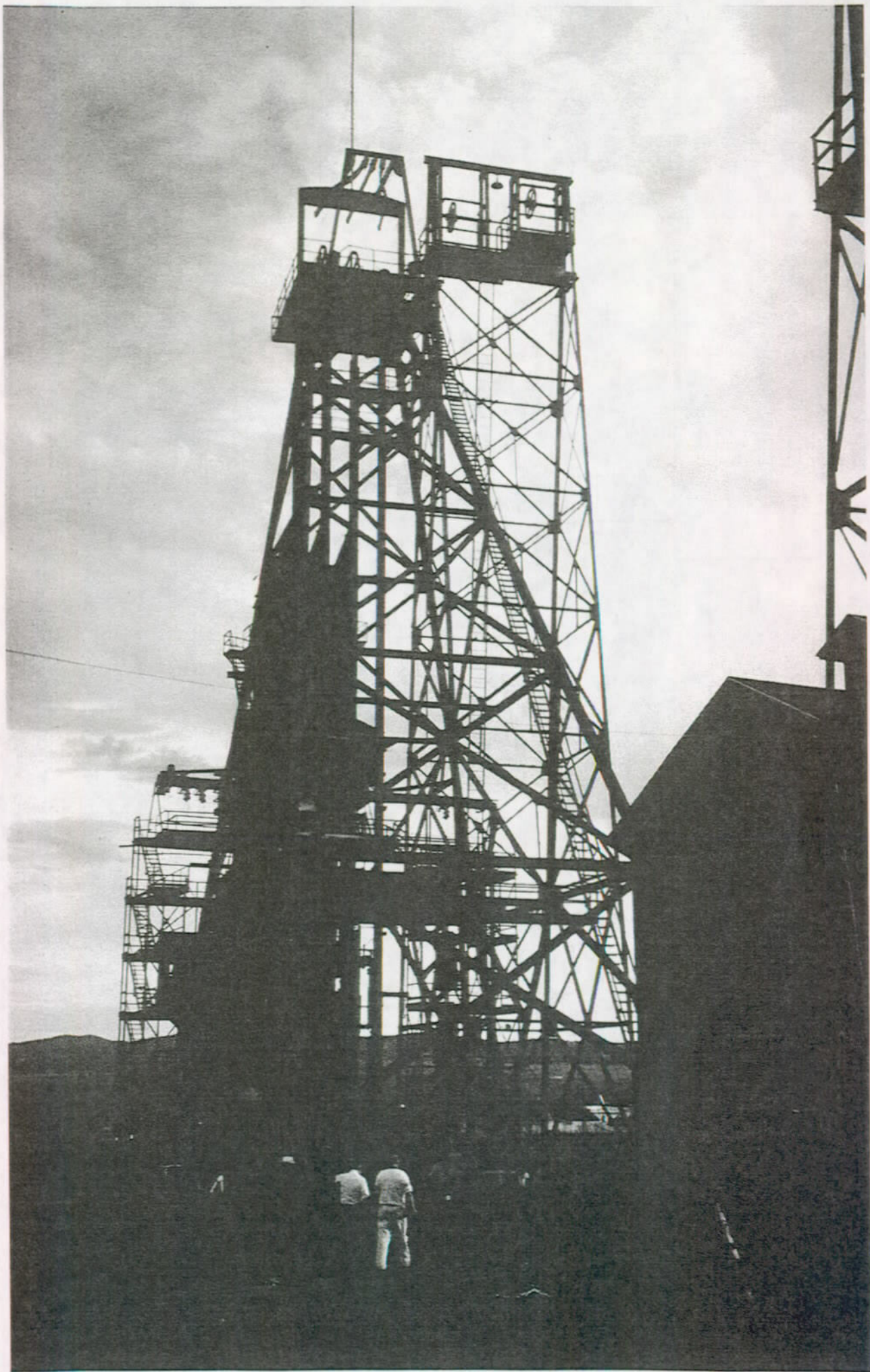
BUTTE LANDMARK DISTRICT

LEGEND

-  BUTTE HISTORIC LANDMARK DISTRICT
-  NEIGHBORHOOD BOUNDARY
-  CENTRAL BUSINESS DISTRICT

ANACONDA STREET LIGHT DISTRICT





HEAD HOIST - BUTTE



IRON FOUNDRY - ANACONDA



BERKLEY PIT, BUTTE

Ford Motor / River Rouge Complex
3001 Miller Road
Dearborn, Michigan
Wayne County

Encompassing 1,200 acres, the Ford Motor / River Rouge complex is bounded by the Detroit Industrial Freeway (I-94) to the northwest, Rotunda Drive to the north, the Chesapeake and Ohio Railroad right-of-way to the east, Shaeffer Road to the west, and River Rouge to the south. A major portion of the complex is owned by the Ford Motor Company. In 1989 Ford sold the steelmaking portion of the facility to a five-member partnership known as Rouge Steel, a separate and completely independent entity.

The Ford Motor / River Rouge complex is a National Historic Landmark. The site is significant in American labor history because union organization, commitment, and sacrifice eventually drove an auto giant to agree to union recognition of what became United Auto Workers (UAW) Local 600. Union recognition followed several violent strikes at the plant during the 1930s.

Although River Rouge is the only surviving auto plant originally opened by Henry Ford, the resource base is virtually intact. The plant continues to demonstrate a high degree of the industrial vertical integration originally designed by architect Albert Kahn. Although many changes have occurred at River Rouge since it was built between 1917 and 1927, the scale, mass, appearance, and dramatic qualities of a gargantuan 20th century industrial enterprise remain for visitors to observe. Nearby labor-related sites, such as the Hunger March route from Detroit to the River Rouge and the Battle of the Overpass on Miller Road, remain extant though slightly altered. For example, the overpass structure at Gate 4 has been extensively modified.

Suitability

The National Park Service manages, protects, and interprets a number of former industrial enterprises such as Lowell National Historical Park and Springfield Armory National Historic Site. The agency also has major partnership involvement with the Western Pennsylvania National Heritage Area. None of these industrial complexes is active, nor does any of them feature assembly-line labor at an auto manufacturing plant. None is linked to the birth and development of the Congress of Industrial Organizations (CIO) during the 1930s. No other public or private land managing entities interpret such resources. The Ford Motor / River Rouge complex is representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework of the *History in the National Park System*, and the following subthemes: (1) "Extraction and Production," (2) "Distribution and Consumption," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." Of these, subtheme 5 is minimally represented in the national park system, being illustrated only by the Port Chicago Naval Magazine National Memorial (this affiliated area is difficult to find and is not open to unrestricted visitation. Special permission for entry is strictly enforced by the U.S. Navy). Because the Port Chicago Naval Magazine National Memorial is tenuously associated with mainstream labor organizations and protests, further public recognition of the River Rouge complex would add a

crucial dimension to this minimally represented subtheme. The River Rouge complex appears to be suitable to qualify as a potential addition to the national park system.

Feasibility

Opportunities for the public to observe first-hand industrial assembly-line labor processes at River Rouge are nonexistent at present. Public tours were terminated several years ago at this active industrial site because of cost cutting and liability and to deter international industrial espionage. Today, the only visitor experience at River Rouge is gained by driving a series of heavily traveled streets around the outer perimeter of the facility, which is encircled by high fences to discourage unauthorized access. Two state historical markers near River Rouge interpret the development of the plant, but not industrial unionization or the route of the Hunger March. A visitor must have a firm grasp of the mammoth industrial site and its associated events in order to attain a meaningful experience. To gain a better appreciation of the demands imposed on workers by a continuously moving assembly line, direct observation of fast-paced auto production at the River Rouge complex in the 1990s would help illustrate the historical need for workers to organize the industrial unions in the 1930s.

The principal threats to the resource derive from new or rapidly changing technology as the industrial process evolves and earlier buildings and outdated assembly-line systems are no longer needed to produce cars. The sale of the steelmaking portion of the plant does not bode well for dated open hearth and blast furnace technology. Other buildings considered obsolete by the company include the power plant and the former world headquarters. The local coke plant is also out of operation. Any of the structures could be razed to reduce maintenance costs, as well as the accompanying tax liability to the company.

The designation of the River Rouge complex as a unit of the national park system is not feasible. River Rouge is an active automobile assembly facility. Ford Motor Company has no plans to discontinue production at the complex in the near future, nor does the company have plans to reinstate visitor tours of the plant. Since the plant is active, major safety constraints would detract from the visitor experience, and the probable presence of untold amounts of hazardous materials on the 1,200-acre site would make the areas containing those materials unsafe to visit, as well as creating a liability for any potential federal interest.

If Ford abandoned the site, the cost to acquire and develop the property as a visitor attraction, even if donated, would be immense. Further, the costs to clean hazardous materials sites, stabilize industrial buildings, and transform the site into one that could promote or encourage potential heritage tourism could be counted in the millions. While no specific estimates have been prepared for such an undertaking, one can compare this situation to the multimillion dollar costs for various preservation-related treatments of other industrial sites such as the municipally owned Sloss Ironworks in Birmingham, Alabama, or the privately owned Tredegar Ironworks in Richmond, Virginia. It appears not to be feasible for the River Rouge complex to be considered as a unit of the national park system.

Partnership Opportunities

A coalition of partners could get involved in the external interpretation of the River Rouge complex. Observation points could be developed in one or two areas, additional interpretative signs could be erected, and interpretive materials could be disseminated to visitors. In conjunction with Ford Motor Company, a small interpretive facility could be developed at the old world headquarters building near the plant. A locally managed heritage corridor could be created. Already the NPS River & Trails Conservation Assistance Program is involved with the Automotive National Heritage Area effort. The National Park Service, as a niche player in this regionally driven heritage tourism initiative, could provide future technical assistance, including possible interpretive materials, media and attendant hardware, and personal services. New NPS commitments for staff and funding would have to be considered in light of other competing priorities.

Future opportunities for additional cooperative enterprises seem bright. Wayne County Parks, the Michigan Department of Transportation, and the University of Michigan—Dearborn, in cooperation with the Michigan Travel Bureau, prepared an easy-to-read, professionally prepared brochure featuring “Ford Heritage Trails” along the River Rouge. Opportunities exist to link three associated National Historic Landmarks along the river — the River Rouge complex, Greenfield Village, and the Ford home Fair Lane — with a clearly signed and physically linked heritage corridor. One possibility for such a heritage corridor would be a hard-surfaced trail for bikes, walking, and jogging. The trail would extend from the vicinity of the River Rouge complex to the stream’s upper reaches.

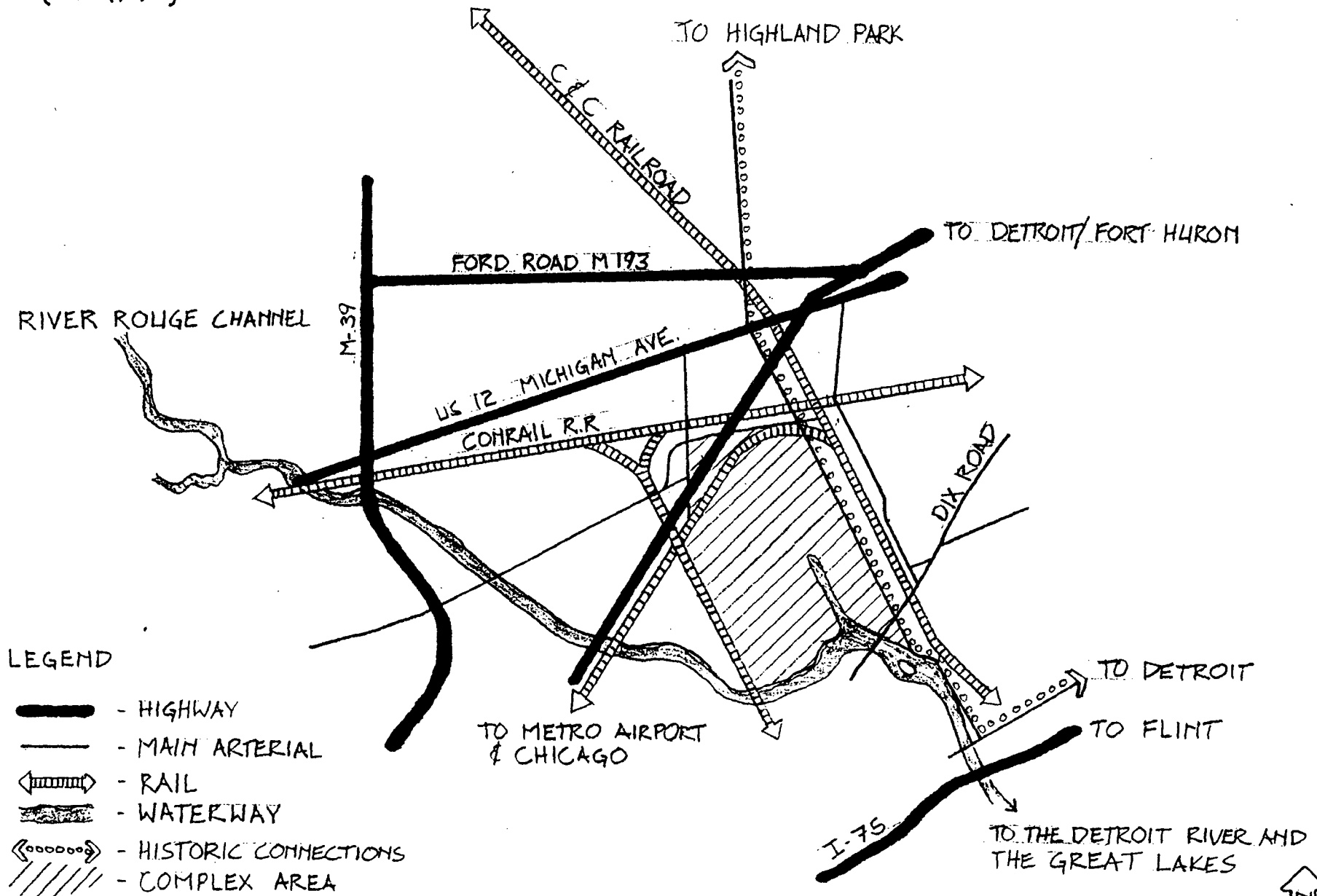
In 1994 the state of Michigan appropriated a \$50,000 grant to the Henry Ford Museum/Greenfield Village

to develop a regional plan for Greater Detroit that is focused on the unique historical, cultural, ecological, and educational resources of the region with special emphasis on the Rouge River Corridor. . . . The outcome of the project will be a regional plan that can focus coordinated efforts of cultural and educational organizations, business, and units of government to create and develop increased tourism, improved education, and foster economic development.



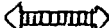



The Boston consultant team of David Dixon/Goody Clancy — Lane Frenchman & Associates, Inc., was retained to prepare this study of greater Detroit/Rouge opportunities, in conjunction with a six-member steering committee and a 50-member regional task force. The study, which seeks to tie the River Rouge together in a cogent and easy-to-access heritage/tourism corridor, was completed in late 1995. Initial recommendations include enhanced interpretation along the River Rouge corridor, moving visitors between Greenfield Village and Fair Lane by boat, renewed plant tours, and an interpretive center near the Ford plant.

FORD MOTOR RIVER ROUGE COMPLEX (AREA)

DEARBORN, MI



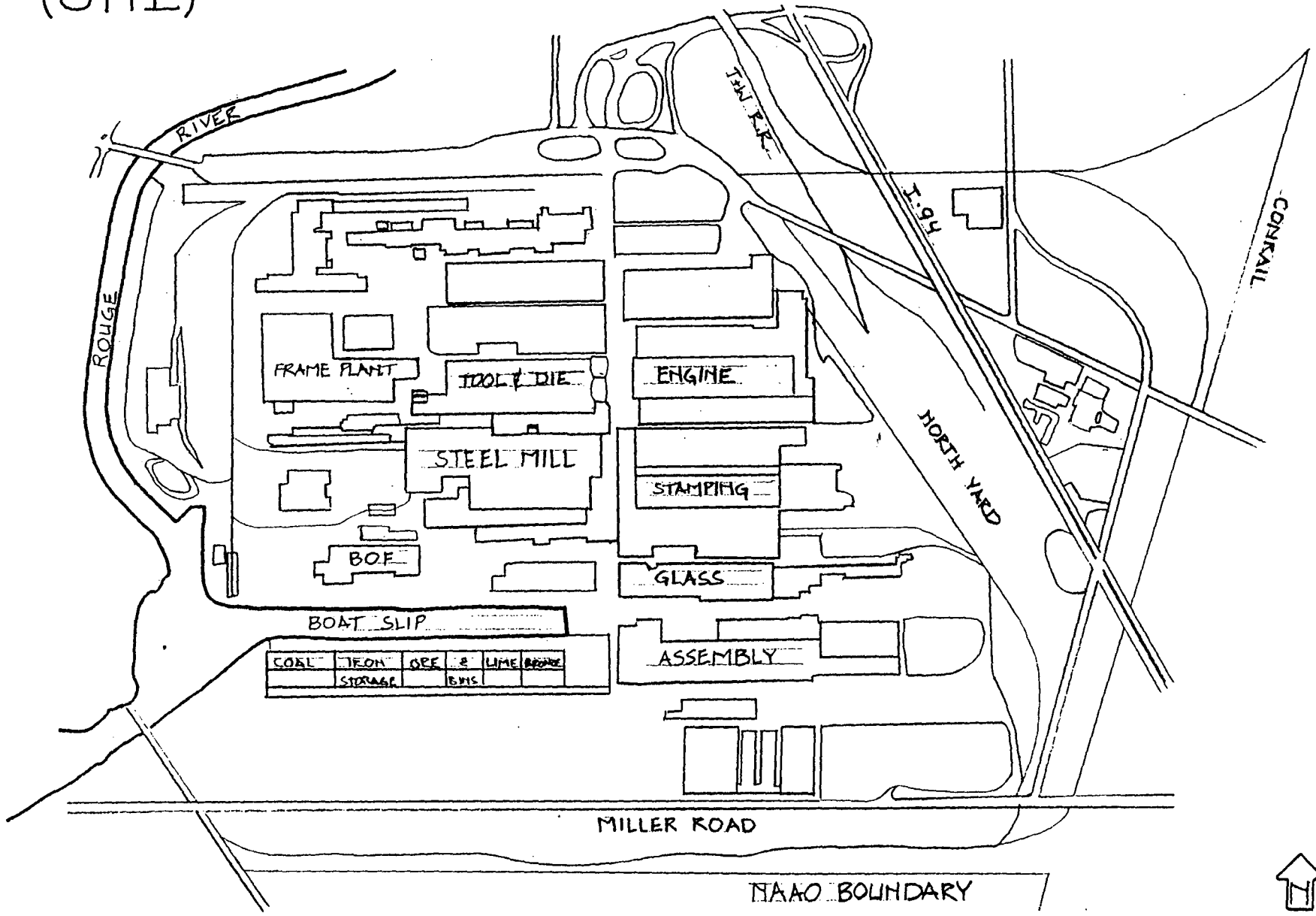
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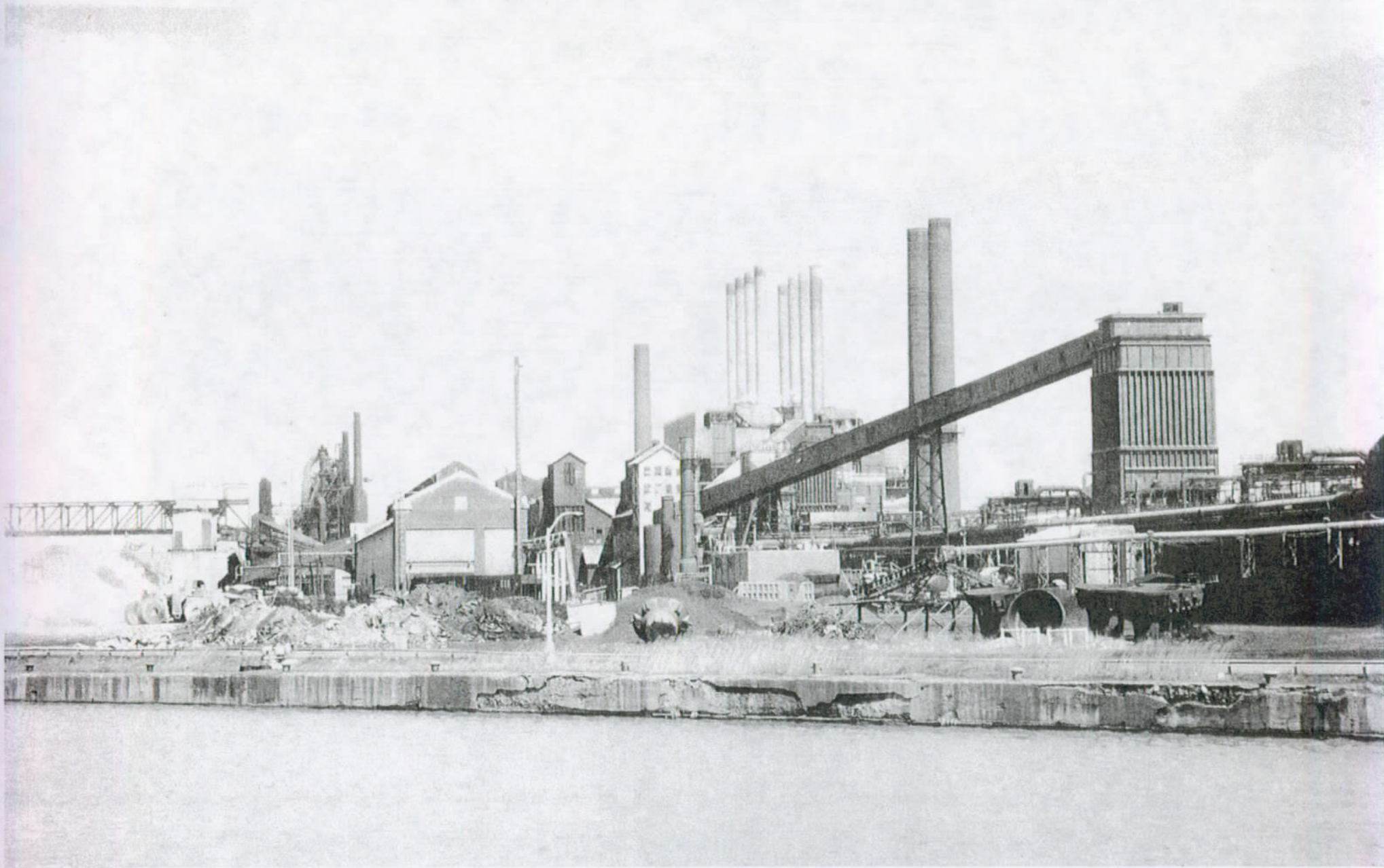
-  - HIGHWAY
-  - MAIN ARTERIAL
-  - RAIL
-  - WATERWAY
-  - HISTORIC CONNECTIONS
-  - COMPLEX AREA



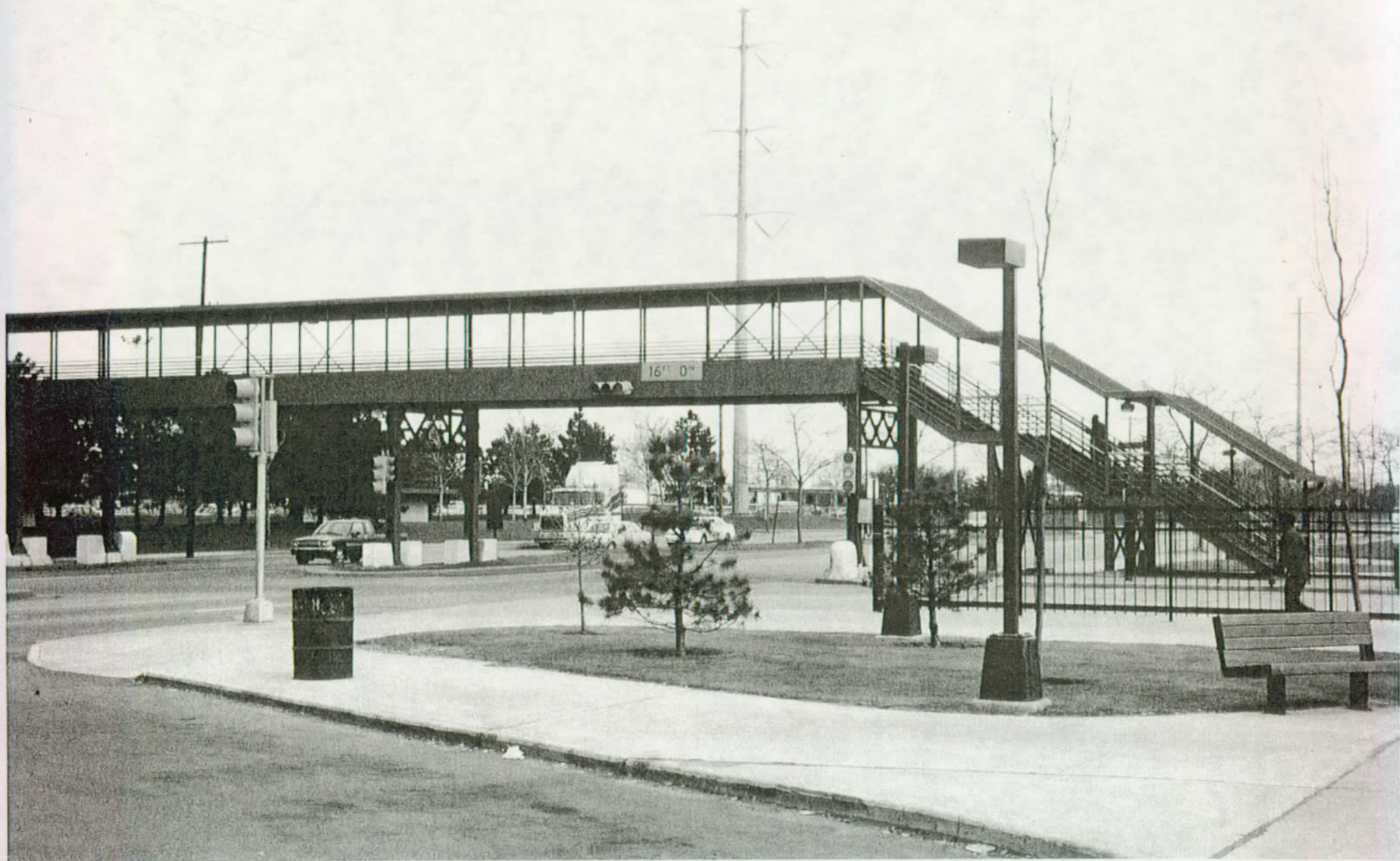
FORD MOTOR RIVER ROUGE COMPLEX (SITE)

DEARBORN, MI





FORD MOTOR RIVER ROUGE PLANT



SITE OF THE BATTLE OF THE BRIDGE



LAKE FREIGHTER LEAVING ROUGE PLANT

Harmony Mills Historic District — Cohoes, New York Kate Mullany House — Troy, New York Both in Albany County

The Harmony Mills environment is

a significant and sophisticated example of urban design created from the 1830s to the 1870s, with the mill buildings illustrating the development of mill technology and architecture during the nineteenth century. The mill buildings are united by a consistency of scale of materials, primarily red brick and grey slate. It is the total environment of this mill complex . . . which gives this area its distinctive character.

Adjacent to the housing area are a number of two- and three-story brick row houses that are "well-preserved examples of urban factory housing which form an attractive living environment."

Cohoes is an industrial city of approximately 17,000 residents situated on the southwest bank of the Mohawk River, 2 miles from Troy. The proposed Harmony Mills National Historic Landmark district — which consists of four large textile mills, a company office/Sunday school building, 44 tenement houses, and the Cohoes Falls of the Mohawk River — is located in the northeast section of the city, bordered on the north by the falls, on the east by the Mohawk River, on the west by the remains of the early Erie Canal, and on the south by the commercial center of Cohoes.

The proposed NHL district is part of the Harmony Mills Historic District, entered in the National Register of Historic Places in 1978. The proposed NHL district includes Harmony Mill No. 3 (the Mastodon Mill), which was entered individually in the National Register of Historic Places in 1971. The two Boyden turbines located in Mill No. 3 were designated a National Historic Mechanical Engineering Landmark in 1975 by the American Society of Mechanical Engineers.

The proposed Harmony Mills NHL district is significant in the nation's history for several reasons. By 1865 Harmony controlled all of the cotton cloth production in Cohoes. It was one of the largest single cotton mill operations in America, if not the largest. Other textile centers, such as Lowell and Fall River, Massachusetts, had more textile operatives than Cohoes, but no single mill in those cities equaled Harmony Mills' output. The complex was also renowned in the early 1870s for the impact of its technological advances upon workers. As technology advanced, fewer skilled workers were required to increase production.

Harmony Mills was featured prominently in the national news in both 1880 and 1882 for the labor protests that occurred there. The strikes illustrate how worker protests evolved as the largely immigrant labor pool became assimilated and sought better working conditions. An important element in the labor history of Harmony Mills was the paternalism employed by the mill owners as a means of employee control, made easier by the fact that the majority of workers were women or children living in company housing. The high level of interaction between the company managers and the city of Cohoes, as well as the extent of control that the company exercised over the politics and economy of the city, were important factors when labor unrest developed. A major work stoppage could have had a devastating financial impact upon

the city. Thus, peer pressure from neighbors and townspeople to preserve the status quo added to the workers' hesitancy to engage in labor protest. The strike of 1880, and more particularly the strike of 1882, earned the support of national labor leaders.

The Kate Mullany House and the Harmony Mills Historic District are two key resources of the Hudson-Mohawk Urban Cultural Park (Riverspark), which is at the confluence of the Hudson and Mohawk Rivers 10 miles north of Albany, the state capitol. In addition to being a unit of the state of New York system of heritage areas, this urban cultural park is a joint cooperative effort between seven municipalities: the cities of Troy, Cohoes, and Watervliet, the villages of Green Island and Waterford, and the towns of Waterford and Colonie. Riverspark is administered by a commission whose membership is appointed by the participating municipalities. The commission hires an executive director to oversee daily operations.

The Kate Mullany House is being nominated as a national historic landmark. It is the southern half of a three-story double row house, both sides of which are identical, located at 350 Eight Street in Troy, an industrial town of 60,000. The neighborhood of the Mullany House retains much of the working class character of the 1860s and 1870s, when Kate Mullany lived and worked there. The neighborhood is made up of modest single-family frame houses, with the Mullany house and its twin constituting the most substantial domestic structure in the area. This property is the only existing residence known to have a documented Kate Mullany association.

The Mullany House is significant in the nation's history because it was the residence of one of the nation's leading female labor leaders in the 1860s. Kate Mullany was part of a growing national movement of woman laborers beginning to organize, rather than waiting for men to approve their presence or to assist them. The collar laundry unions she led became recognized by male unionists as the "only bona fide female union in the country." The admiration and respect earned by the Troy laundresses resulted from their militancy and effectiveness in achieving their objectives when negotiating with laundry owners. Mullany achieved national recognition in 1868, when she was appointed assistant secretary of the National Labor Union. Mullany and her fellow laundry workers received widespread recognition in 1869 during a strike against Troy's laundry owners. When the strike failed, Mullany was instrumental in organizing a laundry cooperative as well as a cooperative to manufacture collars and cuffs.

The emergence of Kate Mullany as a national leader in the labor movement came at a time when middle class suffragists such as Susan B. Anthony and Elizabeth Cady Stanton were becoming well-established in the movement to gain the right for women to vote. The differences in socioeconomic class between Mullany and the leading suffragists of the day, regarding both the rights of women as trade unionists to be equally represented as men in the labor movement and the equal rights of women at the ballot, provides an excellent perspective of the views of women in the post-Civil War years.

Suitability

According to the thematic framework presented in the draft 1995 *History in the National Park System*, both the Kate Mullany house and the Harmony Mills Historic District are representative of theme V: "Developing the American Economy." Appropriate subthemes include (4) "Workers and Work Culture" and (5) "Labor Organizations and Protests" Subtheme 4 is

represented in the national park system. Lowell National Historic Park interprets the Lowell girls as textile mill operatives, the diversity of the workforce, the growth of unionism in the textile industry, and the technological changes in the textile industry over time, leading to its decline in the 1930s.

Subtheme 5 is not adequately illustrated in the national park system, being represented only by the Port Chicago Naval Magazine National Memorial (this affiliated area is difficult to find and is not open to unrestricted visitation. Special permission for entry is strictly enforced by the U.S. Navy). Because the Port Chicago Naval Magazine National Memorial is but tenuously associated with labor organizations and protests and does not represent the contributions of women to the development of organized labor, designation of the Kate Mullany House would enhance this underrepresented subtheme. Although Lowell National Historic Park interprets various aspects of the labor story, it does not present the full story of women's role in organizing labor groups and worker cooperatives as a means of economic and social improvement through peaceful and organized, albeit unsuccessful, protests. Nor do the existing sites in the national park system interpret the heavy costs women workers incurred as their initial organized protests failed, including the loss of economic security, removal from company housing, social ostracism in the community, and stress on their families. Because the stories illustrated by the two sites — the often forgotten and unrecognized contributions of women in America's march toward economic justice for rank-and-file workers — are underrepresented in the national park system, both properties appear to be suitable additions to the system.

The Mullany House is associated with a nationally recognized woman labor organizer, officer, and leader. In this regard she is a unique individual. Recognition of this site directly linked to Mullany's life and times would permit the nationally significant history of women's labor story to be more comprehensively told.

Feasibility

The Kate Mullany House and the Harmony Hills Historic District are easily accessible to both motorists and pedestrians. Visitors approaching the sites can observe the physical relationships of the buildings to their surrounding neighborhoods.

The two sites are interpreted as key resources of the Hudson-Mohawk Urban Cultural Park, the prototype for 14 New York State heritage area urban cultural parks created by the state in the 1970s to celebrate New York's rich heritage. Presently the Mullany House continues its historic use as an apartment-style operation. At this time it is not known if the building's owners have a desire to either transfer the property to the public sector or to allow entry for visitation, since it serves as a private residence. The interior of the house reflects integrity (recent information regarding interior integrity will be incorporated in the NHL form) and has not been altered from its historic period. This building is the only remaining structure with proven Mullany association; therefore, a complete visitor experience would include both external and internal interpretation. Outwardly the structure is in need of routine maintenance. Although contemporary commercial development is located next door (a carwash), there is no apparent indication that the Mullany House is threatened by new commercial development. It appears to be feasible to consider the Kate Mullany House as a candidate for possible NPS involvement, whether actual designation or a property that the National Park Service could help interpret.

Based on this preliminary evaluation, the Mullany House should be strongly considered for more detailed study by the National Park Service.

Regarding Harmony Mills, the National Park Service has made a major commitment to the preservation and management of a major mill complex in Lowell, Massachusetts. The costs to acquire and preserve Harmony Mills would require major funding commitments (costs to restore similar mill structures in Lowell totaled several million dollars). Additional costs would be incurred to develop traditional NPS interpretation opportunities, offices, storage, and other uses for the structures. Since there are approximately 25 incubators and established businesses housed in the mill buildings, a negative economic impact to the local labor force and the tax base would be incurred if this complex came into public ownership and businesses were forced to relocate.

The total destruction of Building 2 by fire in February 1996 weakens the interpretive unity of the mill complex. A key structure located in the heart of the complex, one that demonstrated the progression of mill construction techniques as well as the evolution of manufacturing processes, was irretrievably lost. Based on restoration and preservation costs, as well as standard operations and maintenance responsibilities, it appears not to be feasible to consider Harmony Mills for designation as a unit of the national park system.

Partnership Opportunities

Since the evaluation of the Mullany House and Harmony Mills occurred in June 1996, Congress has designated the Hudson River Valley National Heritage Area. A future management plan will identify conservation, funding, management, and development strategies for the heritage area (Hudson Valley National Heritage Area Act of 1996). Future NPS activities in Troy-Cohoes will be defined by this act and the ensuing management plan. As listed components of the Hudson-Mohawk Urban Cultural Park, which already includes two unrelated national historic landmarks — Watervliet Arsenal and the Schulyer Flats archeological site — the Mullany House and Harmony Mills Historic District provide opportunities for the partners of the Hudson River Valley National Heritage Area to become involved. Partnership opportunities exist for the Hudson River Valley National Heritage Area to assist in the implementation of the state-approved *Riverspark Hudson-Mohawk Urban Cultural Park Management Plan*, prepared by the Hudson-Mohawk Urban Cultural Park Commission in 1985. New partners could provide the Urban Cultural Park Commission with technical assistance; for example, research history, architectural and archeological studies, site documentation, and visitor information materials, including brochures and maps. Quality interpretive staff and signing could also broaden the audience base and more effectively illustrate access to river based biking and hiking trails, respectively.

The Urban Cultural Park Commission does not have a full time staff at present. The commission has a long history of effective use of staff borrowed from its member communities and support with pro bono services in implementing its management plan. The city of Troy recently contracted with the Hudson-Mohawk Industrial Gateway, a preservation organization, to assist in the operation of the Riverspark Visitor Center in downtown Troy. Thus, Troy and Cohoes have committed to keeping open the state-of-the-art visitor centers originally funded and developed by the state. The Recreation Department of the city of Troy funds an individual whose duties include keeping the visitor center open on a limited basis. An ad hoc Troy Visitor Center

Institute was also created to keep the visitor center open. The Institute, composed of representatives of local banks, the two colleges (Russell Sage and Rensselaer Polytechnic Institute), main street merchants, and cultural entities, is involved in fund-raising, marketing of brochures, and coordination. The Urban Cultural Park Commission's sole staff person in Cohoes is funded by the city's economic development agency and supported by several volunteers. There is a major need for a revenue stream to fund ongoing operations and maintenance activities within the urban cultural park. For instance, the protective fencing along the Postenkill Gorge needs replacing immediately, and many historic buildings require preservation assistance. Maps and interpretive brochures are also needed for visitors.

A modest amount of funding and personnel support would do much to enhance the nationally significant concentration of labor history sites in the Troy-Cohoes area. Opportunities exist to provide more effective linkages between the historic sites in the Troy-Cohoes area and their presentation to visitors.

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HARMONY MILLS - WORKERS' HOUSING



HARMONY MILLS (MASTADON MILL)



KATE MULLANY HOUSE

Matewan Historic District

Matewan, West Virginia

Mingo County

Matewan (population 800) is located in Mingo County, West Virginia, along the north side of the Tug Fork of the Big Sandy River at its confluence with Mate Creek. The Tug Fork forms the boundary between the rugged, mountainous landscapes of West Virginia and Kentucky. The proposed 12.5-acre national historic landmark district, previously entered on the National Register of Historic Places, is roughly bounded by McCoy Alley, Railroad Alley, the Mate Street underpass, and Warm Hollow to the head of the hollow. The proposed district encompasses 18 contributing buildings and one contributing structure, the majority of which are privately owned.

On May 19, 1920, Matewan, West Virginia, was the site of a "battle" between the town's chief of police, Sid Hatfield, who was supported by striking miners, and the Baldwin-Felts detectives, who had come to the town to evict from company-owned housing the miners who had joined the United Mine Workers of America. This violent episode, which was integral to a larger phenomenon known as the West Virginia mine wars, exemplified the struggle miners in southwestern West Virginia were experiencing in their efforts to improve themselves and their families by joining and supporting the union. Beginning with the Paint Creek, Cabin Creek strike of 1912–1913 and culminating in the Battle of Blair Mountain in late summer 1921, "(t)he mine wars themselves were the result of a larger, broader and historic workers' rights movement . . ." that was sweeping the country (Corbin 1981).

Matewan's commercial core retains much of the fabric that existed at the time of the Battle of Matewan, despite floods and a disastrous fire that occurred in December 1992. The fire destroyed the large two-story brick Buskirk Building, which at the time of the battle was the Urias Hotel, headquarters of the Baldwin-Felts detectives. Although historically and architecturally significant, its loss did not destroy the integrity of the historic district, nor did the fire affect other sites and buildings directly associated with the Battle of Matewan. The Hope Building now occupies the former sites of the Chambers Hardware store and an adjacent vacant lot. The sidewalk and boardwalk that extended in front of the railroad side of the commercial block are gone. A narrow gravel street known as Railroad Alley is present today. Sidewalks fronted the businesses on both sides of Mate Street in 1920, as they do today, but Mate Street was unpaved in the 1920s.

Suitability

The Matewan historic district is representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework, *History in the National Park System*, and the following subthemes: (1) "Extraction and Production," (2) "Distribution and Consumption," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." Of these, subtheme 5 is not adequately illustrated in the national park system, being represented by only the Port Chicago Naval Magazine National Memorial (this affiliated area is difficult to find and is not open to unrestricted visitation. Special permission for entry is strictly enforced by the U.S.

Navy). Also there are similar coal-related labor sites that interpret essentially the same stories in West Virginia (Beckley) and western Virginia (Bramwell & Pocahontas). The Matewan Historic District is adequately protected and interpreted by its current property owners for public enjoyment. Thus, the Matewan historic district appears not to be suitable for potential NPS designation.

Feasibility

Matewan is located in a area of West Virginia reached by narrow, coal truck-laden West Virginia Highway 49. Because the linear-shaped town is situated snugly between the Tug Fork and Mate Creek and the steep surrounding hillsides, the town lies in a floodplain. Devastating floods occurred in 1977 and 1984. A floodwall being built by the U.S. Army Corps of Engineers will be completed in 1996. The floodwall will protect existing downtown businesses and the part of the historic district that is subject to flooding. While the floodwall presents a visual intrusion on the river side of the commercial district, approximately 6 acres of reclaimed land can be used for future commercial, heritage, and recreational development. There are no other apparent threats to the resource

The main components of the commercial district have been restored. This allows visitors to go to the actual locale where many of the coal war events occurred in Matewan. Other privately owned residential structures may require rehabilitation to prevent further deterioration. Since the structures are primarily commercial and residential, the threat of hazardous wastes being present (other than perhaps in dated building materials such as asbestos) remains relatively low. The presence or absence of such materials should be ascertained before any future involvement by the public sector.

The local sector has made noteworthy progress within the Matewan historic district. The community has made a major commitment to the preservation, protection, and interpretation of the historic district. Under the capable leadership of the Matewan Development Center, Inc., the community attracted approximately \$1.7 million of federal, state, local, and private sector assistance to restore a number of key structures for adaptive reuse in the of heart of the proposed national historic landmark district. Restoration projects include the G. W. Hatfield Building, in which a limited partnership invested approximately \$690,000. A combination of attractive commercial tax credits, historic preservation tax credits, and community development block grants, as well as the Claude Worthington Benedum Foundation, funded this key project on Mate Street. The lower floor of the building now serves as headquarters for the Matewan Development Center. The facade restoration of nationally significant structures along Mate Street attracted \$750,000 from a community development block grant, the Rawl Bahr Processing Company, in-kind services from the local utility company, and assistance from the town government. The \$275,000 renovation of the town hall received funding from the Virginia Emily Foundation and the Governor's Partnership Fund. Other support came from the Matewan National Bank and the Matewan Insurance Company.

Despite local desires to place a large interpretive facility in the community, it does not appear feasible for the Matewan historic district to be considered for NPS designation because of the costs for the development and operation of such a center. Existing, competing demands for development, operations, and maintenance priorities must always be considered. While the site is integral to the history of union development in the West Virginia coalfields, such a capi-

tal-intensive interpretive facility might be better suited to a more central location, which would attract a larger visitor base. Therefore, Matewan needs to be evaluated with a view to address the following questions:

Is this location the best site for reaching the most visitors that come to the coal mining region?

Does the existing transportation infrastructure facilitate visitor access to a proposed major interpretive facility?

What cost would be involved in the development of an interpretive facility, and would it be more cost-effective at another location?

Partnership Opportunities

Future opportunities for cooperative relationships are a realistic possibility, as indicated by the \$1.7 million in partnership funding already raised. In 1994 the Matewan Development Center contracted with the Center for Appalachian Studies to prepare *Matewan: An Interpretive Plan* to enhance the development of heritage tourism in Matewan. A number of well-researched, well-written, well-presented documents and brochures such as *Matewan: A Walking Tour* and *Coal Country, Inc.*, also espouse the further development of Matewan's resources by interested local and private parties. Although the impetus for intraregional cooperation is already present, (for example, Coal Country, Inc., is described as "a nonprofit community economic development corporation serving Boone, Logan, McDowell, Mingo and Wyoming Counties in West Virginia") it must be continually nurtured if the tourism industry of southwestern West Virginia and the nearby areas of neighboring states is to develop. The opportunities exist to create linkages with any number of other enterprises to create a critical mass to that would attract visitors to the region.

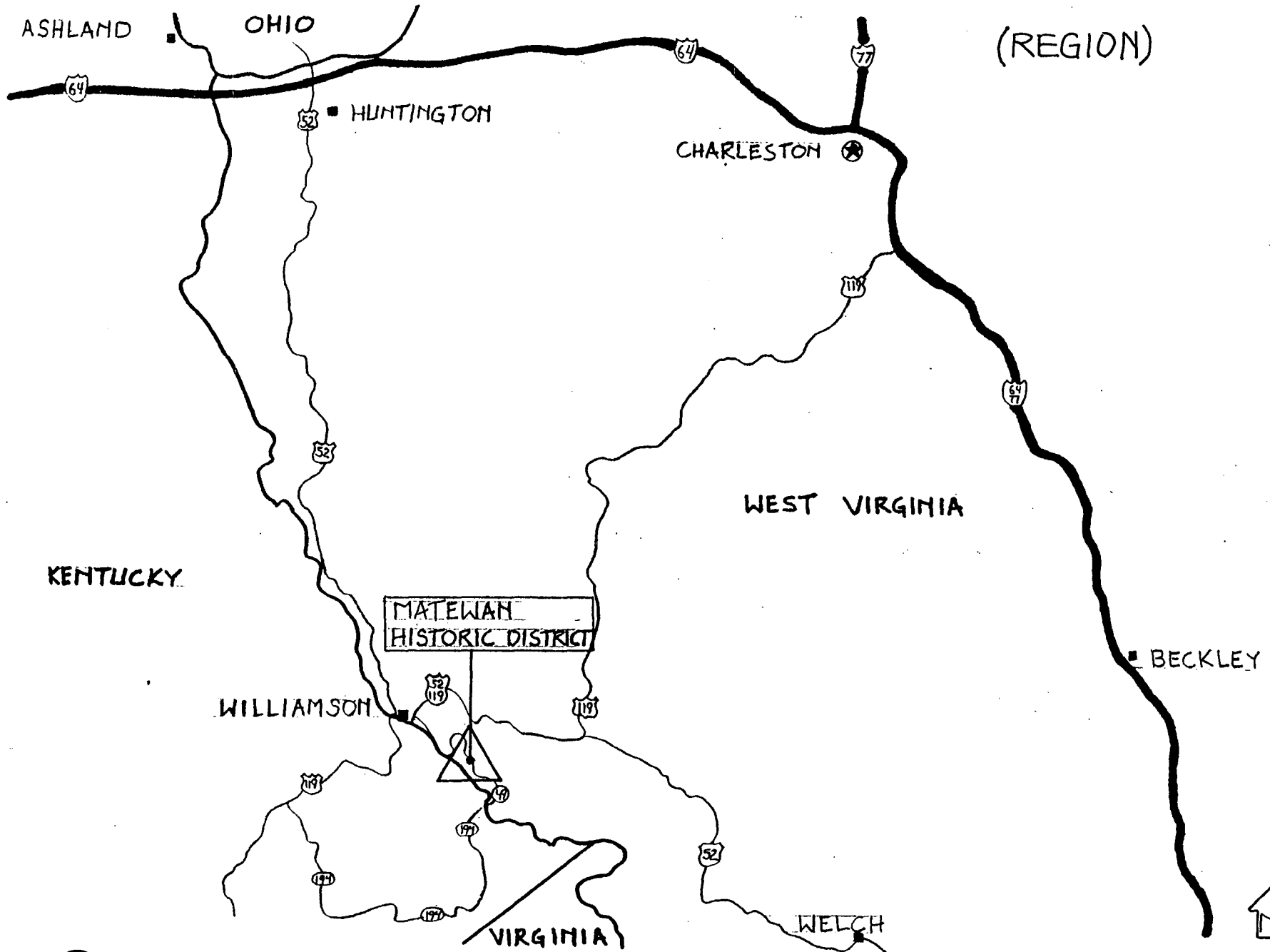
In 1988 West Virginia Congressman Nick Joe Rahall II, in conjunction with Senators Robert C. Byrd and John D. Rockefeller IV, supported the enactment of PL 100-699, *Omnibus Public Lands and National Forests Adjustments Act of 1988: Title V, Coal Mining*. As a result of this legislation, a partnership between the Matewan Revitalization Task Force and the National Park Service's former Mid-Atlantic Region office led to the production of the vision document *Matewan: A Time for Change* (1990) and *A Coal Heritage Study: A Study of Coal Mining and Related Resources in Southern West Virginia* (1992). The latter document links a number of themes, resources, and communities in a comprehensive view of intraregional cooperation. What is missing from these studies, however, is a much needed analysis to link Matewan's resources with those in and around Bluefield, West Virginia, Pocahontas, Virginia, and nearby Bramwell, West Virginia.

Since the preliminary evaluation of Matewan in May 1995, Congress has designated the National Coal Heritage Area, of which Matewan is an integral part. The legislation calls for a management plan to establish "integrated cultural, historical and land resource management policies and programs in order to retain, enhance, and interpret the significant values of the lands, water, and structures of the Area" (*National Coal Heritage Area Act of 1996*). Future NPS activities in Matewan could be defined by this legislation and its ensuing plan. Already the Mid-Atlantic Regional Office has established a precedent for such involvement by providing

limited technical assistance, at congressional direction, to the Matewan Revitalization Task Force. The development of local museums, house tours, and the enhanced professionally interpreted tours of actual coal mine operations such as the Beckley exhibition mine would be integral to the success of such a venture. In addition, mining related resources such as mining camps, processing centers, and support facilities could be linked by auto or bus tours. A centrally located visitor facility could be developed in either an existing historic complex or a new structure to be funded by a diverse partnership of local, state, and federal entities, including the coal mining industry and appropriate foundations. Promoters of such a venture should not assume that either developmental funding or further operations support is the sole or major responsibility of the federal government, but rather that a working partnership among grass-roots partners may take several years to develop and promote.

MATEWAN HISTORIC DISTRICT

MATEWAN, W. VA
(REGION)



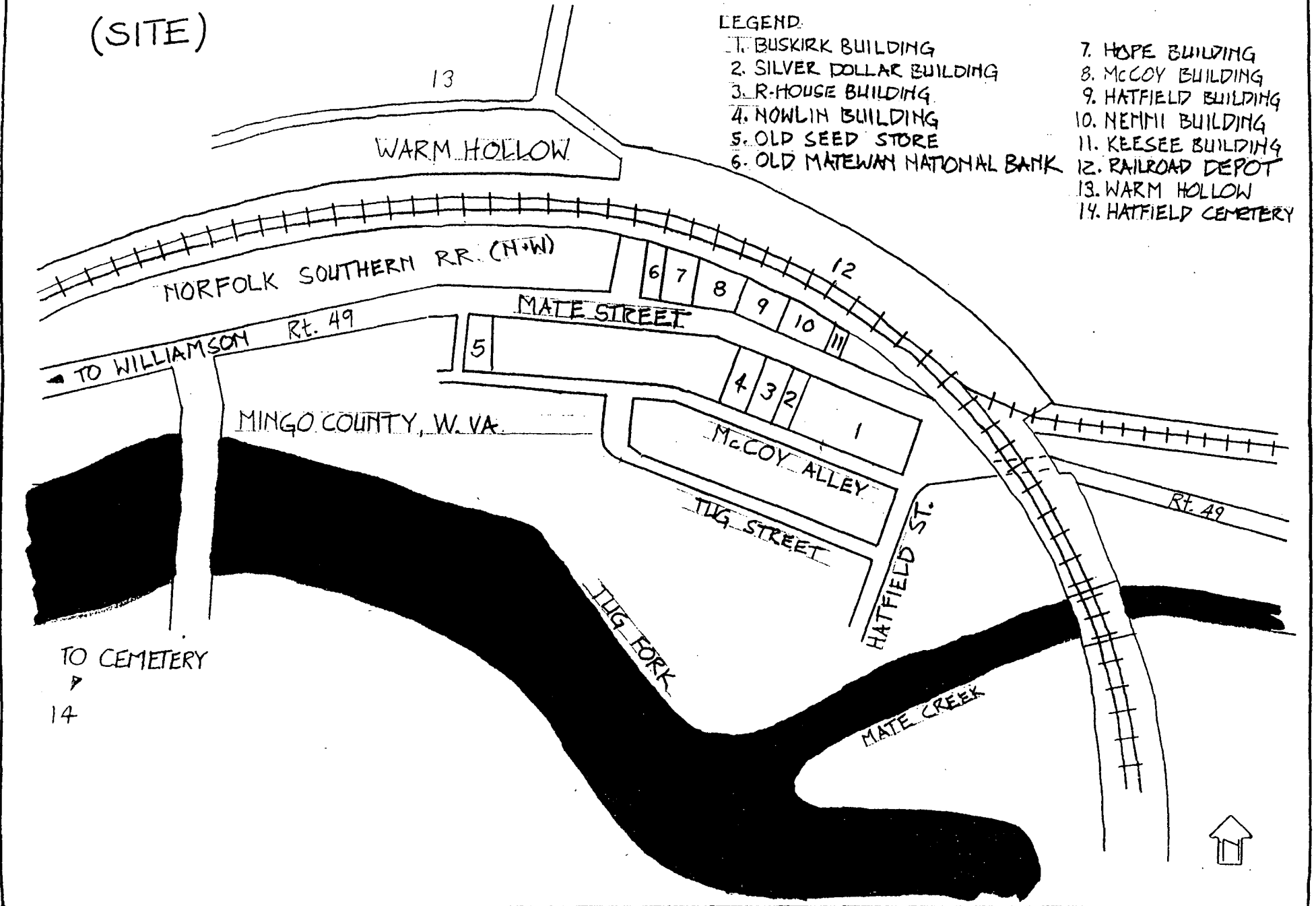
MATEWAN HISTORIC DISTRICT

MATEWAN, W. VA.

(SITE)

LEGEND:

- 1. BUSKIRK BUILDING
- 2. SILVER DOLLAR BUILDING
- 3. R-HOUSE BUILDING
- 4. NOWLIN BUILDING
- 5. OLD SEED STORE
- 6. OLD MATEWAN NATIONAL BANK
- 7. HOPE BUILDING
- 8. MCCOY BUILDING
- 9. HATFIELD BUILDING
- 10. NEMMI BUILDING
- 11. KEESEE BUILDING
- 12. RAILROAD DEPOT
- 13. WARM HOLLOW
- 14. HATFIELD CEMETERY





MATEWAN



SITE OF MAY 19, 1920 BATTLE

**Puckett Family Farm
State Road 133
Satterwhite, North Carolina
Granville County**

The 4.5-acre Puckett family farm, which lies on State Road 133 in Satterwhite, North Carolina, was a bright leaf tobacco farm. The site is listed on the National Register of Historic Places for local significance, but it is being reevaluated under the Labor History Theme study for possible nomination as a national historic landmark. The site is significant in American labor history for primarily two reasons: the Puckett Family Farm offers a pristine and complete example of life and labor in North Carolina's Piedmont region from the Civil War to the 1950s; and it exemplifies the development of the flue-cured tobacco culture that arose after the Civil War and the labor-intensiveness of the tobacco culture conducted by these small farming operations.

Buildings of virtually every type from the bright leaf tobacco era stand on three sides of this 1899 farmhouse. The south-facing front facade of the dwelling has an open view across fields usually planted with tobacco. The farmhouse is surrounded by a striphouse, a packhouse, tobacco barns, a smokehouse, a chickenhouse, a stable, a washhouse, a privy, a garage, and a dwelling. The visitor experience at a tobacco farm includes walking through farm buildings to learn how the curing process worked.

Suitability

The Puckett Family Farm is representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework, *History in the National Park System*, and subtheme 4, "Workers and Work Culture." This subtheme is already represented by such diverse National Park Service units as Cane River National Historic Park and Heritage Area and the Blackstone River Valley National Heritage Corridor, both of which illustrate various aspects of American agriculture. No unit in the national park system is currently dedicated to the story of the tobacco industry; however, the state of North Carolina administers and protects the historic Duke Homestead, which tells a story similar to the one found at the Puckett Family Farm. Thus, this aspect of the tobacco industry story is adequately provided for by another public land holding entity. The Puckett site appears not to be suitable for NPS designation.

Feasibility

Threats to the resources of the Puckett Farm include deterioration of log structures, the removal of older buildings with larger, steel frame units, and the decline of small family tobacco-growing farms throughout the region. Since the farm structures are located on a small land base, additional significant costs for acquisition, development, and operations would be incurred to provide visitor orientation and support and space for NPS administration, operations, and maintenance. It does not appear feasible to consider to the Puckett farm for NPS designation.

Partnership Opportunities

The privately owned Puckett Family Farm possesses limited opportunities for partnerships.

PUCKETT FAMILY FARM GRANVILLE COUNTY, N.C.

(AREA)

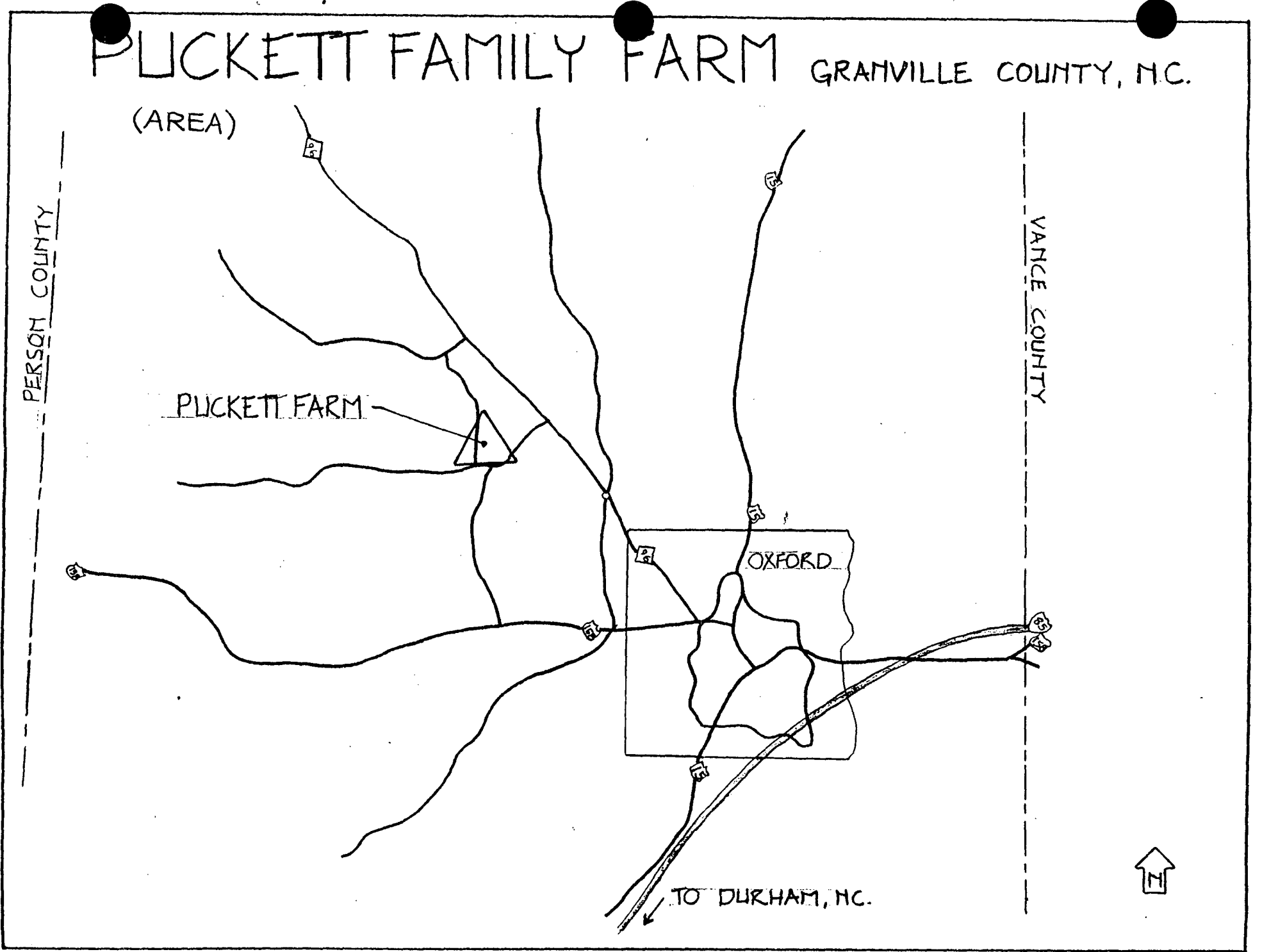
PERSON COUNTY

VANCE COUNTY

PUCKETT FARM

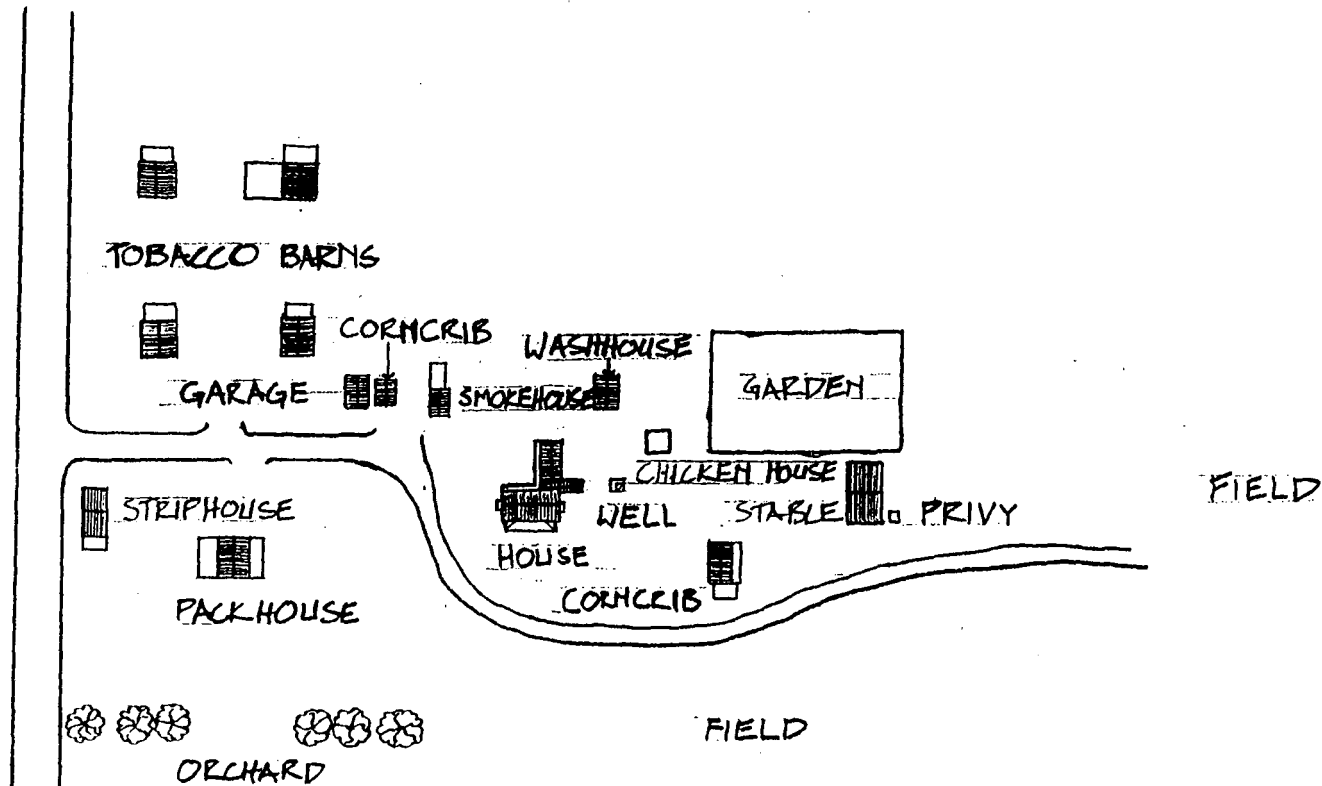
OXFORD

TO DURHAM, N.C.



PUCKETT FAMILY FARM GRANVILLE COUNTY, N.C.

(SITE)

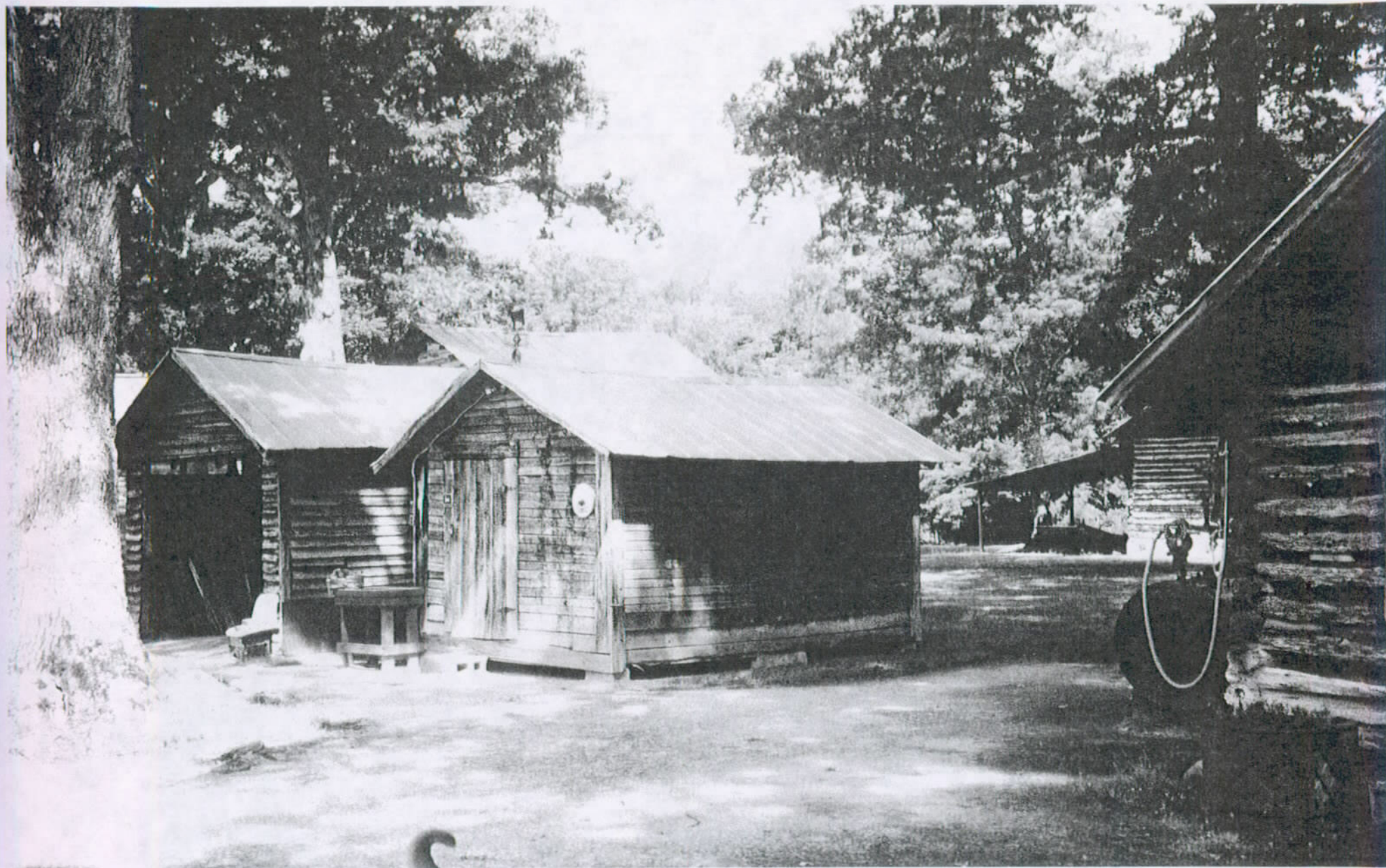


SITE PLAN OF PUCKETT FARM





PUCKETT FAMILY FARM



PUCKETT FAMILY FARM

Pullman Historic District

Between 111th and 115th, Calumet Expressway, and Cottage Grove

Chicago, Illinois

Cook County

The Pullman Historic District is an existing national historic landmark whose boundaries are under consideration for expansion. The present site, which contains nearly 300 acres, is a mixture of multiple public and private ownerships. The town forms a long, narrow rectangle extending north and south and is bounded on the east by lake Calumet and on the west by the tracks of the Illinois Central Railroad. The site is roughly divided into three use-sections: in the center are the remnants of the major industrial portion, which include large shops and administrative buildings of the Pullman Palace Car Company; the northern section, which consists of a mixture of industrial buildings and late 19th and early 20th century residences; and the southern section, which contains late 19th century residences and the major community facilities, including a church, a hotel, a large arcade, and a public square. The structures are primarily constructed of brick, and large blocks of two-story row houses with a variety of floor plans and detailing dominate the scene. Some apartment houses, duplex dwellings, and a few single-family houses were also built. The predominant architectural styles are Gothic and Queen Anne.

The Pullman Historic District is significant in American labor history for the following reasons:

- The district is a superb example of 19th century community planning and the company town. It reflects 19th century paternalistic attitudes toward workers and exemplifies the "principles of welfare capitalism."
- The community reflects the ethnic diversity of the American work force from late 19th century European immigrants to early 20th century African-American laborers. It is also illustrative of the role of women in the workplace.
- This is the site of the 1894 strike, one of first truly national conflicts in United States history. The Pullman strike established the role of the federal government in relationship to unionization efforts for years to come.
- The deindustrialization of the Pullman community provides insight into the plight of American labor in the second half of the 20th century.

A total of 13 acres (including the Florence Hotel, the Administrative Building, and the Clock Tower) forms the nucleus for an Illinois historic site and museum, which is scheduled to open early in the next century at a cost of more than \$50 million. To date, approximately \$2.1 million has been spent on the purchase, study, and stabilization of the massive administration building. It is anticipated that another \$5 million will be required to complete the stabilization work. The state also leased the historic Florence Hotel back to the Historic Pullman Foundation, which operates the hotel as a restaurant and house museum. The Historic Pullman Foundation offers tours to groups of visitors. The tours include both company buildings and workers' housing. Historic North Pullman Corporation is in the planning stages for tours of North Pull-

man and the opening of the A. Philip Randolph Museum Gallery. This museum gallery commemorates the life of A. Philip Randolph, who was instrumental in the founding and organizing of the Brotherhood of Sleeping Car Porters. The development of the museum gallery is part of a \$1.5 million grant for community improvements. In addition, Historic North Pullman Corporation created a public-private employment partnership between the Morrison-Knudsen Corporation and North Pullman, which helped to re-create the historic context of Pullman as a place where people lived and worked.

Suitability

The Pullman historic district is representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework *History in the National Park System* and the following subthemes: (3) "Transportation and Communications," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." The National Park Service has several sites associated with railroading in America, including Allegheny Portage Railroad National Historic Site, Golden Spike National Historic Site, and Steamtown National Historic Site. These sites, however, do not represent the stories of production, labor, and technological development that can be told at Pullman. Other manufacturing sites in the national park system, such as Keweenaw National Historical Park, Lowell National Historical Park, and Hopewell Furnace National Historic Site, do contain components of the labor and company town stories, but Pullman, with its planned community of factory buildings, workers' facilities, and housing, vividly illustrates aspects of American labor history not found at the other sites now in the national park system.

The Pullman historic district appears not to be suitable to be considered as a potential unit of the national park system because the resources are adequately managed and protected by existing entities.

Feasibility

The Pullman Historic District is easily accessible from Interstate 94 and by railway transit. Modest visitor facilities have been developed, including some furnished rooms at the Florence Hotel and a museum and theater located in a former American Legion hall. Additional lands in the area are targeted for future site development. Visitors to Pullman would experience the ambience of a company town, the support facilities such as the hotel and the market building, as well as walking tours that could feature the remaining carshops. Although the machinery has been removed from these buildings, labor activities inside the shops could be interpreted through various interpretive displays.

The ongoing and proposed programs associated with the Pullman historic district provide adequate management of the area for public enjoyment, with one notable exception: Market Hall. This structure is owned by the Historic Pullman Foundation. Over the years Market Hall has suffered damage from several fires. The latest, during 1973, resulted in a steady deterioration of the structure. In 1991 the Branch of National Preservation Programs, Division of Cultural Resources, Rocky Mountain Region, National Park Service assessed the condition of Market Hall and determined that the cost of stabilizing the building would be over \$286,000. Of

this amount, approximately \$258,000 was identified as critical to the stabilization of the structure. This cost undoubtedly has increased since the 1991 estimate. Historic Pullman Foundation has been unable to raise the necessary funds to stabilize Market Hall, and the structure continues to deteriorate. The costs that would be necessary for the acquisition and development of this site are difficult to determine, but the data presented in this brief analysis indicate that such a purchase would be a multimillion dollar investment. Based on these potential costs, it is not feasible for the Pullman historic district to be considered as a potential unit of the national park system.

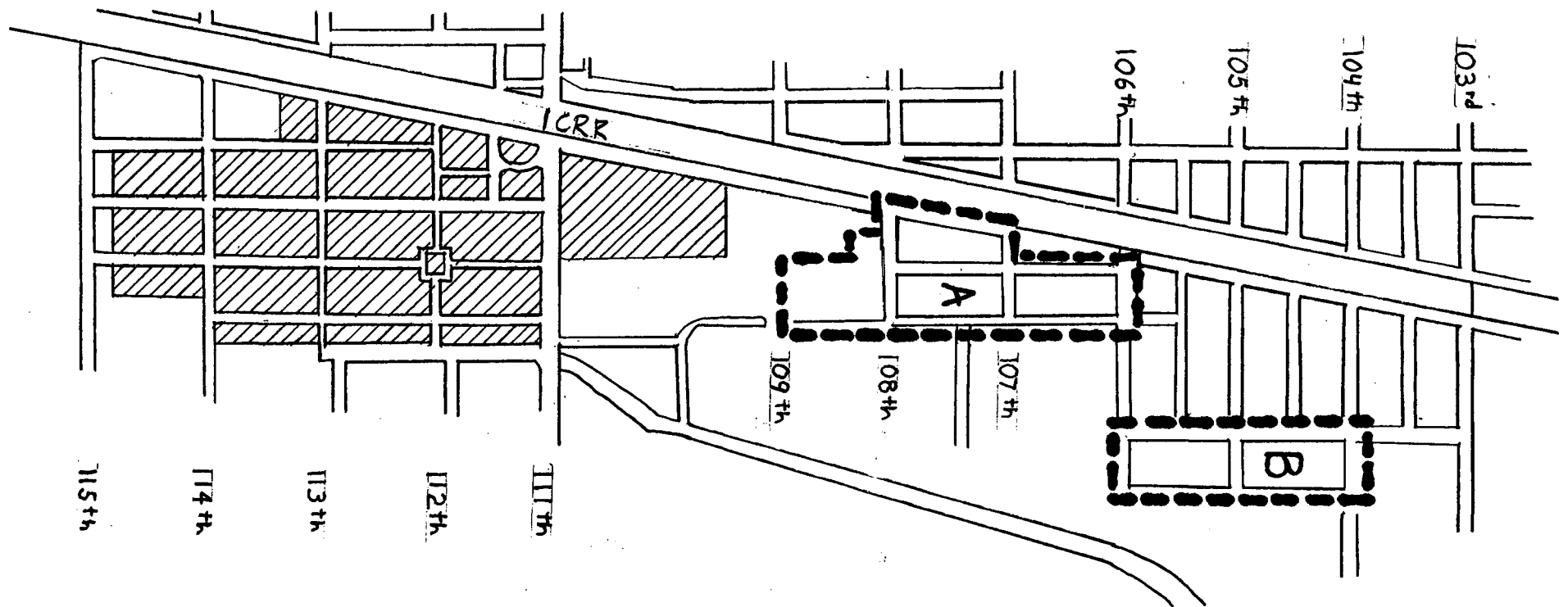
Partnership Opportunities

Pullman historic district seems an excellent candidate for some type of cooperative venture between various state, local, and private entities. The site presently attracts nearly 60,000 visitors annually, and it is projected that when the state historic site and museum is in full operation, visitation will approach 1.4 million. Because a number of the labor history sites lend themselves to these types of partnership activities, this site could be evaluated as part of a national heritage area.



The Historic Pullman Foundation recently received a \$10,000 grant from the Chicago Community Trust to conduct an internal audit of its mission, infrastructure, and abilities to manage the preservation and interpretation of the Pullman site. This activity augurs well for future relationships with other Chicago-based foundations and trusts that might be willing to underwrite future improvements at Pullman.

PULLMAN HISTORIC DISTRICT CHICAGO, ILL

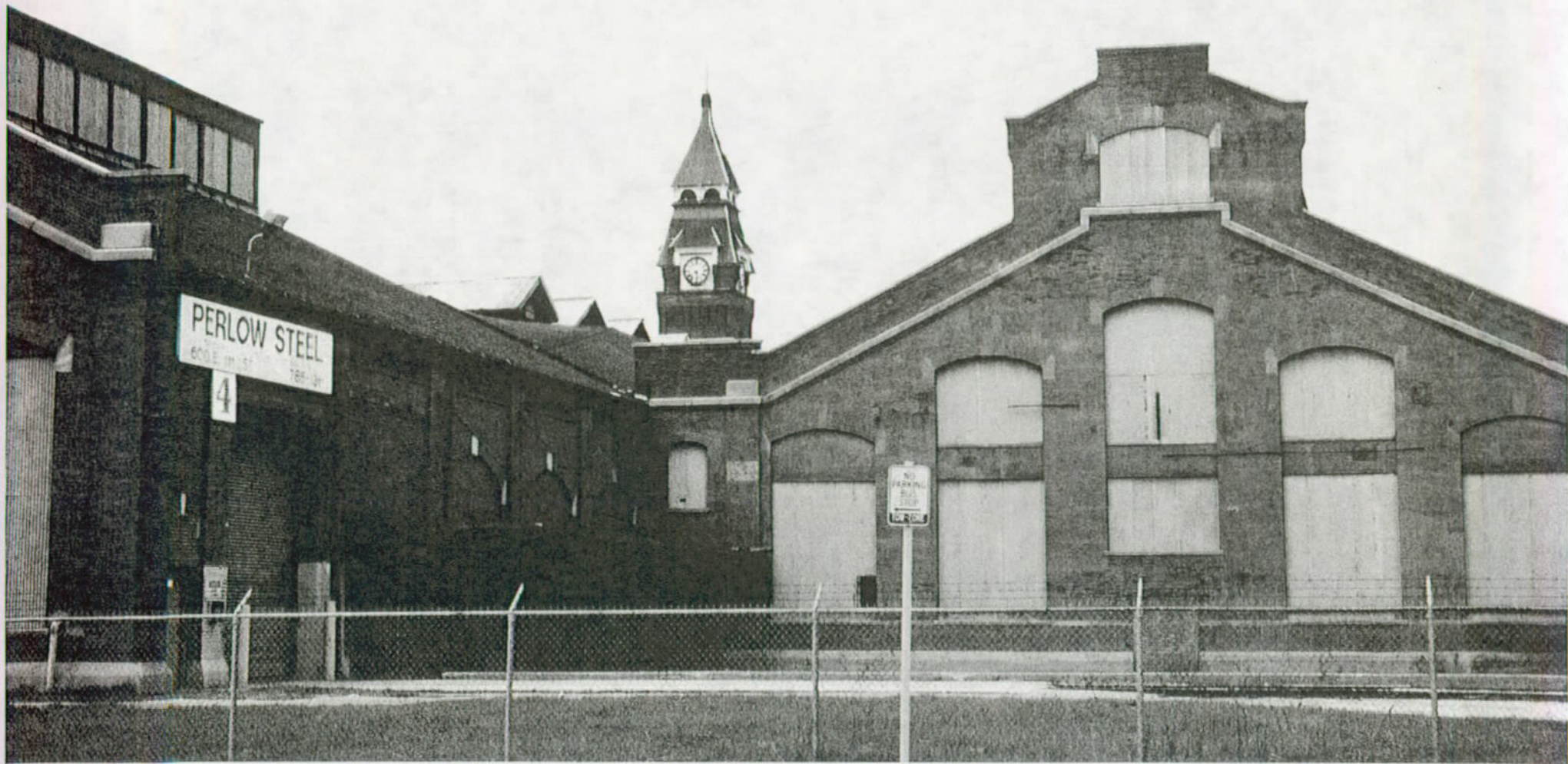
(SITE)



LEGEND

-  NORTH PULLMAN DISTRICT
- A** ALLEN PAPER WHEEL COMPANY AREA
- B** UNION FOUNDRY AREA
-  SOUTH PULLMAN DISTRICT





PULLMAN CAR SHOPS, CLOCK TOWER BUILDING



PULLMAN - COMPANY HOUSING



PULLMAN - MARKET BLVD.

**Sloss Furnaces
1st Avenue at 32nd Street
Birmingham, Alabama
Jefferson County**

Sloss Furnaces, a designated national historic landmark, is just east of downtown Birmingham, along First Avenue North. The site, which encompasses 32.66 acres, is bounded by the L&N (CSX) Railroad to the northwest, 32nd Street on the east, and the Norfolk Southern Railroad right-of-way on the south. The furnace site is located on approximately 17 acres south of 1st Avenue North, and the rest of the site lies on the north side of 1st Avenue.

The furnaces remained in operation until 1970, when the declining market for raw pig iron and the high cost of federally mandated pollution control devices led to their closing by the company. The furnaces were donated to the city of Birmingham in the early 1970s. The site was recorded by the Historic American Engineering Record in 1976. By 1980 the Sloss Furnace Association supported the passage of a bond issue authorizing funding for the restoration of the furnaces as a city museum and community center. Selected portions of the site were opened to the public on Labor Day 1984. City and federal appropriations have since funded additional restoration of the historic fabric.

The city of Birmingham owns and manages the Sloss Furnaces National Historic Landmark as an open-air museum that attracted approximately 35,000 visitors in 1991. Birmingham has made a major commitment to the preservation and restoration of the Sloss Furnaces. The site is managed by a professional staff led by an executive director, who is supported by a staff of 9. With the site open to the public, visitors get a first-hand view of the scale and mass of an iron production facility and can observe the difficulties of the workplace and the structural inequities that were faced by African-American workers in a segregated workplace.

The Sloss Furnaces, the nucleus of an integrated ironmaking system, are the most visible symbol of Birmingham's role as the nation's leading foundry iron producer from the late 19th century until the 1960s. The blast furnaces, stoves, boilers, and ancillary structures represent the highest expression of American merchants' pig iron furnace practice and design of the late 1920s. Other extant features such as vertical blowing engines and sand-casting beds chart technological evolution at the turn of the century.

Although the complex was never unionized, through the years the workers tried through their own unorganized activities to better their conditions at the Sloss Furnaces. The CIO made it possible for African-Americans at Sloss to move into semi-skilled positions, but the basic segregation of tasks remained. The 1965 Civil Rights Act opened additional opportunities for African-American workers at Sloss, but many of the jobs they gained access to were becoming obsolete due to broader economic trends.

The Sloss Furnaces retain much of the fabric from the time the site was a major industrial enterprise. The site contains two blast furnaces, steam boilers, a powerhouse, blowing engine rooms, a spray pond, gas washing equipment, storage bins, bathhouses, and railroad tracks.

SITE ANALYSES

The structures contain much of their original equipment and machinery. Subsurface remains of a battery of 200 coke ovens lie beneath the site.

Preservation efforts were ongoing throughout the 1980s. Sloss Furnaces pioneered techniques for the stabilization of large-scale industrial facilities no longer in use. Cultural resources that were stabilized and/or rehabilitated are as follows:

- Cast Shed no. 2, which was converted to an outdoor amphitheater
- Bathhouse no. 1, which was converted to a visitor center with meetings rooms, offices, a gift shop and restrooms
- The Pyronitor House, which was converted into a blacksmith shop
- Furnace no. 1, whose stacks and stoves were stabilized and painted to prevent rust
- Furnace no. 2, whose stabilization is underway
- The spray ponds, which were converted to function as a fountain and plaza linked with Cast Shed no. 1
- The use of the internal rail network as pathways for internal circulation
- The renovation of the stock trestle tunnel for interpretation.

The primary visitor experience would be to understand the labor history story at this site. The site can continue to serve the varied needs of the community, as well as helping visitors to more fully understand the role of labor in United States history.

Suitability

The Sloss Furnaces are representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework, *History in the National Park System*, and the following subthemes: (1) "Extraction and Production," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." Of these, subtheme 5 is not adequately illustrated in the national park system, being represented by only the Port Chicago Naval Magazine National Memorial (this affiliated area is difficult to find and is not open to unrestricted visitation. Special permission for entry is strictly enforced by the U.S. Navy). Because the Port Chicago Naval Magazine National Memorial is but tenuously associated with labor organization and protests, subtheme 5 is underrepresented in the NPS thematic framework.

The site is also representative of theme VI, "Expanding Science and Technology," and the second subtheme, "Technological Applications." The most closely related sites in the national park system are the Saugus Iron Works National Historic Site and the Hopewell Furnace National Historic Site. Saugus Iron Works National Historic Site represents ironmaking in colonial America, and Hopewell Furnace represents a complementary story, but the African-American and later 19th and early 20th century components of labor history represented at Sloss Furnaces are not fully represented in the national park system. The origins and development of the iron and steel story are interpreted effectively at a number of cooperating sites in the Southwestern Pennsylvania Heritage Preservation Commission's area. Sloss Furnaces are effectively managed and protected by the current owner, the city of Birmingham, and are not suitable for NPS designation.

Feasibility

The Sloss facility reflects several positive attributes that satisfy aspects of feasibility criteria. It has a central location in the community and is easily reached by car or bus. Actual access to the site has been facilitated with an easy-to-follow sign system. The ongoing operation at Sloss makes it an attractive place to visit on a continuing basis. Finally, the existing base and commitment to a systematic research program will aid knowledge and interpretive programming in the future.

Despite these positive aspects, it is not feasible to consider Sloss for traditional designation as a unit of the national park system. Hazardous wastes have been removed from key areas of the site, but the potential of heretofore undiscovered pockets of hazardous materials remains a distinct possibility in this heavily developed industrial site. The possible costs of complying with federal regulations to remove such wastes could be a prohibitive factor. In addition, the costs for operations and maintenance to meet standard NPS policies for these large and complex industrial era structures could impact future NPS appropriations needed to operate the existing park system.

Partnership Opportunities

Sloss offers many opportunities for some type of future cooperative relationship between the National Park Service and the city of Birmingham. For example, limited technical assistance could be considered. The executive director of the Sloss Furnaces identified enhanced site interpretation as an unfilled near-term goal. Additional thematic displays could be prepared and displayed in the visitor center to illustrate African-American labor history at Sloss. The ironmaking story is effectively presented at Sloss, but the site needs to be placed in the larger context of other basic industries in the Birmingham District, as well as in the contemporary American ironmaking industry. The National Park Service could lend its efforts to strengthen interpretive services at Sloss. New NPS commitments for staff and funding to support this assistance would have to be considered in light of other competing priorities.

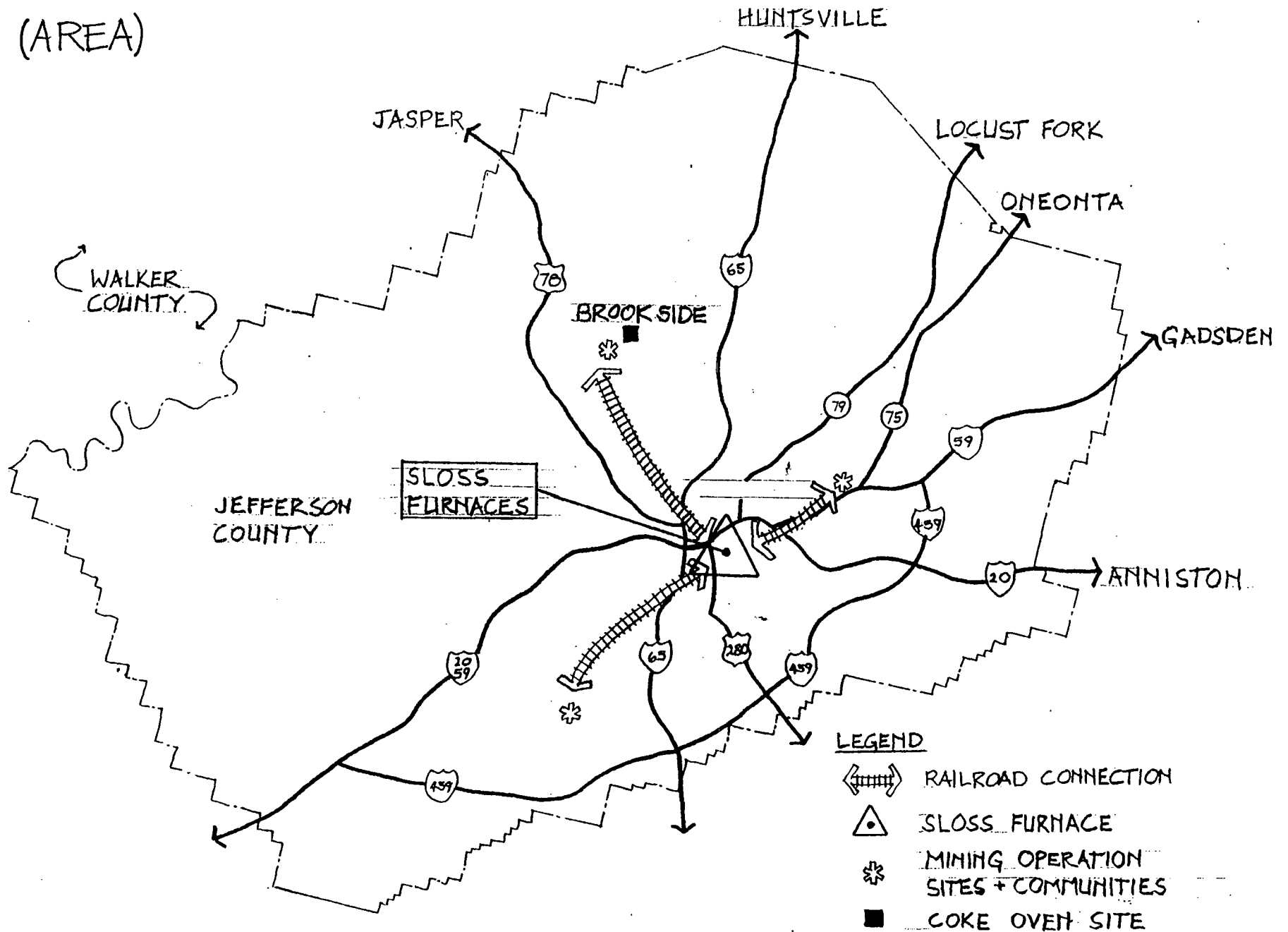
Sloss does not have an archive or research facility, but the company papers and associated materials are stored at the Birmingham Public Library. This local partnership arrangement works well, since the site has limited interior spaces for document storage and research.

Several other iron industry related sites in the Birmingham area could complement the nationally significant visitor attraction at Sloss. For example, the Pioneer Mining and Manufacturing/Republic Steel Company/Thomas Furnaces Coke By-Products plant on the west side of the city has a number of extant resources that could enhance the story of the Birmingham area's iron industry. The Thomas Furnaces contain extant coke operations, and the nearby Thomas community has many surviving examples of company-built, worker-occupied housing. Because the Thomas community is a viable, vibrant residential area, however, any future efforts to commemorate or display the neighborhood to visitors must be accomplished by ongoing community involvement. The potential is high for a heritage area project in the Birmingham vicinity that would link a number of these iron industry resources with attendant coal, limestone, and other raw material sites.

Other local partnership activities involve the Sloss Furnaces being the venue for numerous community events during the year, such as concerts, metal craft exhibitions, and family events. The city has contracted with a private firm to manage these events.

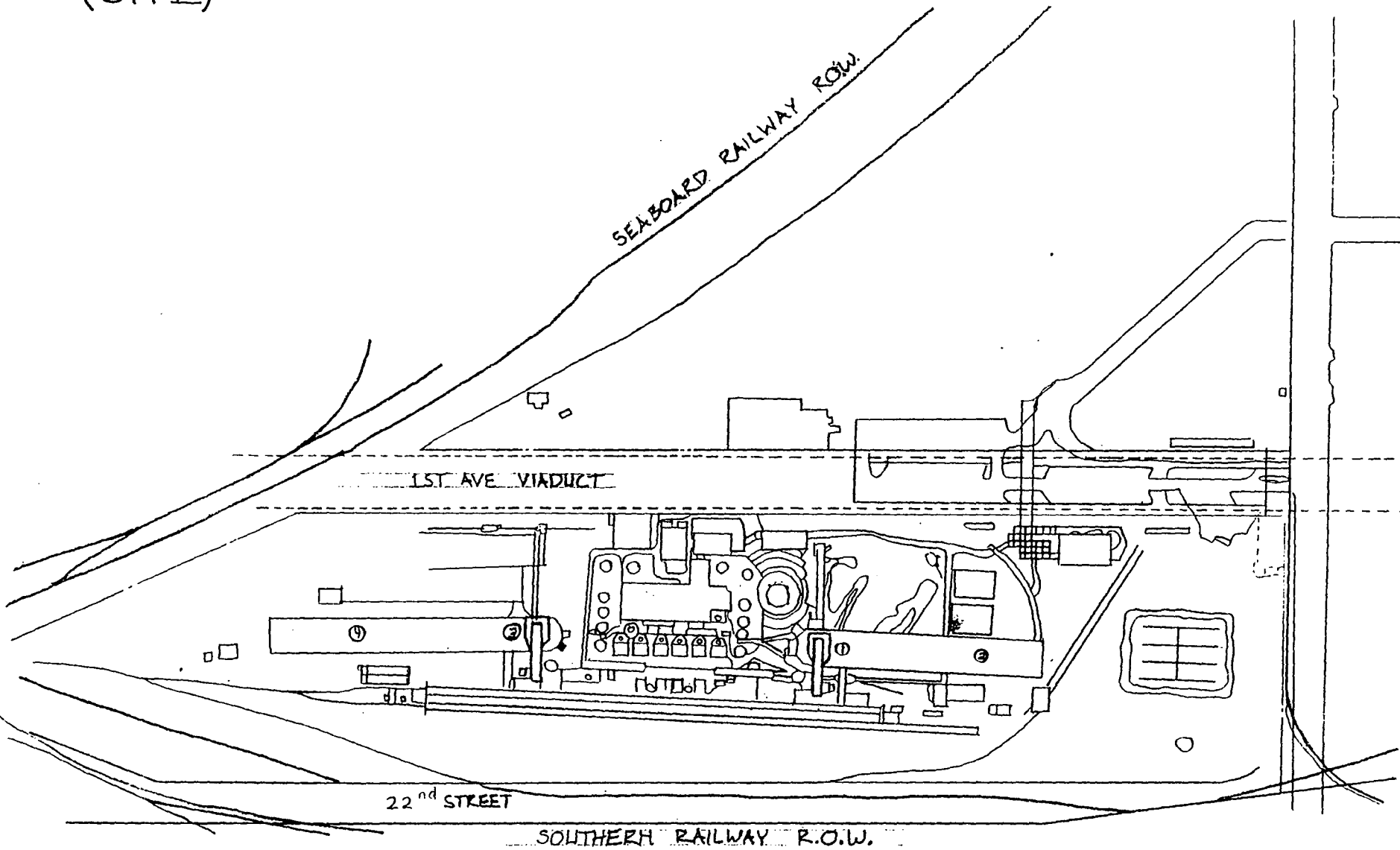
SLOSS FURNACES BIRMINGHAM, ALA

(AREA)



SLOSS FURNACES BIRMINGHAM, ALA

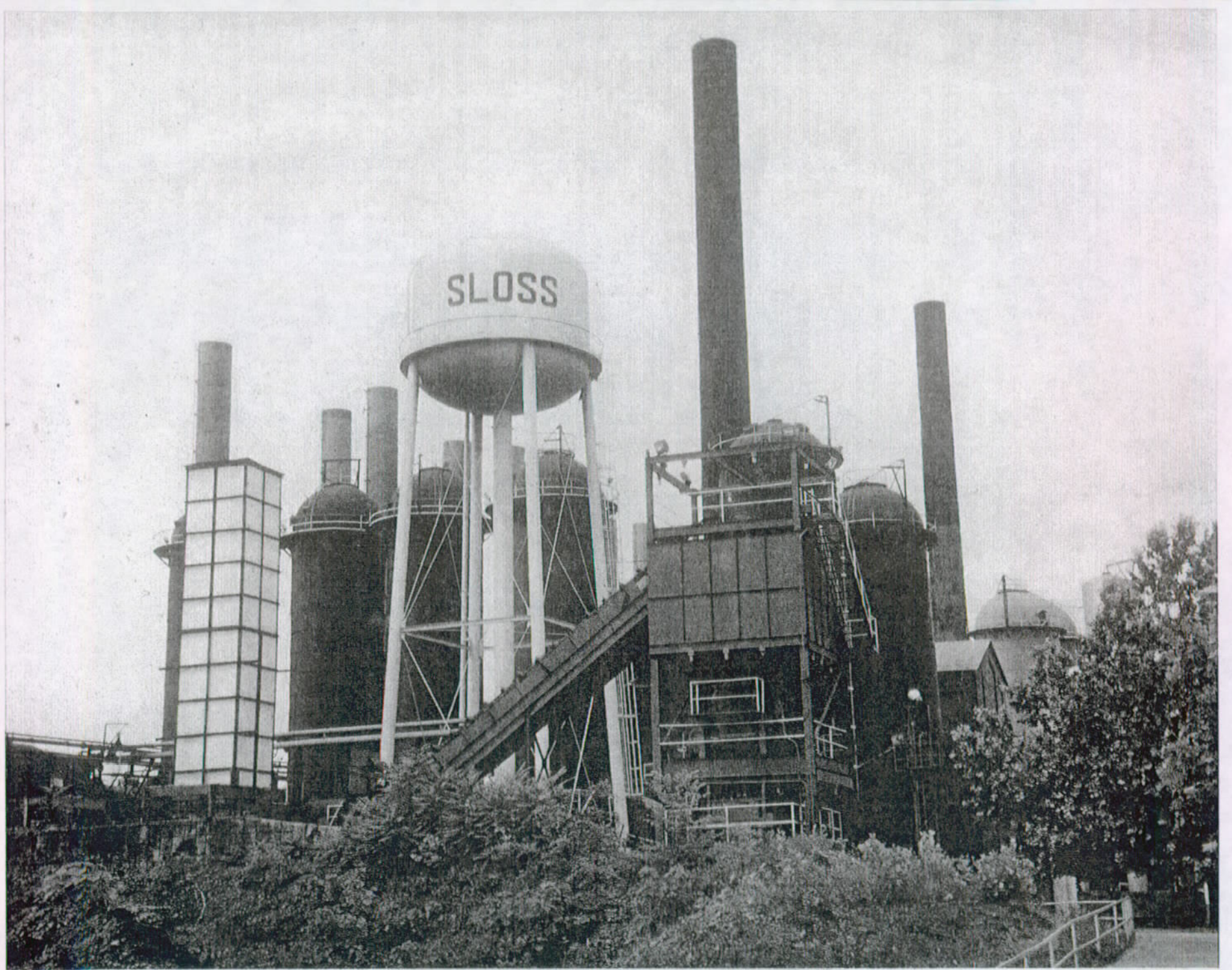
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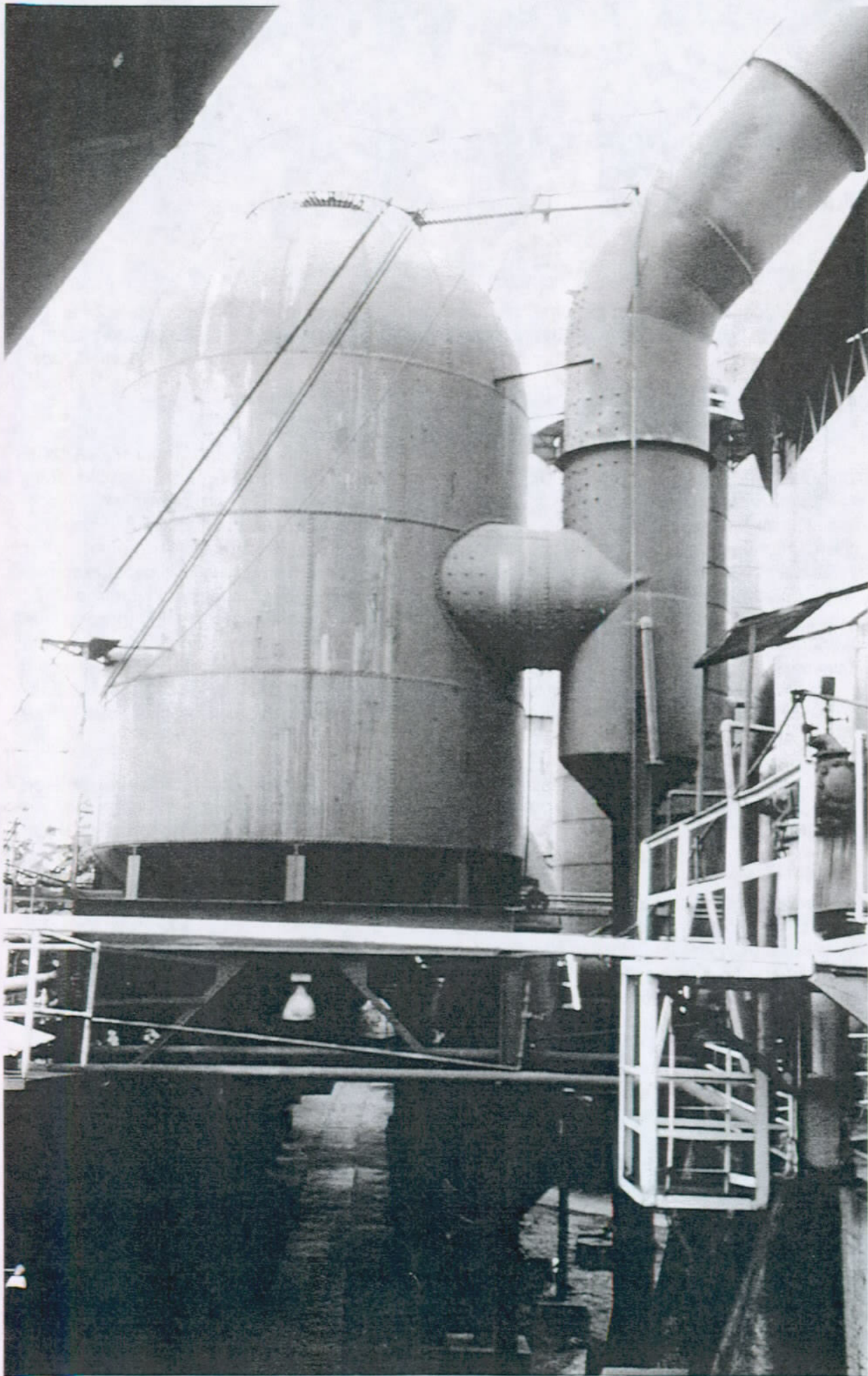
LEGEND

- ① FURNACE #1
- ② CAST SHED #1 (AMPHITHEATER)
- ③ FURNACE #2
- ④ CAST SHED #2





SLOSS FURNACES COMPLEX



DETAIL OF SLOSS FURNACES

Tredegar Iron Works 500 Tredegar Street Richmond, Virginia Richmond County

The Tredegar Iron Works, a national historic landmark, encompasses approximately 23 acres on the north bank of the James River. The site is bound by 7th and Bragg Streets to the east, opened and filled portions of the former James River and Kanawha Canal to the north, Tredegar Street along the river to the south, and the approximate line of the Robert E. Lee Bridge to the west in downtown Richmond.

The Tredegar was the largest ironworks in the antebellum South. Chartered in 1837, the company remained in operation until 1957. The significance of this site to American labor history lies primarily in its heavy reliance on slave labor, along with a small cadre of free white workers. The productivity and profitability obtained at Tredegar in the antebellum South illustrates the relationship of slave labor with industrialization. The changing nature of Tredegar's labor force over the 120-year duration of the company also suggests something of a capsulized history of certain aspects of the Southern labor force. Tredegar began operating with free white labor, using slaves for unskilled tasks. In 1847, the company shifted to a predominantly slave workforce. Chronic labor shortages during the Civil War were countered with parolees and conscripts. Following the war, whites and freedmen worked at Tredegar in relatively equal numbers, with white workers monopolizing managerial and skilled labor jobs. African-Americans were frequently used as strikebreakers during later decades, illustrative of a theme central to 20th century American labor history in both the North and the South.

At various times during the company's operation, nearly 17 of the site's 23 acres were covered by, or directly associated with, ironworks structures. Railroad tracks crossed much of the remaining area. Surface facilities have been largely demolished since 1957. Today only five buildings survive intact: the carpenter shop, the company store, an office, a pattern storage building, and a restored 1861 foundry. Fragments of another superstructure remain, along with numerous sections of walls, either freestanding or former building components, which are used to retain fill. Several open raceways are intact, one of which includes five intact turbines. A few deep wheelpits, with apparently intact turbines, are near the eastern end of the site. Most open-site surfaces were filled over to a depth of 1–5 feet and graded for a nominally grassy appearance. Portions of the site were also developed as parking areas. Overall, the site has lost a great deal of integrity due to the loss of foundry buildings.

The site is owned by the Ethyl Corporation. The Valentine Riverside Museum leased the part of the site containing most of the historic structures. The lessee spent more than \$22 million on the site for stabilization, museum development, indoor and outdoor exhibits, a playground, a carousel, and an ice-skating rink at the rear of the site. The onsite museum relates the story of Tredegar, as well as the life and history of Richmond. The site is expected to attract more than 100,000 people annually. Although the development of the site left Valentine Riverside with a debt of approximately \$9 million, it seems that the ongoing and proposed programs provide adequate management of the area for public enjoyment. The Ethyl Corporation terminated the lease and is operating the museum complex.

Suitability

The Tredegar Iron Works is representative of theme V, "Developing the American Economy," of the 1995 revised thematic framework, *History in the National Park System*, and the following subthemes: (1) "Extraction and Production," (4) "Workers and Work Culture," and (5) "Labor Organizations and Protests." The site is also representative of theme VI, "Expanding Science and Technology," and the second subtheme, "Technological Applications." The most closely related sites in the national park system are the Saugus Iron Works National Historic Site and the Hopewell Furnace National Historic Site. Saugus Iron Works represents ironmaking in colonial America, and Hopewell Furnace represents a complementary story, Saugus Iron Works National Historic Site represents ironmaking in colonial America, and Hopewell Furnace represents a complementary story, but the African-American and later 19th and early 20th century components of labor history represented at Tredegar are not fully represented in the national park system. The iron and steel story is interpreted effectively at a number of cooperating sites in the Southwestern Pennsylvania Heritage Preservation Commission's area. Despite the thematic underrepresentation, Tredegar is not suitable to be considered as a potential unit of the national park system because the site is adequately managed and protected by its owner.

Feasibility

Tredegar Iron Works is easily accessible from the Richmond-Petersburg Turnpike (I-95) and the Downtown Expressway (Virginia Highway 195). The visitor experience at the Tredegar involves visiting the site, walking around the grounds, and inspecting buildings with numerous interpretive displays outside and within extant structures. The scale and mass of these structures enable visitors to better appreciate the relatively small size of mid 19th century industrial complexes. The site was developed as a cultural resource park, with structures stabilized and provisions made for public visitation. Aside from the encroachment of nonhistoric features, such as a playground, a carousel, and an ice-skating rink, the site is not threatened. At present these minor intrusions are reversible; however, if the philosophy guiding the development of this resource should change, the site could become endangered.

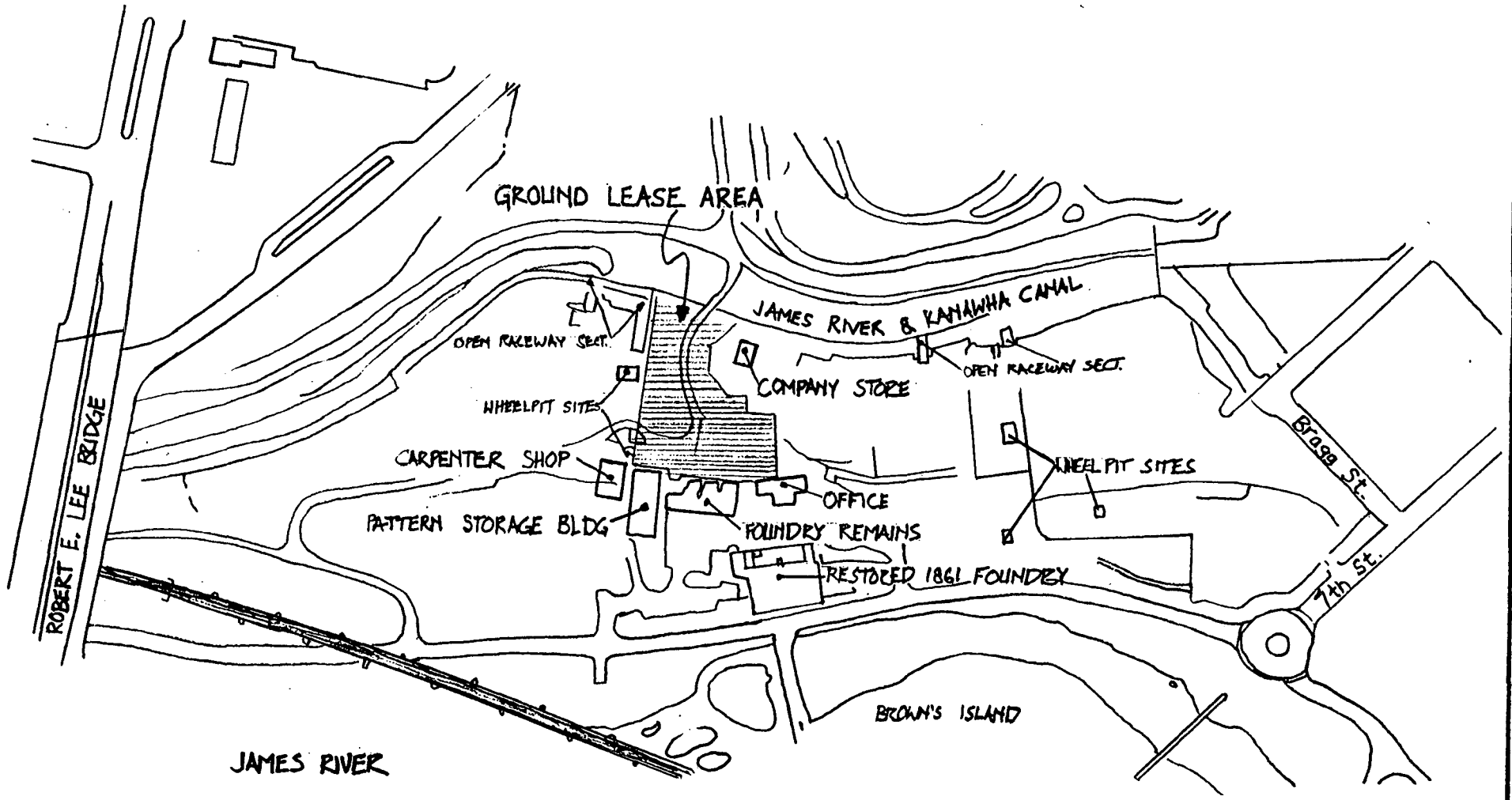
It is possible that presently unknown hazardous materials could exist under the topsoil. No comprehensive environmental document exists to adequately evaluate this site for hazardous materials. Because of the substantial costs that would be associated with the acquisition of the land and structures, the undetermined status of hazardous materials, and the indebtedness of the site's lessee, it is not feasible to consider Tredegar as a potential unit of the national park system.

Partnership Opportunities

This region of the James River could serve as a focal point for a larger heritage area that would incorporate various national, state, city, and local entities to portray aspects of Richmond's rich and diverse history. At the national level, this would require congressional action.

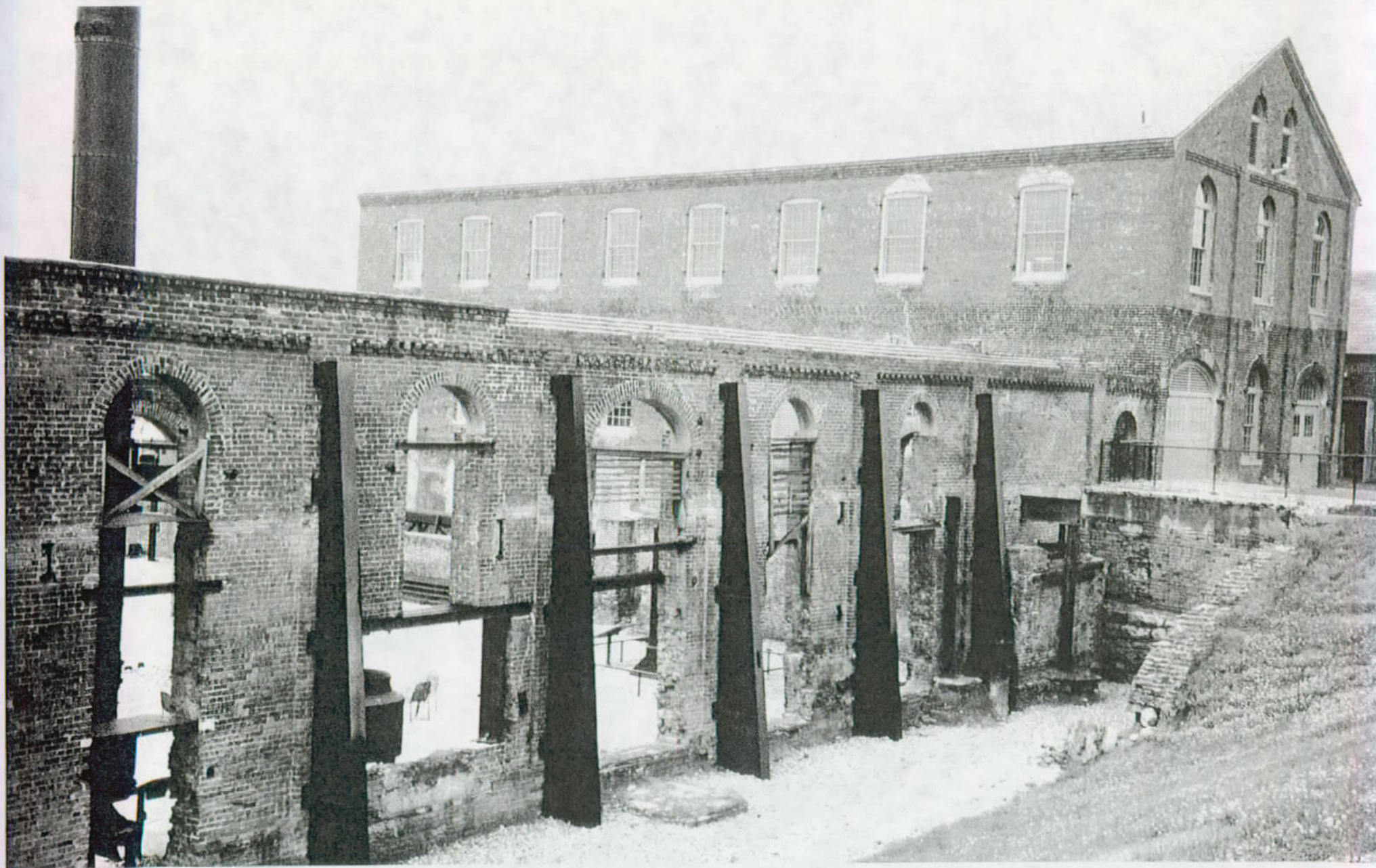
TREDEGAR IRON WORKS RICHMOND, VA

(SITE)





TREDEGAR IRON WORKS - DOWNTOWN RICHMOND



BUILDING REMNANTS AT TREDEGAR IRON WORKS



MANUFACTURING BUILDING AT TREDEGAR IRON WORKS

Conclusion

Of the 11 sites visited, the preliminary suitability/feasibility analysis for the labor history theme study determined that the Kate Mullany House, a component of the Hudson-Mohawk Urban Cultural Park, appears to meet the criteria of national significance, suitability, and feasibility for inclusion in the national park system. Although several of the remaining sites appear to meet the criteria of national significance and suitability, in most instances acquisition and management of those sites by the National Park Service is not feasible at present. The phase III report notes that three of the study areas/sites could be evaluated as components of potential heritage areas that would be locally developed and managed.

Further NPS activities could be conducted at two sites. Limited technical assistance could be provided to prepare maps or a folder illustrating these nationally significant resources, a handbook describing each site, or other appropriate interpretive materials for public distribution. In addition, a comprehensive interpretive guide could be prepared to provide the necessary national context for the varied history of American labor. The guide, which would go beyond the sites discussed in this analysis, could prove to be an invaluable tool in educating the American public about the significance of labor in United States history. These potential demands on NPS resources would have to be weighed against existing priorities.

Appendix A: Summary Table of Sites Studied

TABLE A-1: SUMMARY OF SITES STUDIED

Site	Suitability	Feasibility	Partnership Opportunities
Audiffred Building	Building has external integrity; nearby sites also commemorate waterfront labor history; representative of theme V, subtheme 5, "Labor Organizations and Protests." Suitable.	Not feasible — private owners want no additional public involvement or regulations and controls placed on the property.	No opportunity within the site; potential heritage trail or corridor along waterfront.
Butte-Anaconda Mining and Smelting Complex	Integrity of Butte and Anaconda cityscapes conveys much of their history; Public and private owners working effectively toward ownership, management, preservation, and interpretation of key sites; representative of theme V, subtheme 5, "Labor Organizations and Protests," but other sites share similar theme. Not suitable.	Not feasible — much of complex declared a superfund site; cost to rehabilitate and operate historic properties or develop heritage corridors would be prohibitive.	Potential regionally developed and managed heritage area possible.
Ford Motor / River Rouge Complex	Retains much of the original scale, mass, and appearance; nearby labor-related sites; site is representative of theme V, subtheme 5, "Labor Organizations and Protests". Suitable.	Not feasible — active major industrial facility, with no plans to discontinue production; cost to acquire and develop property would be prohibitive; untold hazardous material sites.	Potential regionally developed and managed heritage area; NPS already providing technical assistance to area.
Hudson-Mohawk Urban Cultural Park	Hudson-Mohawk Urban Cultural Park is part of a legislated national heritage area under continued regional management. Role of NPS in the heritage area depends on future planning.		
Harmony Mills	Surviving buildings display integrity; representative of theme V, subtheme 5, "Labor Organizations and Protests." Suitable.	Not feasible; major costs would be involved to acquire and preserve; present major commitment at Lowell; negative impact on local tax base; arson destroyed a major component of mill complex.	
Kate Mullany House	Exterior and interior structural integrity; nearby labor-related sites; representative of theme V, subtheme 5, "Labor Organizations and Protests." Suitable.	NPS designation feasible; NPS could assist with preservation and interpretation of house.	Mullany House should be considered for additional study to high degree of suitability/feasibility for future NPS involvement.
Kingsley Plantation	Site is a unit of the national park system.	Site is part of a unit of the national park system.	Not applicable

Site	Suitability	Feasibility	Partnership Opportunities
Matewan Historic District	Historic district has high degree of integrity; local sector working effectively in ownership, management, and restoration; representative of theme V, subtheme 5, "Labor Organizations and Protests." Not suitable; current owners of properties do an excellent job of preserving, protecting, and managing the historic district.	Not feasible; resource is not threatened.	Site is part of a designated national heritage area; future NPS role will depend on forthcoming planning.
Puckett Family Farm	Integrity of site is high; representative of theme V, subtheme 4, "Workers and culture"; similar resource already provided by the state of North Carolina at the Duke Homestead.	Not feasible; property size does not warrant major public involvement.	Limited partnership opportunities exist.
Pullman Historic District	Illinois historic site and museum; Historic Pullman Foundation offers tours and operates restaurant and small museum; Historic North Pullman Corporation planning tours of North Pullman and opening A. Philip Randolph Museum; site is representative of theme V, subtheme 5, "Labor Organizations and Protests." Not suitable; property is effectively managed by present owners, including local historical society and state of Illinois.	Not feasible; multimillion dollar costs associated with acquisition of Market Hall.	Potential regionally developed and managed heritage area.
Sloss Furnaces	Retains much of historic fabric from when site was a major industrial enterprise; currently managed by competent professional staff; local preservation efforts ongoing; site is representative of theme V, subtheme 5, "Labor Organizations and Protests"; effectively managed by city of Birmingham as a public use park. Not suitable.	Not feasible; costs of preserving and maintaining site might be prohibitive; potential unknown hazardous wastes sites; adjacent streets and railroads would limit development on perimeters of site.	Potential regionally managed and developed heritage area; NPS could provide technical assistance.
Tredegar Iron Works	Most aboveground facilities have been razed; former lessee stabilized historic buildings, developed museum and exhibits, and built playgrounds, carousel, and ice rink; owner now operates site; representative of theme V, subtheme 5, "Labor Organizations and Protests" and theme VI, subtheme 2, "Expanding Science and Technology." Not suitable; owner is effectively protecting site.	Not feasible; potential hazardous waste sites; costs to acquire and maintain site might be prohibitive.	Potential regionally managed heritage area.

Appendix B: Legislation

Public Law 102-101 —August 17, 1991

Public Law 102-101
102nd Congress

An Act

To authorize a study of nationally significant places in American labor history

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. THEME STUDY

(a) The Secretary of the Interior (hereafter in this Act referred to as the "Secretary") shall prepare and transmit to the Congress a National Historic Landmark Theme Study on American Labor History (hereafter in this Act referred to as the "Theme Study"). The Theme Study shall be prepared in consultation with the Secretary of Labor pursuant to the guidelines prepared under section 2. The purpose of the Theme Study shall be to identify the key sites in American labor history, including the history of workers and their work, of organizing, unions and strikes, of the impacts of industrial and technological change, and of the contributions of American labor to American history. The Theme Study shall identify, evaluate, and nominate as national historic landmarks those districts, sites, buildings, and structures that best illustrate or commemorate American labor history in its fullest variety. On the basis of the Theme Study, the Secretary shall identify possible new park units appropriate to this theme and prepare a list in order of importance or merit of the feasibility and suitability of such sites.

(b) The theme study shall be completed not later than 3 years after the date funds are made available for such study.

SECTION 2. CONSULTATION

The Secretary shall consult with workers, workers' representatives, scholars of labor history, and historic preservationists for technical assistance and for the preparation of guidelines for the Theme Study.

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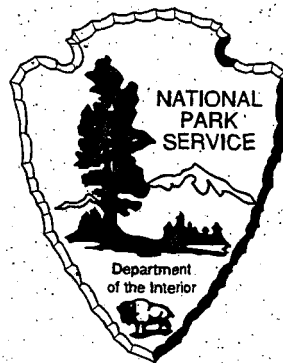
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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; 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 by encouraging stewardship and 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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