

D-65



Lock no. 39

a GREEN SHROUDED MIRACLE

The Administrative History of Cuyahoga Valley National Recreation Area, Ohio

**Ron Cockrell**  
National Park Service  
1992

*Cover artwork by Volunteer In Park Robert L. Tubbesing and layout by William S. Harlow*

# A Green Shrouded Miracle:

## The Administrative History of Cuyahoga Valley National Recreation Area, Ohio

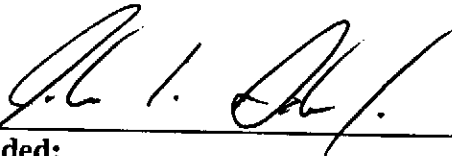
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Omaha 1992



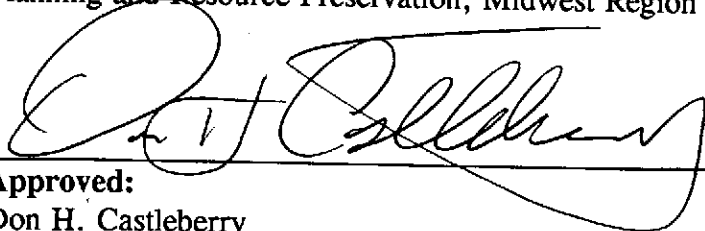
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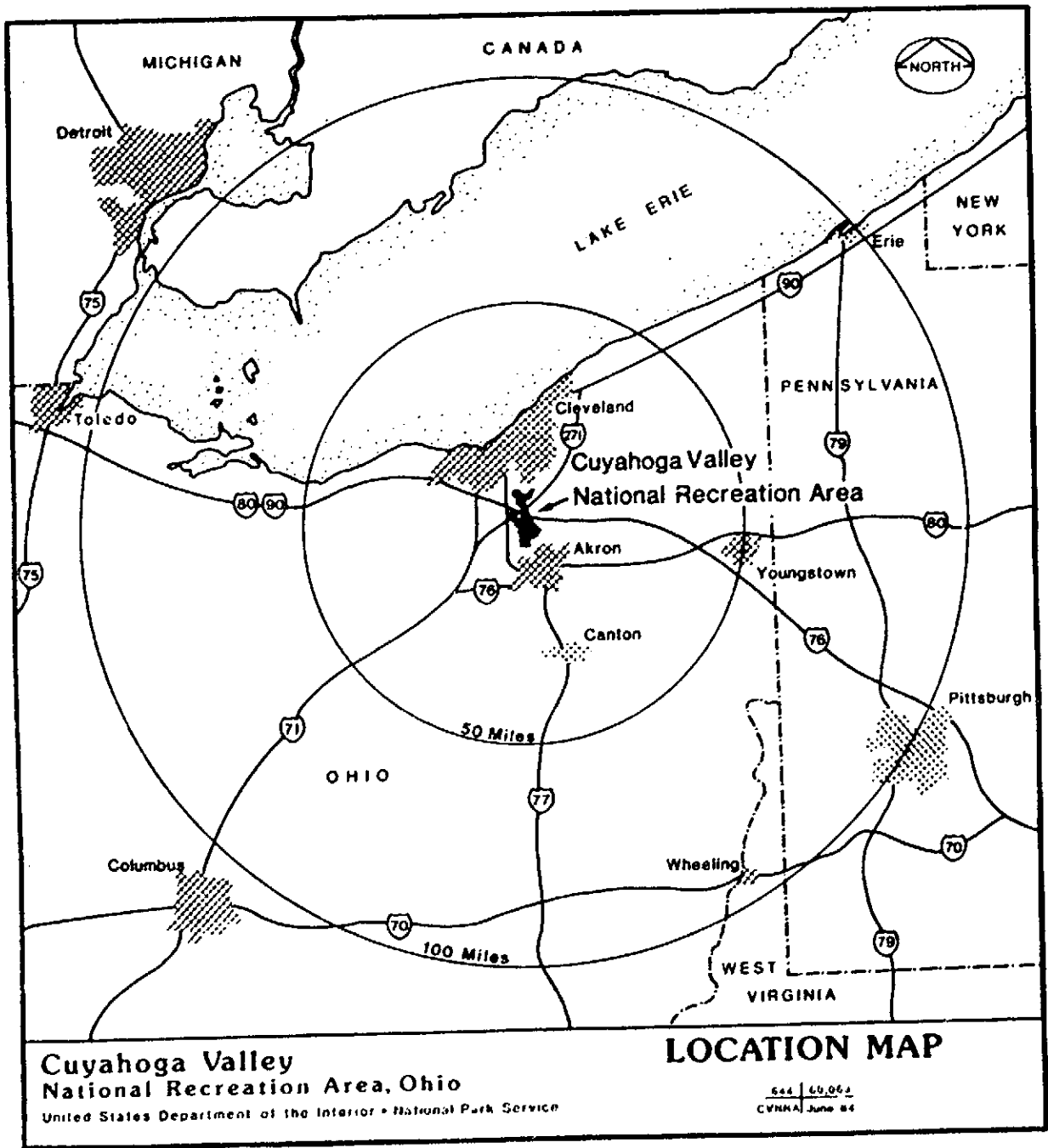


Figure 1: Location map, Cuyahoga Valley National Recreation Area

## DEDICATION

To all of the people mentioned within these pages who have helped shape the course of the Cuyahoga Valley National Recreation Area, a haven *to preserve and enjoy... for all people and all time.*

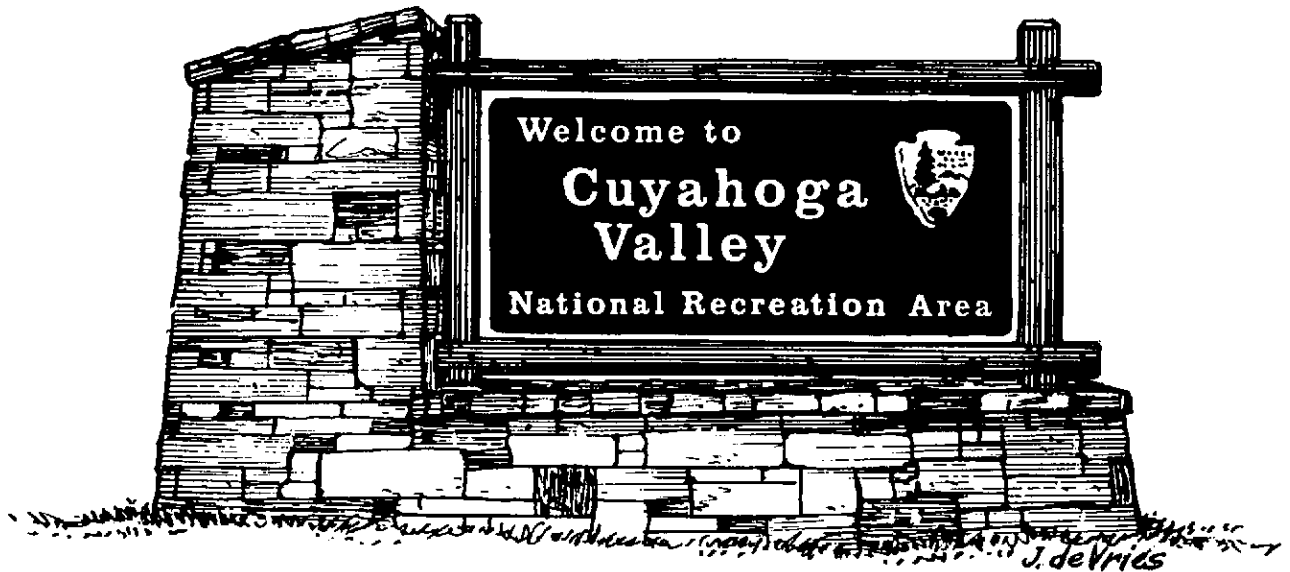


Figure 2: Entrance sign for Cuyahoga Valley National Recreation Area

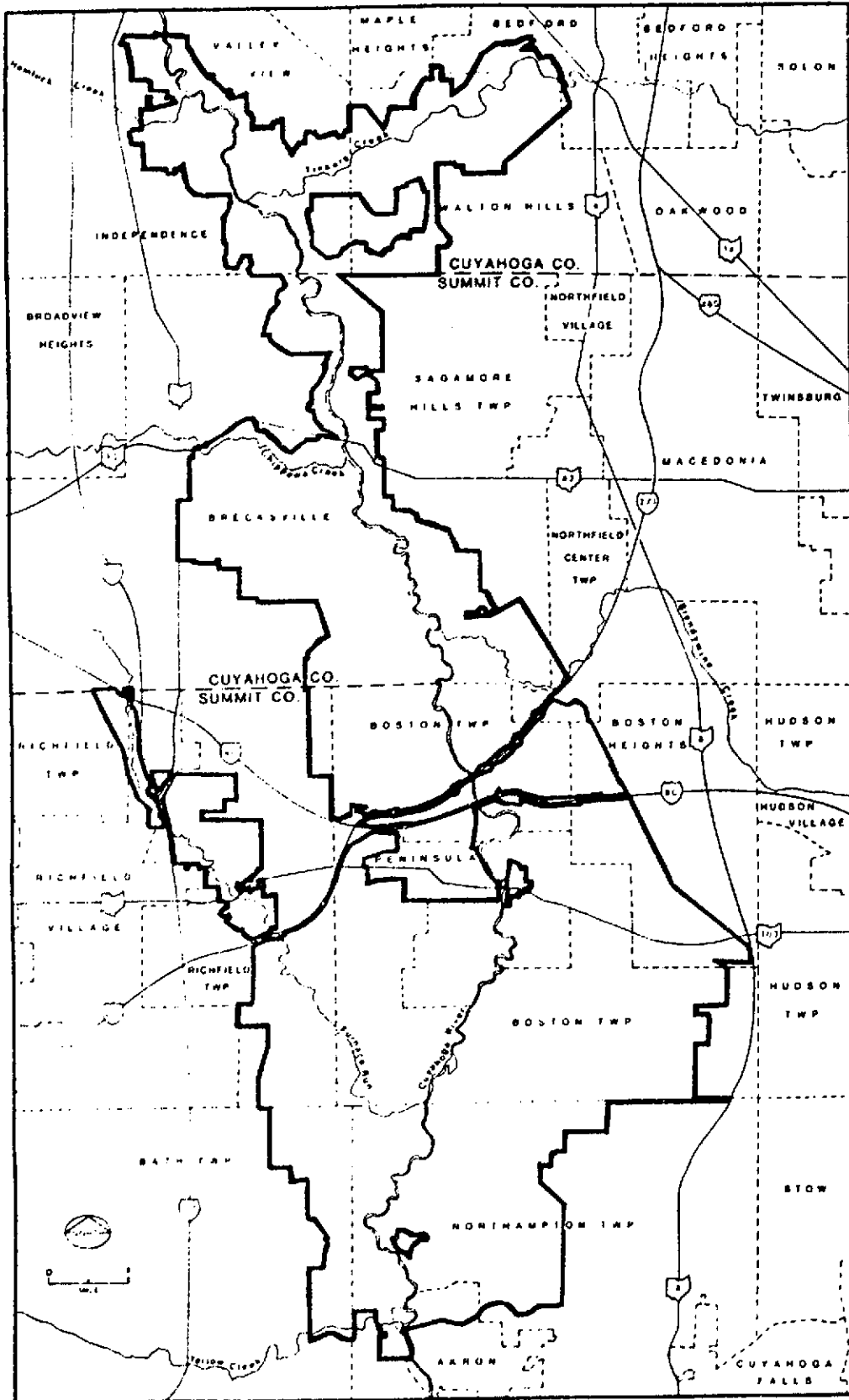


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The Cuyahoga built the industrial empire of greater Cleveland. Today, the valley containing this river exists as a green shrouded miracle caught between the spreading suburbs of Akron and Cleveland. Clearly, the Cuyahoga Valley with its significant natural, historical, and recreation qualities is one of the most strategically located resources in reach of urban America. It is as valuable and needed as the Gateway National Recreation Area in New York Harbor or the Golden Gate National Recreation Area in San Francisco.

Theodore R. McCann, 1973

\*\*\*\*\*

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<b>AMPD</b>	Akron Metropolitan Park District
<b>B &amp; O</b>	Baltimore and Ohio Railroad
<b>BOR</b>	Bureau of Outdoor Recreation
<b>BUP</b>	building utilization plan
<b>CCC</b>	Civilian Conservation Corps
<b>CCPC</b>	Cuyahoga County Park Commission
<b>CEI</b>	Cleveland Electric Illuminating Company
<b>CERCLA</b>	Comprehensive Environmental Responses, Compensation, and Liability Act
<b>CFR</b>	Code of Federal Regulations
<b>CLR</b>	cultural landscape report
<b>CMNH</b>	Cleveland Museum of Natural History
<b>CMPD</b>	Cleveland Metropolitan Park District
<b>COPE</b>	Citizens Organized to Protect the Environment
<b>CRIC</b>	Cuyahoga River Interpretive Center
<b>CRM</b>	cultural resources management
<b>CVA</b>	Cuyahoga Valley Association
<b>CVCC</b>	Cuyahoga Valley Communities Council
<b>CVIS</b>	Cuyahoga Valley Interceptor Sewer
<b>CVL</b>	Cuyahoga Valley Line
<b>CVNHP&amp;RA</b>	Cuyahoga Valley National Historical Park and Recreation Area
<b>CVNRA</b>	Cuyahoga Valley National Recreation Area
<b>CVPF</b>	Cuyahoga Valley Park Federation
<b>DSC</b>	Denver Service Center
<b>EA</b>	environmental assessment
<b>ECW</b>	Emergency Conservation Work
<b>EIS</b>	environmental impact statement
<b>EMRC</b>	Environmental Management Review Committee
<b>ENP&amp;MA</b>	Eastern National Parks and Monuments Association
<b>EPA</b>	Environmental Protection Agency
<b>ERDA</b>	Environmental Research and Development Administration
<b>FLHP</b>	Federal Lands Highway Program
<b>FTE</b>	full time equivalency
<b>FWPCA</b>	Federal Water Pollution Control Administration

## **Abbreviations**

<b>GAO</b>	General Accounting Office
<b>GSA</b>	General Services Administration
<b>GMP</b>	general management plan
<b>HCRS</b>	Heritage Conservation and Recreation Service
<b>HFC</b>	Harpers Ferry Center
<b>HSGA</b>	Humane Society of Greater Akron
<b>I&amp;RM</b>	Interpretation and Resource Management
<b>I&amp;VS</b>	Interpretation and Visitor Services
<b>IG</b>	Inspector General
<b>IP</b>	interpretive prospectus
<b>LAP</b>	land acquisition plan
<b>LCS</b>	List of Classified Structures
<b>LEWCF</b>	Lake Erie Watershed Conservation Foundation
<b>LPP</b>	land protection plan
<b>LWCF</b>	Land and Water Conservation Fund
<b>MWAC</b>	Midwest Archeological Center
<b>MWRO</b>	Midwest Regional Office
<b>NAICC</b>	North American Indian Cultural Center
<b>NCTA</b>	National Council on the Traditional Arts
<b>NCVC</b>	North Cuyahoga Valley Corridor
<b>NEFCO</b>	Northeastern Four County Area-wide Planning Agency
<b>NFFE</b>	National Federation of Federal Employees
<b>NIA</b>	National Inholders Association
<b>NOACA</b>	Northeast Ohio Area Coordinating Agency
<b>NPCA</b>	National Parks and Conservation Association
<b>NPS</b>	National Park Service
<b>OCF</b>	Ohio Conservation Foundation
<b>ODNR</b>	Ohio Department of Natural Resources
<b>OFA</b>	Ohio Foundation of the Arts
<b>OHCES</b>	Oak Hill Center for Environmental Studies
<b>OHS</b>	Ohio Historical Society
<b>OPR</b>	Outline of Park/Planning Requirements
<b>ORRRC</b>	Outdoor Recreation Resources Review Commission

## *Abbreviations*

<b>PL</b>	public law
<b>PVHA</b>	Peninsula Valley Heritage Association
<b>RM&amp;VP</b>	Resource Management and Visitor Protection
<b>RMP</b>	resource management plan
<b>SCA</b>	Student Conservation Association
<b>SCORP</b>	statewide comprehensive outdoor recreation plan
<b>SCS</b>	Soil Conservation Service
<b>SOIL</b>	Save Our Independence Land
<b>TAPS</b>	Technical Assistance and Professional Services
<b>TCRPC</b>	Tri-County Regional Planning Commission
<b>TPL</b>	Trust for Public Land
<b>TRWD</b>	Three Rivers Watershed District
<b>USC</b>	United States Code
<b>USGS</b>	United States Geological Survey
<b>VATS</b>	Visitor Access Transportation Systems
<b>VIP</b>	volunteers in parks
<b>WASO</b>	Washington Office
<b>WRHS</b>	Western Reserve Historical Society
<b>WRPHC</b>	Western Reserve Psychiatric Habilitation Center
<b>YACC</b>	Young Adult Conservation Corps
<b>YCC</b>	Youth Conservation Corps

***Abbreviations***

## PREFACE AND ACKNOWLEDGEMENTS

\*\*\*\*\*

*Winter, Summer, morning, evening....  
To see true beauty I need but look from  
my window or walk in my yard.*

*There before me lies the quiet meadow  
and beyond are the wooded hills.  
Always the same and yet always different.  
The valley and the hills are everlasting.*

*The trees grow slowly through the years.  
The colors change from hour to hour with the  
sky, day to day with storm or sunshine and  
month to month with the seasons.*

*What artist could blend so many greens  
on his pallet? Who can describe the bold  
crimsons and gold of Autumn? How delicate  
is the gentle blanket of morning mist!*

*One can travel far to see the countless  
beauties of nature. Comparisons are futile  
and meaningless. I have admired the rugged  
fiords of Norway and the bald peaks of  
Yosemite. But I gain strength each day at  
home from the beauty of our own Cuyahoga Valley.*

James Snowden Jackson,  
Thoughts on Beauty Exhibition,  
The Akron Art Institute, February 1964<sup>1</sup>

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Under Public Law 93-555, the United States Congress authorized the Cuyahoga Valley National Recreation Area (CVNRA) in December 1974 for the purpose of preserving and protecting "for public use and enjoyment, the historic, scenic, natural, and recreational values

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1. Poem included in Program of Memorial Service, James Snowden Jackson, February 3, 1905--May 22, 1985, Hale Farm and Western Reserve Village, Bath, Ohio, 2 June 1985.

## ***Preface and Acknowledgements***

of the Cuyahoga River and the adjacent lands of the Cuyahoga Valley" as well as to provide for the "maintenance of needed recreational open space necessary to the urban environment."

CVNRA preserves 33,000 acres along twenty-two miles of the Cuyahoga River between the two large northeastern Ohio cities of Cleveland and Akron. While more than four million residents populate the metropolitan area, the Cuyahoga Valley remains a "green shrouded miracle" of relatively undeveloped and scenic open space. It is the challenge of the National Park Service to manage CVNRA "in a manner which will preserve its scenic, natural, and historic setting while providing for the recreational and educational needs of the visiting public."<sup>2</sup>

While the CVNRA authorizing legislation gives NPS general direction, federal regulations and bureau policies further define NPS responsibilities. NPS's *Cultural Resources Management Guideline (NPS-28)* calls for the preparation of an administrative history for each unit in the National Park System. Such studies document the complete story of a park as a unit to preserve information necessary to the history of the park and provide a historic basis for future management decisions.

This report constitutes the first administrative history of CVNRA. The primary information base for this history study are the NPS libraries and files of CVNRA and the Midwest Regional Office, as well as oral history interviews. At present, no comprehensive work exists which documents the history of national park development in the Cuyahoga Valley. This effort utilized as many agency sources as possible. It was not expanded to include the equally detailed administrative histories of the various partners comprising CVNRA's "management mosaic," namely the units of the Cleveland and Akron Metropolitan Park Districts which are within the authorized boundaries of the national recreation area, but remain under separate jurisdiction.

Preliminary research was accomplished in the spring of 1987 in order to prepare for an oral history interview with former Assistant Secretary of the Interior Nathaniel P. Reed in Hobe Sound, Florida, on March 7, 1987. The Reed interview encompassed two parks, CVNRA and Indiana Dunes National Lakeshore, Indiana, the latter of which was the subject of another administrative history published in 1988. Research began in earnest for CVNRA in the spring of 1988 with archival research largely being completed by late 1988. Oral history interviews took place in the late spring and summer of 1989. Because the author served as acting midwest regional historian throughout 1990, progress on the study lapsed until early 1991. The document underwent extensive review beginning in August 1991, with a final report due by early 1992.

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2. Public Law 93-555.

## *Preface and Acknowledgements*

The methodology for organizing this study can be seen in the table of contents. With a few exceptions, events leading up to the December 1974 authorization of CVNRA are presented chronologically in Chapters 1 through 6. Thereafter, following park authorization, the chapter format becomes topical (1975 to 1991), although the chronological approach is retained within each section. Because the park management-related section proved to be unwieldy, it was divided into two chapters.

I would like to thank all of the interviewees for their cooperation in participating in this study. Their assistance has helped make this report more friendly and readable than one based solely on stale government records and newspaper accounts. I am indebted to Bill Birdsell, who had the foresight to order that all pertinent documents be retained for this project, and to Ron Thoman and Susan Garland who faithfully held to that command over the years by adding to the boxes in the "Administrative History Room" at Jaité. Pouring through that locked basement archive as well as boxes of park files scattered elsewhere proved to be a challenging, but delightful, experience.

**Ron Cockrell**  
**July 26, 1991**  
**Omaha, Nebraska**

***Preface and Acknowledgements***

# Chapter 1

## A Brief History of the Cuyahoga Valley

\*\*\*\*\*

The Cuyahoga River Valley is biologically unique--a "botanical crossroads" situated in the transition zone between the Central Lowlands to the west and the Appalachian Plateau to the east. The valley serves as a natural dividing line between these eastern mountain and western prairie physiographic provinces.

Statement for Management, 1977

\*\*\*\*\*

### Natural History of the Cuyahoga Valley

The Cuyahoga River of northeast Ohio originates from two sources. The river's east branch emanates from a spring near Montville while the west branch begins near Chardon, both in Geauga County, Ohio. The branches combine near Burton. The river proceeds south through the Allegheny Plateau to present-day Akron where it unites with the Little Cuyahoga River. It is at Akron that the aforementioned watershed plateau divides the land north and south: for while the Cuyahoga River turns to the north and empties into Lake Erie, the Tuscarawas River, five miles distant from Akron, flows south to the Ohio River, thence to the mighty Mississippi and the Gulf of Mexico.

The valley between Akron and Cleveland through which the Cuyahoga River flows consists of Devonian and Mississippian shales and Mississippian and Pennsylvanian sandstones. When the glacier receded (13,000 B.C.), coarse debris, including sand, gravel and clay, remained in a half-mile-wide valley marked with unstable slopes from 200 to 400 feet high. Within this valley, the meandering Cuyahoga River, fed by Furnace Run, Yellow Creek,

## Chapter 1

Dickerson Run, Chippewa Creek, Salt Run, Brandywine Creek, and Tinkers Creek tributaries, cut into the bedrock and varied from 35 to 85 feet wide and a depth of from a few inches to five feet. The natural floodplain ranged from a few hundred yards to a mile wide. Soil conditions, sandy and clayey, and the frequency of flooding, result in a poor ability to bear loads, but good potential for agricultural pursuits.

The valley walls were heavily forested as were much of the land beyond the floodplain. It is the flora which makes the valley unique as a transition between the mountain and prairie physiographic zones. While the flora principally bears Canadian characteristics, more than forty percent of the vascular flora of Ohio is also present. Northern hemlocks thrive in many of the tributary ravines which sprout from the valley floor to the uplands.

Tinkers Creek Gorge National Natural Landmark in the north end of the Cuyahoga Valley (within the Bedford Reservation) is noted for its hemlock habitat. The gorge encompasses a virgin forest where a beech/maple/hemlock association may be seen on the damp valley floor while an oak/hickory association exists on higher, drier soil on the slopes to the uplands. The 22-acre Stumpy Basin, a wetland used by Kent State University as a study area, preserves rare and diverse plant species.

In prehistoric times, Cuyahoga Valley fauna contained mammoth, mastodon, and caribou, as well as representatives of most modern species.<sup>1</sup>

### Prehistory, Indian Settlement, and Euro-American Contact

Following the departure of the glaciers, the first humans to enter the Cuyahoga Valley came as early as 12,000 to 10,000 B.C., and are known as "Paleo-Indians," small hunting and foraging groups which roamed through the area following herds of mastodon and mammoth. During the Archaic Period (7000 to 800 B.C.), small nomadic groups grew in number and density and tool-making of cold-hammered copper became common. The "Archaic Indians"

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1. Nick Scratish, *Historic Resource Study: Cuyahoga Valley National Recreation Area, Ohio* (Denver: Denver Service Center, National Park Service, September 1985), 1-3; League of Women Voters, "Cuyahoga Valley Study," January 1974, Cuyahoga Valley National Recreation Area Archives (hereinafter cited as CVNRA Archives); Harry Pfanz, *The Cuyahoga Valley Between Akron and Cleveland* (Washington, D.C.: National Park Service, n.d.), 1-2; *Statement for Management, Cuyahoga Valley National Recreation Area, Ohio* (Denver: Denver Service Center, National Park Service, February 1, 1977); and Dr. David S. Brose, "Summary Report on the Archeological Resources of the Cuyahoga Valley National Park, March 17, 1975," chapter contained in Mosure-Fok & Syrakis, et al., *Technical Report for the Cuyahoga River Valley Park Study: Volume Two* (prepared under contract for the Ohio Department of Natural Resources, March 1975).

settled only seasonally in campsites in interfluvial rock shelters along bluff edges and the floodplain. (Natural processes have obliterated most of these sites.) Toward the end of this era, group territoriality and long distance trading systems began.

In the Early and Middle Woodland period (800 B.C. to A.D. 500), maize and squash agriculture helped the growing human population become more sedentary. Villages along the edge of the floodplain continued to expand and were occupied from the spring through the fall harvest. This Mound Builder/Hopewellian culture also developed mortuary ceremonialism.

The period A.D. 700 to 1200 is not well defined nor are there many extant sites other than winter hunting camps. From A.D. 1000 to 1350, summer agrarian villages along the edge of the forest revealed an increased density of semi-permanent habitation. The following 200 years saw organized fields ringing stockaded villages. The latest radiocarbon-dated prehistoric sites in the Cuyahoga Valley are from A.D. 1620, 40 years before the initial Euro-American contact period (A.D. 1660 to 1750). This corresponds with the earliest historic accounts from fur traders, who did not find any Native American habitation there from 1640 to 1720.<sup>2</sup>

The traditional explanation for this occurrence has spawned a pseudo-historical legacy which persists to this day. Jesuits, relying on second-hand information, were responsible for assigning the homeland of the Erie nation along Ohio's south shore of Lake Erie. Subsequent tradition holds that, before white traders arrived, Hurons, pushed out of the Lake Ontario region by other Iroquoian tribes, clashed with native Eries in northeast Ohio. War between the two peoples resulted in the Erie's defeat and departure from the area.

A contemporary scholastic view, however, rejects this traditional story and places the Eries to the southeast of Lake Erie in western New York, well outside of the Ohio area. Knowledge of the Eries is scant because they ceased to exist as a cohesive group in the seventeenth century. During the same period, a series of Iroquoian raids in northeast Ohio displaced the precontact native inhabitants. This latter group is largely undocumented and remains a mystery. Confusing the situation even further, Senecas were simultaneously pushing westward, resettling the Erie's former homeland.<sup>3</sup>

Ottawas from the western Great Lakes soon moved into northeast Ohio, settling in small villages along Lake Erie and south into the Cuyahoga Valley. The most enduring Native

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2. Brose, "Summary Report on Archeological Resources," March 1975; Scratish, *Historic Resource Study*, 1; and Pfanz, *Cuyahoga Valley*, 3.

3. David R. Bush and Charles Callendar, "Anybody but the Erie," *Ohio Archaeologist* (Winter 1984).

## Chapter 1

American legacy in the Cuyahoga Valley is its name of which the most popular translation is "the crooked river," but the "place of the jawbone" and "place of the wing" are also acceptable.<sup>4</sup>

The continent's interior in the 17th and 18th centuries experienced an intense European rivalry over the lucrative fur trade. As British and French (and to a much lesser extent, Spanish) traders vied for control, Native Americans became pawns of the imperial powers. In 1744, the Iroquois confederacy recognized British hegemony over the territory north of the Ohio River. Tensions soon came to a head in 1753 as the French-Indian War began at Fort Necessity when a French-Canadian force, intent upon capturing the Ohio River valley for France, clashed with Virginian troops led by George Washington. Upon resolution of the conflict in 1763, French activity ended and the region belonged to Great Britain.

With the advent of the American Revolutionary War and the peace treaty of 1783, Britain relinquished all of Ohio to the United States, but British activity did not cease until the conclusion of the War of 1812. By this time, all of the Native American groups had left, except the Wyandot who finally departed in 1842. As United States settlers pushed farther west from the Atlantic seaboard, a number of treaties were negotiated to establish territoriality and effectively separate the two cultures. The treaties of Fort Stanwix (1784) and Fort McIntosh (1785), which were both reaffirmed by the Treaty of Greenville (1794), fixed the western boundary of the United States in this area at the Cuyahoga and Tuscarawas rivers and the eight-mile Portage Path connecting the two. This arrangement remained in effect until 1805 when Native Americans ceded the remainder of their lands in the region to the U.S.

The first Euro-American settlement in the Cuyahoga Valley came in 1786 when Moravian missionary John Heckewelder built a mission he called "Pilgerruh" along the river, but then abandoned it the following year. Two French traders also established posts, one at Portage Path, the other at French House in the general vicinity of the junction of Tinkers Creek and the Cuyahoga River. The valley remained a "quiet backwater" for several decades, but a popular legend holds that three gunboats (*Trippe*, *Tigress*, and *Portage*/renamed *Porcupine*), manufactured by craftsmen at a Portage military post, were part of Oliver Hazard Perry's Lake Erie fleet and played key roles in the September 10, 1813, American victory.<sup>5</sup>

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4. Scrattish, *Historic Resource Study*, 1.

5. Pfanz and Scrattish, *passim*. CVNRA North District Ranger Rory Robinson stated that research conducted during the tenure of Secretary of the Navy Franklin D. Roosevelt revealed the claim was indeed untrue, but the popular piece of folklore persists. Robinson to author, 22 November 1991.

## **The Western Reserve**

In the late 1700s, four states claimed the land west of Pennsylvania largely because of confusion caused by overlapping land grants from the British crown. New York, Virginia, Massachusetts, and Connecticut all claimed lands in the "Northwest Territory" (established in 1787) and the resulting disputes became heated and sometimes violent. To end the turmoil, the states, beginning with New York in 1780, relinquished their claims to the national government. The last to cede its claim was Connecticut in 1786; however, Connecticut officials reserved a strip of territory along the south shore of Lake Erie stretching 120 miles west from Pennsylvania with a southern boundary at the 41st parallel. Congress officially recognized the area as "The Western Reserve of Connecticut." The Cuyahoga River lay entirely within the Western Reserve.

In 1795, Connecticut established a commission to administer the sale of the three million-acre Western Reserve. On September 1, 1795, the commission sold the land at 40 cents an acre for \$1.2 million, an amount placed in a special fund to benefit schools. Officials set aside land along Lake Erie for Connecticut citizens who lost property from British bombardments of the coast during the Revolutionary War, an area henceforth called "the Firelands" (known today as Erie and Huron counties). The state issued quit-claim deeds to the purchasers, a syndicate of 35 men who formed the Connecticut Land Company. Beginning in April 1796, the company surveyed land east of the Cuyahoga River into townships. At the mouth of the Cuyahoga River, the city of "Cleveland" was platted, named after the Connecticut Land Company's general agent, General Moses Cleaveland. On July 4, 1805, Native Americans ceded lands west of the Cuyahoga River and the remaining Western Reserve survey work soon began.

Settlement of the Western Reserve came only incrementally as Connecticut Land Company proprietors sold off their individual holdings. Settlers came principally from New England through Buffalo, New York, and thence via Lake Erie. Some hauled their boats up the Cuyahoga River into the valley and beyond. Others herded their cattle over the cleared-off, surveyed range lines while additional settlers used the Indians' "Mahoning Trail." Settlement increased following the War of 1812 when many of Commodore Perry's men purchased land in the area. Killing New England frosts in the summer of 1816 brought an influx of Connecticut farmers to the Western Reserve.

The Cuyahoga Valley was also slow to be settled largely because of its geographical isolation. Farmers found the valley heavily forested. Valley walls, in addition to being steep and rugged, tended to also be unstable. Subsistent farmers there led hard lives as opposed to other places which had fewer topographical obstacles, better communication systems; and more commercial development opportunities.

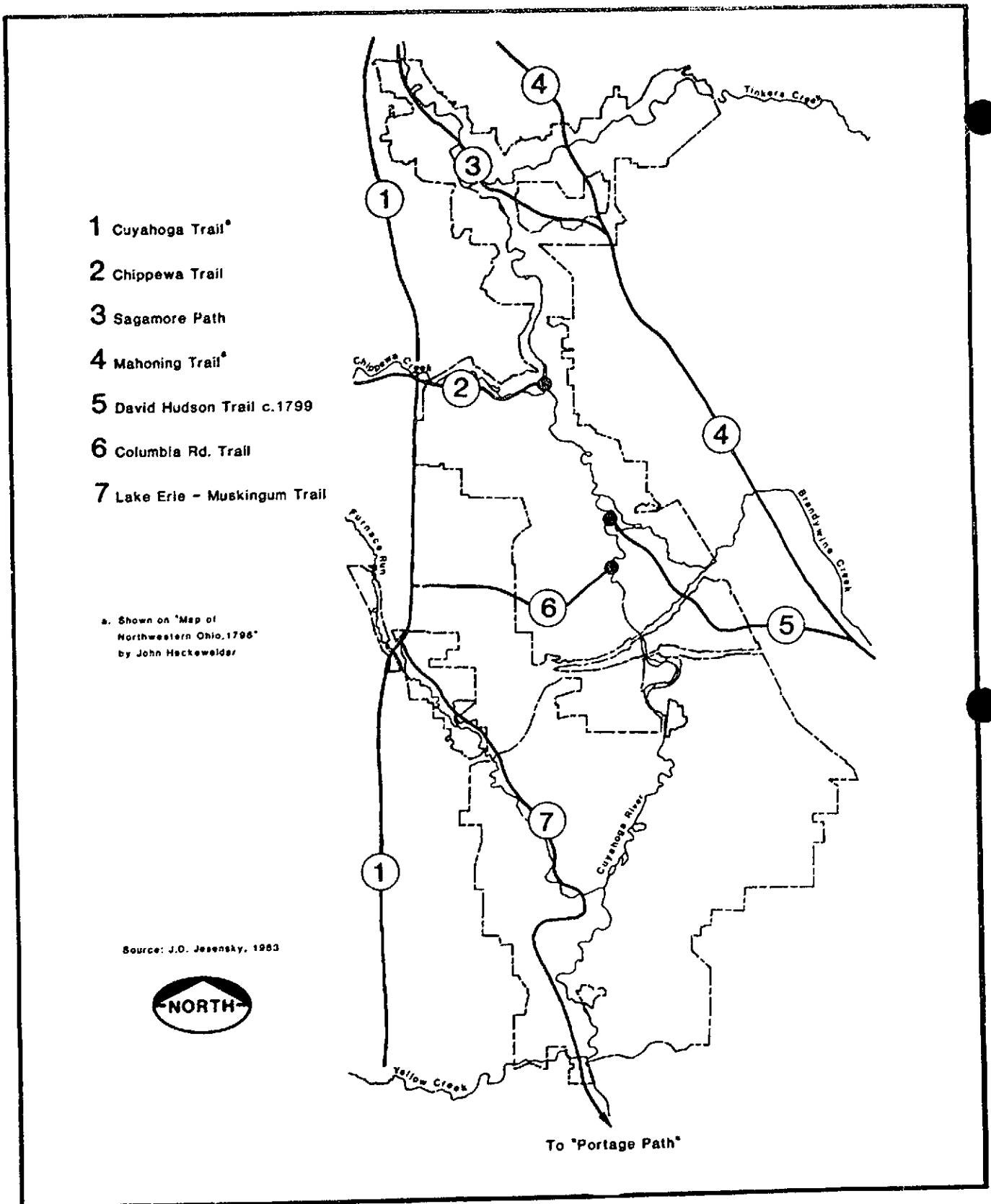


Figure 4: Historic trail routes through the Cuyahoga Valley. (Source: CVNRA Trail Plan, 1985)

The establishment of Washington County in 1788 brought civil law to the region, but the county seat of Marietta in southeast Ohio was too far removed to benefit the Cuyahoga Valley which formed part of its western boundary. In 1795, Wayne County was formed in the Northwest Territory with its seat in Detroit. It bordered Washington County along the Cuyahoga River. Two years later, Jefferson County formed from the northern section of Washington County. With the subsequent organization of the Ohio Territory, which incorporated the entire Western Reserve, the legislature rearranged county boundaries and made Warren the seat of Trumbull County. Ohio entered the Union on March 1, 1803, the seventeenth state to do so. As the population around Cleveland began to expand, Cuyahoga County formed in 1807 and encompassed the northern half of the Cuyahoga Valley. The southern half of the valley was incorporated into Summit County when it formed in 1840.<sup>6</sup>

## Ohio and Erie Canal and the Railroad

American leaders knew that the key to developing the continent's vast interior was in establishing a good transportation system. That meant a series of canals would be needed to link the Great Lakes with the nation's river systems. As early as 1784, George Washington espoused a plan to boost the fur trade and interior communications by utilizing the Great Lakes. His plan included the Cuyahoga River. In 1788, Washington formally proposed canals linking the Cuyahoga, Big Beaver, and Muskingum rivers to allow easy intercourse from the Great Lakes to the Ohio River.

Canal-building in the United States reached a feverish pace following the opening of New York's 363-mile Erie Canal in 1825 at a cost of \$10 million. Ohio was especially intrigued by New York's example because its struggling farmers were saddled with high freight charges in getting their crops to eastern markets. In 1822, the governor appointed a commission to identify potential canal routes. The Ohio Legislature authorized construction of the "Ohio and Erie Canal" (Cleveland to Portsmouth) and the "Miami Canal" (Cincinnati to Dayton) in 1825. From Cleveland, the Ohio and Erie Canal route proceeded south along the Cuyahoga River, over the Portage Summit (at the future site of Akron) to the Tuscarawas, west to the Licking, then to the Scioto at Columbus, and finally south to the Ohio River town of Portsmouth. The canal route was a total of 308 miles, crossing thirteen counties stretching from northeast, central, and south central Ohio.

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6. Scratish, *Historic Resource Study*, 85-93; Pfanz, *Cuyahoga Valley*, 8-9; and "The Cuyahoga Valley and The Ohio Canal," pamphlet compiled by Robert L. Hunker, Peninsula, Ohio, for the annual conference of the National Trust for Historic Preservation members' tour of the Cuyahoga Valley and Hudson, Ohio, October 12, 1973.

## Chapter 1

The Ohio and Erie Canal's first link opened on July 3, 1827, when a group led by Ohio Governor Allen Trimble left Portage Summit aboard *State of Ohio*. The 38-mile trip to Cleveland and Lake Erie saw a 395-foot drop in elevation as the boat wound her way through the Cuyahoga Valley's 44 locks and three aqueducts. The canal trench itself was 40 feet wide at the top and 26 feet at the bottom. The entire canal was completed in 1832 at a cost of \$5 million. The engineering miracle proved to be an economic wonder as well. Barges could now cross the state in eighty to ninety hours. Not only did the Ohio and Erie Canal tie Ohio to the rest of the nation, but it helped open the interior to other markets to the south and east. Living standards improved with the new prosperity and settlers poured into central Ohio as towns cropped up along the canal.

Rivers and canals remained the primary means of transportation in the United States until the proliferation of railroads, a quicker, more efficient mode, began to eat away at canal revenues in the 1850s. By 1856, canals operated in the red. Railroads became preeminent during the Civil War and many canals were transferred from public control to private lessees. No longer economically competitive, canals were being abandoned in the 1880s.

In the Cuyahoga Valley, the Ohio and Erie Canal dominated as the primary mode of north-south transportation for a half-century. Topographical difficulties temporarily prevented the construction of a railroad route through the valley to connect Cleveland and Akron. A desire to haul iron ore more cheaply from Canton for the ravenous blast furnaces of Cleveland prompted construction in 1873 of a rail route which was finally completed in 1880. Called the "Valley Railroad," the route paralleled the west bank of the Cuyahoga River and the Ohio and Erie Canal. Railroad stations were built at Independence, Boston, and Peninsula (where the railroad crossed over to the east bank of the river), Everett, Ira, and Botzum. With this vibrant transportation system in place, the subsistence lifestyle disappeared. Farmers stripped most of the valley of its heavy forest cover to till the rich soil, and benefitted from the fruits of a market economy.

The Valley Railroad, which was incorporated into the Baltimore and Ohio Railroad (B & O) system in 1890, competed with the canal for commerce, but nagging financial problems resulted in the railroad's bankruptcy in 1894. In 1895, it resumed operations under the name "Cleveland Terminal and Valley Railroad." A devastating flood in 1913 ended the operation of the canal in the valley. The B & O maintained passenger service on the Valley Railroad until mid-century; thereafter it served the needs of the Hydraulic Press Brick Company in Independence and the Tecumseh Corrugated Box Company at Jaite.

By the turn of the century, a complex road system criss-crossed the valley. Both of the nineteenth century transportation systems of the Cuyahoga Valley were about to be surpassed by something new--the private automobile.<sup>7</sup>

## **Development of Northeast Ohio and the Cuyahoga Valley**

Cleveland's population grew quickly thanks to the Ohio and Erie Canal. The town's status as a trade center surged again when rail service arrived in 1852. A ready food supply was available from the fertile valley to the south from where the Cuyahoga River flowed to Lake Erie. With advances made during the Industrial Revolution, new industries sprouted along these water routes and urban industrial expansion skyrocketed. When high-grade iron ore from the Great Lakes region was mixed with soft Ohio coal to make steel, Cleveland's future as one of America's industrial centers was assured.

Akron traces its birth to the canal. Platted along the canal right-of-way in 1825, it had been settled by 250 people two years later. The construction of the Pennsylvania and Ohio Canal linking Akron with Pittsburgh in 1840 encouraged new expansion. Industries ranging from iron ore smelters, pottery kilns, and grain mills (such as Ferdinand Schumacher's which evolved into the Quaker Oats Company) came here. Akron's Benjamin F. Goodrich opened a rubber factory in 1880 to manufacture carriage and bicycle tires. Similar companies such as Miller, Seiberling, and Firestone also located in Akron, and with the advent of the automobile, the rubber tire industry boomed.

As Cleveland and Akron prospered, both cities expanded in the direction of the Cuyahoga Valley which, despite the developing transportation systems, remained a quiet backwater. Valley resources were extensively exploited to construct both the canal and railroad routes. Trees not felled for these projects were logged off to clear the land for farming or for home-building in the valley or nearby cities. There were few remnants of pre-settlement vegetation. (In 1946, members of the Early Settlers Association of the Western Reserve found only fourteen trees in the valley more than 150 years old.) Sandstone was quarried at several sites for the canal's infrastructure. These construction activities in the valley also brought an influx of workers. Once completed, the canal continued providing employment opportunities. One young man who worked for a short time as a "hoggie" or mule-driver on the canal was James A. Garfield, a future president of the United States.

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7. *Proposed Ohio & Erie Canal, Ohio: Suitability/Feasibility Study* (Denver: Denver Service Center, National Park Service, October 1975), 12, 14, 20-1, 24-6; Pfanz, *Cuyahoga Valley*, 11-3; Scratish, *Historic Resource Study*, 49-52, and 182; and Ron Thoman interview, 26 May 1989.

## Chapter 1

The earliest valley settlements appeared following Ohio statehood. In Cuyahoga County, two townships, Independence and Brecksville, formed along the river in the valley's north end and towns by the same name were founded following surveying in 1808 and 1811 respectively. Valley View in Independence Township was platted in 1806. In what later became Summit County, Northfield, Boston, and Wheatfield (later renamed Bath) townships formed. In the latter, Abraham Miller squatted on land purchased by Jonathan Hale of Glastonbury, Connecticut. When Hale arrived the following year on July 4, 1810, Hale appreciated the work Miller had already accomplished and helped him settle on a nearby parcel. Hale's generous spirit earned him a reputation which endures to this day and is commemorated by The Hale Farm and Western Reserve Village, a living history complex operated by the Western Reserve Historical Society.<sup>8</sup>

Each township developed much like the other. Each benefitted from the river, canal, and railroad. Throughout the nineteenth century and into the beginning of the twentieth, because of soil conditions and lack of potable water, the Cuyahoga Valley was in no danger of losing its status as a quiet backwater sandwiched between two of the nation's booming industrial centers.

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8. Pfanz, *Cuyahoga Valley*, 14-17, 24-30; and Scrattish, *Historic Resource Study*, 3, 94-5.

## Chapter 2

### Recreation Comes to the Cuyahoga Valley

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The dominance of this topographic feature, and its great and impressive beauty, are certainly beyond question. To save that scenery for all time for the benefit and enjoyment of the people--not only of Summit County but of communities farther afield--would be an accomplishment justifying unusual effort and worthy of great praise.<sup>1</sup>

Olmsted Brothers Report, 1925

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By the dawning of the twentieth century, recreation in the Cuyahoga Valley was an established tradition. Beginning in the 1870s, city dwellers were venturing out to the countryside picnicking, boating, hiking, and for nature study. Carriage rides down the quaint country roads and boat rides along the canal were especially popular. Eager to escape the pressures of urban industrial life, many families journeyed to the Cuyahoga Valley on the Valley Railroad which promoted its excursions with a guidebook. Farmers sold their produce directly to these tourists. The Hale family utilized some rooms of their historic house as a hostel. Clearly, Clevelanders and Akronites during the last quarter of the nineteenth century recognized and took advantage of the recreational opportunities in the Cuyahoga Valley.<sup>2</sup>

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1. Olmsted Brothers, Landscape Architects, *Report on a Park System for Summit County, Ohio*, submitted to E. D. Eckroad, President, Metropolitan Park Board of Summit County, 5 October 1925.

2. Ron Thoman interview, 26 May 1989.

## Chapter 2

### Cleveland Metropolitan Park District

When the Ohio General Assembly passed the County Park Commission Act of 1911, history was made. Unique in the United States, Ohio established a level of parks between the echelons of city and state. Devised principally to serve metropolitan Cleveland in Cuyahoga County, the act allowed for the formation of the Cuyahoga County Park Commission (CCPC) accountable to the Cuyahoga County Board of Commissioners. It gave CCPC the "power to receive in the name of such counties gifts, donations, and devises of land and property, real and personal, for the establishment of parks, boulevards and public grounds outside of cities, for the use of said county...."<sup>3</sup>

Unfortunately, that left CCPC with no immediate operating funds. It soon became clear that public money was required to support a modest land acquisition program and a countywide parks and recreation needs assessment survey. To correct this deficiency, the general assembly amended the 1911 act four years later to authorize the levying of taxes (again, subject to the approval of the county commission) of "not to exceed one-tenth of one mill per dollar on the assessed value of the property of the county... for the purpose of creating a park fund; the amount raised shall be used and expended by said park board in the manner set forth in said budget and in no other manner whatsoever."<sup>4</sup> The 1915 amendment also authorized condemnation of private property for park purposes and the placement of park bond issues before voters.

On June 25, 1915, the CCPC Board approved a proposal to develop a countywide park system plan. The commissioners appointed Cuyahoga County Surveyor W. A. Stinchcomb as its project engineer for the park survey and asked him to hire the renowned Olmsted Brothers landscape architecture firm of Brookline, Massachusetts, to provide technical assistance. On September 27, 1915, following a three-day tour of Cuyahoga County, Frederick Law Olmsted, Jr., appeared before the board to discuss the preliminary scope of the plan. Asserting that the private automobile would be important to the future of urban parks, Olmsted outlined a series of park reservations around the perimeter of Cleveland connected by scenic parkways. The Olmsted plan formed the basis of what later became called "The Emerald Necklace."

Based upon the Olmsted recommendations, landscape architecture draftsman W. M. Freer worked with Stinchcomb to devise the final park system plan which was published in June 1916. Stinchcomb conceived several parkways leading from Cleveland's center in order to get people to the "Necklace." The plan included glens of rivers and creeks (lands unsuitable for normal

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3. Nick Scrattish, *Historic Resource Study: Cuyahoga Valley National Recreation Area, Ohio* (Denver: Denver Service Center, National Park Service, September 1985), 215.

4. *Ibid.*

## *Recreation Comes to the Cuyahoga Valley*

development) and encouraged landowners to donate these areas for park purposes as well as scenic easements on contiguous tracts.

A January 1917 legal challenge to the CCPC board's authority to spend public funds (the 1915 amendment) resulted in a ruling by the Cuyahoga County Court of Common Pleas that the provision was unconstitutional because board members were appointed, not elected by the people. Soon after the board's February 1917 meeting, the court issued an injunction preventing the park board from operating.<sup>5</sup> The entire park experiment was in jeopardy.

On March 6, however, the Ohio General Assembly passed a bill drafted by W. A. Stinchcomb to correct the shortcoming. The 1917 act provided for metropolitan park district boards operating solely on revenues from general tax levies (not bond issues) of .1 mill for a period of ten years. On July 23, the Cleveland Metropolitan Park District (CMPD) formed when a Cuyahoga County probate judge (an elected official and a judicial overseer) appointed three commissioners to supervise metropolitan park operations. The CMPD board took over the work of its predecessor with sufficient operating funds until the .1 mill tax levy went into effect. In addition to judicial oversight, its annual fiscal budget had to be sanctioned by the county budget commission.

The Ohio General Assembly passed additional park district legislation in 1919 which allowed the districts to go beyond the .1 mill limit by putting capital improvement levies explicitly for land acquisition (to a limit of .5 mill) directly before voters. It also allowed the districts to operate outside a single county. Governor James M. Cox vetoed this controversial legislation in May 1919, but the General Assembly overrode the veto in January 1920. The solons authorized additional .1 mill capital improvement levies in 1921 and 1923. The authority to use special levies for land acquisition was an important tool for the CMPD. The district's 1919 master plan identified, among other places, the Chippewa and Tinkers Creek systems in the Cuyahoga Valley as key areas for preservation.

The levies permitted the CMPD to initiate land acquisition purchases in these spots which became the Brecksville and Bedford Metropolitan Park (popularly called "metropark") Reservations, respectively. Under CMPD Director-Secretary W. A. Stinchcomb (who was appointed to that post in 1921), the district's philosophy was to acquire as much land as possible while land prices were still relatively low. Development of these areas for park purposes could come later, but it was essential to acquire the core metropark tracts first. Under Stinchcomb, CMPD acquired nearly sixty percent of what is now Brecksville Reservation, and seventy-five percent of contemporary Bedford Reservation.

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5. Litigation concerning the constitutionality of Ohio's metropolitan park districts continued for nearly two decades. The matter was finally resolved by the U.S. Supreme Court in 1933.

## Chapter 2

The popularity of the metroparks did prompt some development, even in the Cuyahoga Valley metropark units. In Brecksville Reservation, the Harriet Keeler Memorial Shelter House and picnic area opened in 1929. The park also sported a 5.5-mile bridle path, a one-mile nature trail, three baseball diamonds, two boys' summer camps, ten miles of foot trails, and two swimming pools. By 1931, the Bedford Reservation included a 6.2-mile bridle path, nine miles of foot trails, three picnic areas, a nature trail, one Girl Scout camp, and three baseball diamonds.<sup>6</sup>

The success of the CMPD, thanks to Stinchcombs' efforts as well as politicians in Cleveland and Columbus, proved that Ohio's experiment in forming park jurisdictions to serve large population centers worked. The Cleveland example was soon copied by others, particularly by the city of Akron, at the other end of the Cuyahoga Valley.

### Akron Metropolitan Park District

Pointing to the triumph of the Cleveland Metropolitan Park District, the city of Akron's planning commission considered forming its own park district in April 1920. The commission invited members of the CMPD board to its June meeting to discuss the possibility. It subsequently appointed a committee headed by Emil Gammeter to study the matter. Gammeter's committee issued a favorable report in November 1920. Area governing boards were enthusiastic. The trustees of Boston Township endorsed the concept at its August 27, 1921, meeting. A Summit County probate judge approved the establishment of the Akron Metropolitan Park District (AMPD) on December 31, 1921.

When the AMPD board convened in May 1923, it consisted of Chairman E. R. Eckroad, Frank A. Seiberling, and F. H. Adams. Seiberling, who employed Frederick Olmsted's partner, Warren Manning, to lay out the impressive grounds at his Stan Hywet Hall, readily seconded Akron city park director Harold S. Wagner's recommendation of turning to the Olmsted firm to define Akron's park system. Impressed by the vision of CMPD's survey, the AMPD board commissioned the Olmsted Brothers to do a survey for it.

While community support for the new AMPD was only lukewarm, the district benefited from the unqualified backing of one of Akron's premier business leaders, Frank Augustus Seiberling, founder of the Goodyear Tire and Rubber Company and, following the Great Depression, the Seiberling Rubber Company. Seiberling's deep interest in promoting parks was represented by his friend, Harold S. Wagner. Seiberling fully supported Wagner's efforts to

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6. Scratish, *Historic Resource Study*, 215-22, 224-5.

## *Recreation Comes to the Cuyahoga Valley*

secure the Olmsted Brothers and get the necessary county funding for the survey. Thanks to Wagner's efforts, the survey began immediately in the summer of 1925. Wagner's enduring commitment to the AMPD mission became clear when he accepted the position of AMPD director-secretary in January 1926.<sup>7</sup>

The Olmsted report, dated October 5, 1925, was extremely positive in regard to recreational potential and preserving the scenic beauty of the Cuyahoga Valley. The report began by identifying six park classifications ("Cuyahoga Valley North of Akron; Ravine Reservations; Hill or Outlook Parks; Water reservations--rivers, canals, etc.; Opportunities for Incidental Park Service; and Parkways"), but focused excitedly on the valley by stating:

Summit County is fortunate in having state legislation which encourages the conservation of its natural resources. It is fortunate also in having natural assets of great prospective value and excellent quality in the beautiful scenery of its river valleys, its wooded and picturesque ravines, its lakes and its streams. To take careful stock of these natural advantages in a sound forward-looking policy, for only in that way can their present and prospective worth to the community be intelligently determined and be fairly weighed against the probable economic return for some commercial or industrial use.

Only then can wise and reasonable steps be taken to save those assets which are worth saving or at least to prevent the loss of a natural asset without proper compensation in the form of some other adequate advantage to the community.

There is a wealth of beautiful scenery in your county--the wonderful and impressive landscape of the Cuyahoga Valley north of Akron, the many and varied wooded ravines running up from this main valley to the plateau land on either side, and large stretches of gently rolling pastoral landscape, streams and lakes, occasional gorges and picturesque ravines where the streams have worn through the sandstone strata, and some hills of a more or less rugged character commanding broad outlooks over the countryside.<sup>8</sup>

The Olmsted report conceded that preserving the Cuyahoga Valley's scenery meant special controls for "unsightly development of any noticeable part of that landscape, whether in the

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7. John F. Seiberling interview, 22 May 1989; Papers of Frank Augustus Seiberling (MMS 347), Ohio Historical Society (OHS); Proceedings of Boston Township, Book D, meeting of 27 August 1921 (information provided by Randolph S. Bergdorf; and Scratfish, *Historic Resource Study*, 226-8.

8. Olmsted Brothers 1925 Report, 1-2.

## Chapter 2

bottom land or on the enclosing banks, would very largely destroy the beauty--and so the park value--of the entire scene."<sup>9</sup>

The report also recognized the difficulties of removing so large an area from the tax rolls, as well as stiff acquisition, development, maintenance, and law enforcement costs. It argued that park values lay primarily in the scenery "because it is not particularly well adapted to serve efficiently as a place for picnics, boating and bathing, walking, horseback riding, golf, or even camping, and furthermore these recreations can be provided more economically and in a greater degree of excellence elsewhere."<sup>10</sup> For these reasons, wholesale acquisition of the Cuyahoga Valley was not recommended.

The Olmsted Brothers envisioned that "one or more routes be secured for pleasure drives" along the Ohio and Erie Canal and on the "brinks or part way up the sides of the valley."<sup>11</sup> The remainder of the landscape should then be restricted through scenic easements. In that way, the valley's scenery would be preserved at a smaller cost and without impacting the county's tax base. AMPD should control the valley as far north as Furnace Run with a further extension to Peninsula which would include both bluffs along the Cuyahoga River. AMPD should also consider cooperating with its counterpart to the north to restrict valley development. In recognition of the "present obnoxious and dangerous condition" of the river, the recommendations were based on the presumption that the polluted status quo would change through the operation of the new Akron sewage disposal plant. If effluents were not treated before being deposited in the river, the park proposal would be moot for there would be "no pleasure in driving through the Cuyahoga Valley."<sup>12</sup>

Although it masterfully pointed out the need to preserve the valley, the 1925 Olmsted report was fifty years ahead of its time. Funds were not available to make the ambitious plan a reality. AMPD Director-Secretary Harold Wagner obtained most of the district's park land through donations from civic-minded landowners, such as F. A. Seiberling's 1929 donation which became the core of Sand Run Reservation. In this manner, too, did AMPD emulate CMPD. Neither district strictly conformed to their Olmsted park plans, but accepted a system which evolved into a "haphazard patchwork."<sup>13</sup>

Both Seiberling and Wagner were concerned about finding a solution to preserving the Cuyahoga Valley as parkland. They considered lobbying the federal government to make it a

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9. Olmsted Report, 4.

10. *Ibid.*, 5.

11. *Ibid.*, 6.

12. *Ibid.*, 7.

13. Scratfish, *Historic Resource Study*, 227, 230-1.

## *Recreation Comes to the Cuyahoga Valley*

national park. Toward this end, Wagner attended the June 1926, National Conference on State Parks at Hot Springs, Arkansas, and listened to National Park Service officials spell out their criterion for national vs. state parks. In a letter to Seiberling, Wagner wrote:

National Park... proposals [should] be of such calibre as to already be nationally if not world-wide known. State Parks... embrace areas at least already known over the state.

*Consideration of these ideas should lead this Board to place great faith in the soundness of the idea that our own Cuyahoga Valley problem is a state problem in which we may expect to take the initiative.*<sup>14</sup> [emphasis in original source]

An opportunity for AMPD to obtain prime parkland in the south end of the Cuyahoga Valley came following Cleveland industrialist Hayward H. Kendall's death in December 1927. Terms of the Kendall will dictated that following the death of his wife, his "farm property" be used perpetually for park purposes, called "Virginia Kendall Park" in honor of his mother, and supervised or managed by "either State, County, Municipal, or Township" officials, "as the State of Ohio determines."

Kendall stipulated that should Ohio not accept his donation, his trustees, the Guardian Trust Company of Cleveland, would then offer it to 1) U.S. Government, 2) Cleveland Metropolitan Park District, 3) city of Cleveland, and 4) city of Akron. Should no governmental body accept it, Kendall authorized his trustees to "establish and maintain the property as a public park." Finally, if that proved "impracticable and inadvisable," the land could be sold and the proceeds deposited in the Kendall Trust to be used to purchase parkland and/or improve the present parks in Cuyahoga County and the state of Ohio.<sup>15</sup>

Unfortunately, Kendall did not specify AMPD as a potential recipient. Wagner and Seiberling knew that the politicians in Columbus were not interested in administering Virginia Kendall Park. Wagner asserted that the National Park Service "would not be interested in the area at all because of its insignificant value as an area of national caliber."<sup>16</sup> To their horror, next on the list was CMPD. Wagner warned his board that CMPD's "Stinchcomb told me they would accept and keep the area." It was therefore in AMPD's interest that Ohio accept the park

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14. Wagner to Seiberling, letter, 23 June 1926, Box 59, folder--Metropolitan Park District, Papers of Frank A. Seiberling (MMS 347), Ohio Historical Society.

15. Last Will and Testament of Hayward Kendall, Box 63, Folder--Metropolitan Park District, Papers of Frank A. Seiberling (MMS 347), Ohio Historical Society.

16. *Ibid.*, Report on Hayward H. Kendall Property, December 18, 1928, Box 63.

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and then use the will's provision that it could decide what entity would manage it. Seiberling felt the best method was to pressure the CMPD board into conceding that AMPD was the "proper authority to administer" Virginia Kendall Park. Logic showed that it was within AMPD's territory (Summit County) as well as its 1925 development plan. To further this effort, Seiberling and Wagner lobbied widow Agnes Kendall as well as her friends.<sup>17</sup>

AMPD's game plan paid off. Virginia Kendall State Park became a reality in 1930 when the Kendall trustees gave 389.59 acres in Summit County to the State of Ohio. Bureaucratic delays and difficulties associated with the Great Depression prevented any action in Columbus for three years. In the meantime, growing visitation at Virginia Kendall resulted in increased public dissatisfaction with the lack of facilities, litter, and absence of road maintenance.

Citing these facts, AMPD intensified its campaign in 1932 by openly offering to take Virginia Kendall to remedy its problems. Admitting it was ill-equipped to administer the scenic resource as a component of the Ohio Park System, the General Assembly granted AMPD management authority (but not ownership) over Virginia Kendall State Park in 1933. Upon the death of Agnes Kendall in 1938, a more than \$1 million endowment fund became operational and interest from it was used by AMPD for park improvement projects. Ohio more than doubled the size of Virginia Kendall Park in 1940 when the General Assembly appropriated \$75,000 to purchase what amounted to 873.35 acres.<sup>18</sup>

AMPD's patchwork of parks continued to grow in 1929 with the donation of 280 acres from the family of Charles E. Brush to begin the Furnace Run Metropolitan Park (now 888 acres). The undeveloped Everett Road Riding Run began in 1930 with the purchase of a farm. Deep Lock Quarry Metropolitan Park (now 166 acres) began four years later with the donation of 43 acres from the Cleveland Quarries Company.

Later valley additions in the form of donations which became AMPD units were Hampton Hills Park (330 acres in 1964-67), Cuyahoga Valley North Park (36 acres in 1970), O'Neil Woods Park (240 acres in 1972), and Brandywine Falls Park (122 acres in 1974).

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17. *Ibid.*, and AMPD Board to CMPD Board, draft letter, December 1928.

18. *Ibid.*; review of letters, Box 63, Folder-1932 Correspondence, Seiberling Papers; Scratish, *Historic Resource Study*, 234, 321; and "Virginia Kendall State Park," typewritten summary of land acquisition originally from AMPD files, now in Cuyahoga Valley National Recreation Area (CVNRA) archives.

## *Recreation Comes to the Cuyahoga Valley*

### **Activities of the Civilian Conservation Corps**

Six weeks prior to his inauguration as the thirty-second president of the United States, Franklin Delano Roosevelt proposed to employ a quarter-million men in public works and conservation projects as a means of breaking the cycle of social and economic misery brought about by the Great Depression. Following congressional passage of the Emergency Conservation Work Act in March 1933, President Roosevelt officially announced the formation of Emergency Conservation Work (ECW) which soon became popularly known as the Civilian Conservation Corps (CCC). Four departments of the executive branch had authority over the New Deal program: Labor to select the enrollees; War to handle administrative concerns; and Agriculture and Interior to utilize the manpower. Of these last two departments, two bureaus reaped the most benefit from this unemployment relief program: Agriculture's U.S. Forest Service and Interior's National Park Service.

For the National Park Service (NPS), ECW/CCC meant the opportunity not only to develop the long-neglected national parks, but to provide a needed boost to the nation's individual state park systems. Initially, Assistant Director Conrad Wirth turned to the Washington Office's division of Planning and State Cooperation to handle the new program. The project's magnitude prompted the bureau to decentralize its operations in August 1937 by establishing four NPS regional offices in the following cities: Richmond, Virginia (Region I); Omaha, Nebraska (Region II); Santa Fe, New Mexico (Region III); and San Francisco, California (Region IV). The regional offices directly supervised NPS field personnel and equipment; oversaw funding; approved designs; and supplied technical expertise. Areas within each NPS region were further subdivided into district offices containing field inspectors who, in addition to certifying projects, gave advice on designs and plans. Ohio, which fell under the purview of the Region I Office in Richmond, was served by the District D Office in Cincinnati, and later by the CCC Ohio Central Design Office in Columbus.<sup>19</sup>

Although the Ohio metropolitan parks are technically not state parks, the similarities were close enough that both were treated equally by NPS field inspectors. In the Cuyahoga Valley, Akron Metropolitan Park District (AMPD) Director Harold Wagner was the first to file an application for an ECW/CCC camp at Virginia Kendall State Park on August 7, 1933, anticipating the transfer of management authority from the state the following month. In October, the U.S. Army laid out Camp SP (State Park)-5 near Peninsula in northeast Virginia Kendall Park on the south side of Route 303. The first enrollees of CCC Company 576 arrived at the Peninsula railroad station on December 10, 1933.

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19. Scratfish, *Historic Resource Study*, 235; and Susan V. Garland, "The Civilian Conservation Corps in the Cuyahoga Valley," unpublished paper, 1 November 1979, CVNRA Archives.

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At Virginia Kendall Park, much work needed to be done. Only the Kendall house, a few cabins around the Ledges area, and two farm houses existed in the new park. The men spent the first six months hauling away debris, grading roads, installing utility lines, constructing fences, and initiating excavation for a dam to create 13-acre Kendall Lake. Built with native chestnut and sandstone, one of the first notable visitor facilities was the Ledges Picnic Shelter. Kendall Lake opened in 1935, followed by a toboggan slide (1936) and a two-story bathhouse (1937). Virginia Kendall had become a virtually developed park when CCC Company 576 moved to Sand Run Reservation's CCC Camp SP-6 in mid-1937. The CCC continued to perform projects at Virginia Kendall as well as building a dam and lake (1939) and a bathhouse (1941) at nearby Furnace Run Reservation.

Following an aborted six-month stint by a camp of World War I veterans, a company from CMPD's Brecksville CCC camp took up quarters at Virginia Kendall in December 1937. The remaining projects there included construction of the Octagon Picnic Shelter and renovation of the old CCC Camp into the "Happy Days Camp" for use by the Akron Board of Education and Recreation Commission's summer playground program. The centerpiece of Happy Days was a rustic chestnut shelter building with sandstone floors. The building opened to the public in 1939.

CCC Camp SP-19 opened in CMPD's Brecksville Reservation on August 26, 1935, as an adjunct to a camp operating in the Euclid Creek Reservation. SP-19 focused on trail and picnic area projects in Brecksville and Bedford until it closed and transferred to AMPD's Sand Run Reservation on December 15, 1937. Most of the projects involved labor-intensive work such as clearing for roads and utilities and planting vegetation.

Although the National Park Service drafted master blueprints for proposed park developments, CMPD used the ECW/CCC as a labor program only and did not hire skilled laborers to direct major development construction projects. CMPD concentrated on building walking and horse trails and playfields with its CCC labor pool while other New Deal agencies such as the Public Works Administration and Works Progress Administration supplied skilled labor to construct only a few buildings scattered throughout the CMPD (such as the foundation of the Brecksville Reservation museum building, now the natural history interpretive center).

The federal government curtailed CCC operations after the United States became a belligerent in World War II. AMPD's last CCC camp at Sand Run closed in March 1942, three months before the congressionally mandated deadline of June 30. The principal reason CMPD did not take full advantage of the New Deal programs to develop its park system was because federal funding was always in doubt and camps were subject to renewal every six months. CMPD's board felt it was safer to utilize the work relief program for park maintenance and only minor development. Why did AMPD adopt such an aggressive position? The credit can be assigned to Director-Secretary Harold Wagner who indefatigably filled out the government's

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many applications and then worked closely with National Park Service inspectors to keep projects on track. Wagner did not believe in taking shortcuts. Building plans called for utilizing local stone and wood to blend in with natural surroundings, the so-called "rustic architecture" then in vogue within the National Park System. The results are awe-inspiring, quality structures, many of which are now listed on the National Register of Historic Places. Before the depression, AMPD lagged behind CMPD's development level. Following the depression, AMPD had certainly caught up with CMPD, and had gleaming jewels like Virginia Kendall and Furnace Run to show for it.

A 1937 plan to build a dam on the Cuyahoga River and inundate most of the Cuyahoga Valley for a lake was a scheme hatched by corporate giant Ohio Edison. The company wanted to build a coal-burning plant to generate electricity to supply the metropolitan area. An off-shoot benefit of the plan was to create a large water recreation area surrounded by parkland. Its many drawbacks combined to kill the project while still on the drawing board. In order to get the coal to the large plant, the grade of the B & O Railroad line would have to be raised and, adding to the huge cost, a series of bridges would need to be built. Seasonal fluctuations in the flow of water into "Lake Cuyahoga" would result in a drastic, unhealthy drawdown of the water level during the summer months. Like many other work relief projects proposed under New Deal programs, this highly impractical one quietly faded away.<sup>20</sup>

## **Other Groups Come to the Valley**

Inspired by the activities of the two metropolitan park districts in improving recreational opportunities in the Cuyahoga Valley, various municipal groups also began looking at the area to establish their own recreational facilities. Close to the cores of both Cleveland and Akron, the valley was a logical place in which to locate. Land prices were still affordable. More affluent urban dwellers also took advantage of this and began constructing weekend and summer homes there in the 1920s and 1930s.

The Boy Scouts of America (BSA) established a summer camp to the northwest of Virginia Kendall Park in 1930 called "Camp Manatoc." A decade later, the same group opened "Camp Butler" adjacent to "Happy Days Camp" to the west. Together, the two BSA camps total 607 acres. To the north, the Girl Scouts of America followed suit with Camp Ledgewood (472 acres).

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20. Garland, CCC; Scratish, *Historic Resource Study*, 236-7, 242-7; and Harold S. Wagner, first director of the Akron Metropolitan Park District, interview by Susan V. Garland, 21 August 1979, Akron, Ohio. Plans for shelters and bathhouses in Virginia Kendall were drawn by Akron architect A. B. Good, one of the professionals responsible for initiating the rustic architectural style.

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Camp Mueller (193 acres) opened in 1941 as an Akron city youth camp, but subsequently was acquired by the Phillis Wheatley Association of Cleveland, a public service organization originally formed to assist black women. When its purpose changed to serve inner-city youth, its camping clientele also became coeducational and interracial. Other civic groups also established their own valley summer camps: Camp Onlofte (nineteen acres), Akron Optimist Club Camp (ten acres), and Kiwanis Club Camp (five acres).

Following World War II, private recreational interests like the 167-acre Brandywine Country Club and Golf Course came to the valley. Taking advantage of the favorable snowfall and topography, the Brandywine Ski Area (215 acres) and the Boston Mills Ski Area (88 acres) also developed recreational facilities. Quasi-public facilities like Jonathan Hale Farm and Western Reserve Village, Blossom Music Center, and Kent State University-owned Porthouse Theatre and Stumpy Basin natural history area also came to the valley. Hale Farm (176 acres), bequeathed by Hale's great-granddaughter Clara Belle Ritchie to the Western Reserve Historical Society (WRHS) in 1956 "to perpetuate the history and culture of the Western Reserve," depicts lifestyles prior to 1850. WRHS assembled a replica Western Reserve village directly across the road from Hale's brick homestead as a center for pioneer craft demonstrations.

The summer home of the Cleveland Orchestra, Blossom Music Center (800 acres) opened in 1968. It has seating in the outdoor amphitheatre for 4,500 people and surrounding lawn area for more than 15,000. "Blossom" hosts a wide variety of cultural arts programs. Kent State University's adjacent performing arts center, Porthouse Theater, was built soon after. The university also owned another valley property, a listed national natural landmark called Stumpy Basin. The 30-acre parcel, which included the turning basin of the Ohio and Erie Canal, is where more species of plants can be found than anyplace else in Ohio.<sup>21</sup>

Why were so many groups drawn to the Cuyahoga Valley? Aside from the reasons already stated, the valley was simply a beautiful place to be. Marked occasionally by quaint villages and scattered farmsteads, Cuyahoga Valley represented an area sandwiched between two expanding urban industrial centers with populations hungry for open green space in which to recreate and forget modern problems. The popular metroparks and other recreational outlets were testaments to the metropolitan community's growing appreciation of the valley.

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21. Ron Thoman interview, 26 May 1989; "The Cuyahoga Valley and the Ohio Canal," pamphlet prepared by Robert L. Hunker, Peninsula, Ohio, 12 October 1973 for the Annual Conference of the National Trust for Historic Preservation Members' Tour of the Cuyahoga Valley and Hudson, Ohio; Scratish, *Historic Resource Study*, 271; and Tommie P. Patty, "The Urban Child and Life in the Out-of-Doors," *The Open Door*, quarterly newsletter of the Phillis Wheatley Association, Vol. 69, No. 3 (August 1979).

### *Recreation Comes to the Cuyahoga Valley*

In the 1960s, a decade in which the U.S. underwent fundamental social change, more and more people began discovering the natural and cultural secrets of the valley. It soon became apparent the Cuyahoga Valley itself stood on the brink of a wrenching change which threatened to engulf and destroy it. Concerned citizens began organizing and calling attention to the dilemma. They were determined to catapult the issue into the forefront of public debate in order to save the valley for the community's benefit as well as for the enjoyment of future generations.

**Chapter 2**



## Chapter 3

# Building Momentum to Preserve the Cuyahoga Valley

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It would be unfair to classify this country's National Park System the exclusive playground of the middle and upper classes, but there is no denying that the majority of national parks are inaccessible to the nation's urban poor, especially those residing in crowded east coast and mid-western cities.

If any region in this country is lacking in "parks for the people," it is the industrial Midwest--Northeast Ohio in particular. Ohio, Indiana, Illinois, Michigan, and Wisconsin have one-fifth of the total population of the U.S. but only one percent of all federally-administered recreation areas. Ohio, the sixth most populous state, has no national parks or recreation areas. The heavily populated northern half of the state ranks in the lowest per capita recreational acreage category in the country.<sup>1</sup>

John Manuel, *Environmental Action*

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### The Threat of Development

The Great Depression was but an unpleasant memory as the United States emerged triumphant from World War II. The vigorous postwar economic boom precipitated a tremendous amount of development and the phenomenon of suburbanization began devouring countless acres surrounding the nation's cities. In northeast Ohio, the Cleveland-Akron-Canton area appeared to be growing into one large metropolitan complex.

In the 1950s, 1960s, and early 1970s, while development continued to expand south from Cleveland and north from Akron, more and more citizens began building homes in and near the

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1. John Manuel, "The Cuyahoga Valley--A National Park for Ohio?" *Environmental Action*, 30 March 1974, 11-12.

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Cuyahoga Valley. "Bedroom" communities like Independence, Brecksville, Valley View, Richfield, and Boston Heights themselves prospered and expanded. Construction of the nation's interstate highway system accelerated this rapid development even further. As the most densely populated part of the state, northeast Ohio received special attention from interstate highway planners. Running roughly east and west, Interstate 80 (the Ohio Turnpike) and Interstate 271 both cut the Cuyahoga Valley in half between Boston Mills and Peninsula. The division was unsympathetic, however, as motorists were not swept down into the valley for even the quickest glimpse of the beautiful scenery; rather, huge concrete pylons topped by steel girders sprouted from the valley floor high overhead to support the thin ribbons of roadway. To the west paralleling the valley's rim was Interstate 77, a north-south route which bisected Akron Metropolitan Park District's (AMPD) Furnace Run Park.

The high speed road system meant that workers could live further out in the suburbs and only have a short commute to their jobs. For Cuyahoga Valley residents, the once more than ninety-minute circuitous drive from Peninsula to downtown Cleveland could be made in only twenty minutes.

The proposed path of I-271 unveiled in 1960 ignited fierce opposition in Peninsula and Northfield Center Township. Peninsula's shrill objections to being split in half by I-271 resulted in the Ohio Highway Department reconfiguring the roadway to swerve to the west of the village.<sup>2</sup> Unfortunately, highway planners could not be convinced to keep it away from Brandywine Falls, in spite of all of the efforts of a local man to preserve the scenic beauty of the waterfall. John Seiberling's clash with a recalcitrant bureaucracy was an important lesson and helped bolster his political activism.<sup>3</sup>

In the mid-1960s, an announcement from the Cleveland Musical Arts Association that it would build a summer performance site for the Cleveland Orchestra in the valley received favorable reaction among residents. Blossom Music Center opened in 1968 on a 550-acre site five miles south of Peninsula in Northampton Township. One of the primary reasons the Musical Arts Association built Blossom in the valley was because it was impressed by the community's fierce spirit of preservation.<sup>4</sup>

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2. Don Winbush, "Assault on Tranquility," *Sunday Magazine of the Akron Beacon Journal*, 8 February 1976.

3. John Seiberling interview; and Seiberling to Governor James A. Rhodes, 30 September 1966, Box 77, Proposed State Projects, Cuyahoga Valley folder, Records of the Department of Natural Resources # 2963, Office of the Director, Directors' Files, State Archives, Ohio Historical Society, Columbus.

4. John Seiberling interview, 22 May 1989; and Winbush, "Assault on Tranquility," *Akron Beacon Journal*, February 8, 1976. Blossom's location resulted in a two-year search of 100 sites in eight counties.

## *Building Momentum to Preserve the Valley*

An ideal target for developers was the convergence of I-271 and I-77 in Summit County's city of Richfield.<sup>5</sup> In 1971, Cleveland millionaire Nick Mileti stunned the metropolitan area when he announced plans to construct a sports stadium in this vicinity where Route 303 bisected I-77. Mileti had purchased several large farms in the area and worked with the Richfield zoning board to obtain a variance for the sports facility. Mileti called his project "The Midwest Coliseum" and said he intended to move the Cleveland Indians, the American Baseball League franchise team in which he held a controlling interest, out of aging Municipal Stadium on the downtown lakefront to this scenic spot perched on the Cuyahoga Valley's western rim. With the modern Midwest Coliseum in this location, the businessman hoped to draw an ever larger crowd from around the metropolitan area and beyond.

Opponents to the Mileti plan were numerous. Cleveland city fathers, engaged in an ongoing plan to redevelop the lakefront along the Public Square city core, feared the loss of the Indians to Summit County (meaning Akron) would be a crippling blow. Many inner-city fans were upset about the adverse impact on the traditional flavor of Indians baseball. The most vocal and active opponents, however, were valley residents themselves who feared that the Coliseum would open the floodgates of development which would obliterate the Cuyahoga Valley's rural character. To this point, valley development had been hampered by the unstable slopes, lack of potable water, and flooding potential. Blossom Music Center planners had spent considerable money on geological studies to find potable water, but there simply wasn't any to be found. Mileti's opponents hoped to kill the project by attacking Coliseum plans for water and sewer lines.

Coincidental to Mileti's proposal was a movement to preserve the valley through establishing a state or national park (see following sections). A citizen's preservation group called the Peninsula Valley Heritage Association (and, after December 1971, the Cuyahoga Valley Association) denounced the proposal as inconsistent with the community's goal of valley preservation. It encouraged local citizens to file a lawsuit against the rezoning, but the Ohio Supreme Court upheld the zoning board's action on March 16, 1972.

The Cuyahoga Valley Association vowed to fight the Coliseum "every step of the way" and outlined five objections: construction would put unacceptable amounts of sediment into Furnace Run and the Cuyahoga River; problems at the sewage plant would result in harmful discharges of pollutants; traffic congestion would inevitably result in widening Route 303 through Peninsula and thereby destroying its historic character; undesirable support services would then

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5. Township residents voted to incorporate into the new city of Richfield in 1968. In order to widen its tax base, the Richfield zoning board began rezoning surrounding areas from residential to commercial. Speculation as early as April 1970 had it that a shopping center complex would be built on this site. See Henry R. Saalfeld to Rep. Morris L. Boyd, letter, 24 April 1970, George Watkins papers, Cuyahoga Valley National Recreation Area (CVNRA) archives.

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follow; and rainwater runoff from the acres of paved parking lots would also contribute to pollution and the valley's flood hazard.<sup>6</sup>

Although the Coliseum's sewage disposal plan was rejected by the Ohio Water Pollution Control Board, the Akron City Council agreed to let Mileti have city water if he provided a seven-mile extension and hauled Coliseum sewage overland for disposal at Akron's Botzum disposal plant. Summit County commissioners gave quick approval for beginning the Coliseum's huge concrete footings. The actions precipitated a lawsuit filed by yet another citizens group: Citizens Organized to Protect the Environment (COPE). COPE also challenged Richfield's rezoning and contended the project would cause irreparable damage to Boston Township, and Peninsula in particular. They cited the legal precedent of residents acting to protect themselves against a neighboring governmental subdivision changing its zoning laws in an adverse manner.<sup>7</sup>

Under judicial injunction, construction of the Coliseum did not begin during 1972. Environmental groups like the Sierra Club joined the local citizens' groups objecting to the project in favor of a park. Although Akron and Summit County were highly cooperative, the Coliseum's sewage disposal problem remained a stumbling block when state health officials objected to Mileti's plan of trucking wastes to Akron's Botzum treatment plant.<sup>8</sup>

Politically, the Coliseum issue proved to be a hot potato. Representative Charles Vanik (Democrat-Ohio) did not oppose the facility, but stressed that any development should enhance, not harm, the proposed park. Cleveland remained opposed to it. William Nye, director of the Department of Natural Resources, openly spoke against the project's siting. Governor John Gilligan remained neutral, but said he would go along with the decision of the Ohio Environmental Protection Agency (EPA).<sup>9</sup> The Ohio EPA was also concerned about how Mileti proposed to treat sewage generated by more than 20,000 sports fans. It rejected all four sewage treatment alternatives.<sup>10</sup> In April 1973, however, a local judge lifted the construction injunction and said the Coliseum could proceed without an Ohio EPA-approved sewage plan.<sup>11</sup>

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6. "That Coliseum in Richfield is Far From Reality," *The Voice of the Cuyahoga Valley Association*, CVA newsletter published in Peninsula, Ohio, April 1972. Hereinafter cited as *The Voice*. The Cleveland Indians did stay in downtown Cleveland. The Coliseum was used for concerts, special shows, and hosted other area sports teams.

7. "Neighbors go to Court to Block Coliseum," *The Voice*, June 1972.

8. "Opposition Keeps Mileti From Starting," *The Voice*, September 1972.

9. "Gilligan in Middle of Coliseum Crossfire," *Akron Beacon-Journal*, 10 December 1972.

10. "Mileti Coliseum Still Has a Sewage Problem," *The Voice*, January 1973.

11. "Updating the News," *The Voice*, May 1973.

## *Building Momentum to Preserve the Valley*

To appease the citizens and environmentalist groups, Mileti built a \$1.5 million water pipeline. When Peninsula blocked its approach up Akron-Peninsula Road, the pipeline turned east at Bolanz Road, then wound around Riverview, Everett, Oak Hill, and Major roads, then onto Route 303 to the Coliseum.<sup>12</sup> To his credit, Mileti erected a large tertiary sewer plant which accommodated parking lot runoff and channeled discharges down Stine Road to the Cuyahoga River.

By late 1973, the anti-Coliseum battle was lost; the steel infrastructure was in place. The battle remaining to be fought was ensuring no more development sprawled along Route 303 toward tiny Peninsula and into the Cuyahoga Valley.<sup>13</sup> Many began to look more seriously at the park proposal as a means of creating a buffer between Peninsula and the Coliseum as well as other adverse valley commercial development.

Opposition to high-tension electrical transmission lines through the valley came in the 1960s when John Seiberling of the Tri-County (Medina, Summit, and Portage) Regional Planning Commission (TCRPC) fought against the utility construction because the lines did not conform to the regional land use plan. On this basis, Seiberling convinced the Summit County prosecutor to bring a *quo warranto* action against Ohio Edison Corporation. The case went to the Ohio Supreme Court which found that since a TCRPC quorum had not been present when the plan was adopted, it was invalid, and the case was dismissed. Seiberling did succeed, however, in convincing Ohio Edison to redesign its towers from the unsightly oil-derrick style to a less conspicuous single-post tower painted forest green.

At the same time Ohio Edison was involved in litigation in Summit County, Cleveland Electric Illuminating (CEI) Company, a subsidiary of Ohio Edison Corporation, rejected out-of-hand pleas that it not proceed with plans to build a high-tension line down the valley in Cuyahoga County. CEI also discounted Seiberling's request that it at least adopt the less objectionable towers which Ohio Edison proposed to use in the south. Fearing litigation on the basis of TCRPC's newly-approved regional land use plan which blocked additional utility lines, the CEI towers stopped north of the Summit County line and diverted to the west in Cuyahoga County.

The battle was not over, for in 1971, CEI announced plans to construct six miles of high-tension line down the northern half of the Cuyahoga Valley. CEI's route was through the scenic Pinery Narrows (Tinkers Gorge area) and alongside the historic Ohio and Erie Canal, despoiling the heart of the proposed valley park. In April 1972, the Cuyahoga Valley Association, James

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12. One future benefit of the Coliseum controversy was that National Park Service developments a decade later in the Everett and Oak Hill roads areas benefitted from the presence of Akron city water. See Birdsell interview, 14 August 1980.

13. "Next Coliseum Chapter: Fight Its Urban Sprawl," *The Voice*, November 1973.

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Kuth of the Western Reserve Canal and Transportation Society, and Brecksville filed a complaint with the Ohio Public Utilities Commission and asked for a public hearing on CEI's proposal. The city councils of both Brecksville and Independence voted in opposition to CEI, but, citing the state's "hot wires" act, the company said it would build the 345,000-volt transmission line anyway. This provision gave utilities the authority to build lines through cities if safety considerations were met and if it did not "unreasonably affect the general welfare." It was on this last point that the opponents based their case; they contended the utility lines would ruin the valley's important natural and cultural resources.<sup>14</sup>

Yet another citizens group of area property owners formed to lead the legal challenge, the Committee on Electric Power Transmission and the Environment chaired by Norman A. Godwin of North Royalton. Ohio Department of Natural Resources (ODNR) joined the CEI lawsuit and groups such as the Sierra Club, Citizens for Clean Air and Water, and the Cleveland and Akron metropark districts testified in favor of keeping the visual intrusion out of the valley. In January 1974, Cuyahoga County Probate Judge Ralph S. Locher opined against CEI stating that scenic and cultural values would be needlessly harmed and alternative routes were available. The opponents of the high voltage transmission wires were jubilant in their apparent victory.<sup>15</sup> (See Chapter 21, "Resolution of the CEI Controversy," for the conclusion of this topic.)

Another early 1970s development scheme halted in its infancy in the southern end of the valley was called "Towpath Village," a grand-scale residential community. These same preservation groups rallied behind the ODNR's successful effort in containing Towpath Village's development to a small area, a victory critical to maintaining the integrity of the south end of the proposed park. (For a more detailed discussion, see Chapter 4).

The above development controversies helped focus public attention on the Cuyahoga Valley and garnered support for its preservation. The events shocked the community into an awareness that it would have to act to preserve the valley; complacency could only invite more commercial exploitation. The lawsuits filed by citizens groups demonstrated that people did care about the entire valley, not just the scattered assortment of metropolitan parks. Their sometimes rudimentary reactions against these adverse developments only helped to hone their skills for the battles yet to come.

The park movement began to jell as a preservation ethic formed in the public mindset. These events were closely observed by political leaders on the local, state, and national levels.

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14. John Seiberling interviews, 22 May and 7-8 September 1989: (Both Seiberling and Henry Saalfield, stockholders in Ohio Edison, attended annual meetings and "raised a little Cain"); and "Public Hearing is Sought on Power Line Installation," *The Voice*, June 1972.

15. "Battle Against CEI Wires is Carried into Court," November 1973, and "High Wires Kept Out!," January 1974, both in *The Voice*.

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An important lesson was also learned by developers. They were put on notice that it was no longer "business as usual" where a special place called the Cuyahoga Valley was concerned.<sup>16</sup>

### **Interest of the Lake Erie Watershed Conservation Foundation**

One of the first private organizations to call for a Cuyahoga Valley park was the Lake Erie Watershed Conservation Foundation (LEWCF). Established in 1951, LEWCF worked to find solutions to watershed problems. The Cleveland-based foundation focused on improving the water quality of the metropolitan area in the Lake Erie Basin. Of principal concern was the polluted Cuyahoga River.<sup>17</sup> Waste water from upstream sources such as Kent, Cuyahoga Falls, and Akron was too large in relation to the small river's natural flow. Water quality was particularly bad in the summertime; at times it resembled an open sewer. Cleveland industries also used it to carry off their wastes. The Cuyahoga River contributed its share of pollutants to Lake Erie which, by the late 1960s, had earned a reputation as the dirtiest of the Great Lakes.

The capstone to this shameful condition came in June 1969 at Cleveland Harbor where the river's mouth ignited and burned for three days. Oil-soaked debris floating on the surface acted like a wick allowing the red-colored water to burn freely and cause \$50,000 damage to two railroad bridges. It focused national attention on the area and on the growing pollution dilemma. The Cuyahoga River became an impetus for "Earth Day" in 1970, an event which helped spawn the modern environmental movement in the United States.<sup>18</sup>

Prior to the "burning river" incident, LEWCF Executive Director George H. Watkins was "personally obsessed" with how to clean up the river. Watkins knew that if developers were allowed to go unregulated into the Cuyahoga Valley, removal of trees and natural ground cover would exacerbate flooding. Worse yet, disturbing the steep, unstable valley walls would result in an unacceptable increase in water and sediment into the river. To prevent the adverse effects of development, Watkins concluded that more than just a narrow corridor along the river had to be protected. As much as the Cuyahoga Valley as possible had to be preserved in its natural state. The most logical method of achieving that goal was to make the valley into parkland.

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16. John Seiberling interviews, 22 May and 7-8 September 1989.

17. Because the Cuyahoga River played such a vital role in the northeast Ohio watershed, LEWCF helped to create a special "Three Rivers Watershed District" for the region in the early 1970s.

18. Gary R. Clark, "Cuyahoga: A Decade Cleaner; Once Flammable, Laughable, It's Improving," *The Plain Dealer*, 20 June 1979. The river also "caught fire" in 1936 and 1952, but the images on national television made the 1969 episode especially egregious for Clevelanders.

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Watkins was reluctant to be in the forefront of the park movement and initially turned down this role when approached by Harvey Swack, director of public affairs for Cleveland Metropolitan Park District (CMPD). Swack knew the financial limitations of the metropark districts and that the valley could not be saved without a concerted public crusade for a national park. As early as 1969, Swack organized a valley tour for the CMPD and AMPD boards followed by a discussion of its preservation. Swack was concerned that the effort could be stymied, however, by the prevailing fear of Summit Countians of being "overrun by Clevelanders." Because of the age-old rivalry between Cleveland and Akron, Swack knew it was important not to brand the infant park movement as a "Cleveland effort."

Harvey Swack's CMPD association made it difficult for him to assume the role himself. He needed someone with high regional visibility and George Watkins fit that bill. After Swack convinced Watkins' boss, LEWCF Board Chairman George Humphrey, of the merits of the plan, Watkins then became enthusiastic and agreed to spearhead the movement.<sup>19</sup>

Watkins strongly lobbied his position before the LEWCF board. He argued that because most of the foundations' members were area businesses whose employees lived in the metropolitan area, ensuring the valley's preservation would benefit everyone. Creating a valley park, Watkins reasoned, was the best avenue for solving the Cuyahoga River's pollution problem. Encouraged by George Humphrey, the LEWCF board fully backed Watkins and encouraged his efforts with state and local governments, the metropolitan park districts, and the Tri-County Regional Planning Commission (TCRPC).

With this latter group, Watkins served as a key individual in regard to water resources. He worked closely with Tri-County chairman John F. Seiberling in promoting valley preservation and developing through the Ohio Department of Natural Resources (ODNR) a 1968 park plan. (See Chapter 4). Watkins was also a key figure in lobbying for the release of state funds for the ODNR's land acquisition program in the Cuyahoga Valley. He advocated an aggressive joint project between the metropark districts and the state to coordinate acquisition activities.

To promote the park concept before the public, Watkins and Swack turned to the Cleveland public relations firm of Martin, Clark & Rusk. They worked primarily with Carl Martin who handled promotional campaigns for Standard Oil of Ohio (SOHIO) and the many successful CMPD levy issues. If the park movement were to survive, the two metropolitan park districts had to get behind the effort and work as a team. To this end, they arranged a dinner business meeting between the board of directors of the two park districts and assorted community

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19. Harvey R. Swack telephone conversation with author, 5 September 1989. Siegfried Buerling experienced the same community suspicion in the early 1960s when he first came to work at Hale Farm. Operated by the Western Reserve Historical Society (WRHS) which is based in Cleveland, Buerling found considerable resentment of WRHS operating in Summit County. See Buerling interview, 23 May 1989.

## *Building Momentum to Preserve the Valley*

leaders on March 13, 1970, at CMPD's Sleepy Hollow facility in Brecksville Reservation. The LEWCF-funded event saw eighty individuals enthusiastically discuss the goal of preserving the valley for recreational park purposes. ODNR officials encouraged the AMPD-CMPD joint venture and said only with unified and informed public opinion would the state or federal government take action.

The most significant outcome of the Sleepy Hollow meeting was the formation of a special group dedicated to preserving the Cuyahoga Valley. When Swack announced to the assembled community leaders that the George Gund Foundation of Cleveland was interested in financing the park movement, everyone jumped on the bandwagon and agreed to form a support group. Even Swack's own boss, CMPD Director Harold Groth, stood up and pledged that a part of Swack's duties would henceforth include helping promote the park effort.

LEWCF headed the ad hoc committee which formed to coordinate the park project. Led by Watkins, the group called itself the "Cuyahoga Valley Committee" and extended membership to all attendees of the Sleepy Hollow meeting. The committee enjoyed LEWCF financial backing and joined with Carl Martin's efforts to nurture a broader base of public support. To educate people about the benefits of preserving the river valley between the two cities, they hired Watkins' daughter, a college history major, to produce a series of pamphlets. The first appeared in mid-1970 and explained the valley's history, geology, flora, and fauna. In all, the Cuyahoga Valley Committee produced four pamphlets highlighting the proposed park. Tens of thousands of copies were published and all received much favorable publicity and widespread public interest throughout the state.<sup>20</sup>

Local residents viewed the park movement positively as a means of protecting their homes from urban encroachment. Because residents did not have significant contact with preservation and/or recreational authorities, few people knew the differences--or the implications--between metropolitan, state, and national parks.<sup>21</sup>

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20. George Watkins interview by Janet Hutchison, August 1980; James S. Jackson interview by Susan V. Garland, 16 July 1980; George H. Watkins, "Statement to Parks and Recreation Subcommittee of the Senate Interior and Insular Affairs Committee Regarding S. 1862, To Provide for the Establishment of the Cuyahoga Valley National Historical Park and Recreation Area, April 8, 1974"; the following letters are from the George Watkins Papers in the CVNRA archives: Rep. Morris L. Boyd to R. L. Ireland, 24 April 1970; Watkins to Boyd, 28 April 1970; Henry R. Saalfield to Boyd, 24 April 1970; Watkins to Rep. William G. Batchelder, 1 July 1970; Watkins to John Daily and Harold Groth, 9 July 1970; and R. L. Ireland to Watkins, undated; and Harvey Swack telephone conversation with author, 5 September 1989. On the back of one LEWCF pamphlets titled "Geological History of Cuyahoga Valley Recorded in Rock Formations," there are listed more than 100 members of the "Cuyahoga Valley Committee," most of whom were prominent community members.

21. Information gathered from oral history interviews, 1989. According to Harvey Swack, no one knew about the National Park Service. The only frame of reference for locals were the assorted metroparks and most assumed a  
(continued...)

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Initially, Watkins' energies were devoted toward creating either a state park or extending the metropolitan park district areas. He sympathized with the spring 1971 effort in Congress to establish a national park (see Chapter 6), but because Watkins did not believe visitation would be anything other than local, he found a national park difficult to justify.<sup>22</sup> The inordinate amount of time involved in obtaining land acquisition funding, however, convinced him that it was indeed the correct path. Upon the late 1971 transformation of the Peninsula Valley Heritage Association into the Cuyahoga Valley Association, Watkins urged the membership of LEWCF's Cuyahoga Valley Committee to join the new organization. Upon the formation of the Cuyahoga Valley Park Federation (CVPF) in January 1974, a professionally staffed advocate group, Watkins acknowledged the end of the special LEWCF committee.<sup>23</sup>

The Lake Erie Watershed Conservation Foundation, George H. Watkins, and the Cuyahoga Valley Committee played a key role in the valley park movement. Their efforts succeeded in bringing the two metropolitan park districts together with leaders of the political and business community to discuss their mutual goal of valley preservation. It represented a significant departure in that the two park districts had operated for decades as friendly rivals and along separate lines on their respective ends of the valley. Thanks to LEWCF, George Watkins' committee gave the park movement an early organizational boost and then joined ranks with others to fulfill the dream of a Cuyahoga Valley park.

### Citizen Pressure: Cuyahoga Valley Association

The first citizens organization which called itself the "Cuyahoga Valley Association" (CVA) formed three decades before the more widely known one did in 1971. Robert Bordner, who lived on Major Road just south of Peninsula, was a reporter for *The Cleveland Press* and wrote a column on Peninsula news for *The Brecksville Grist Mill*. Bordner authored an extensive February 1937 *Press* article about the proposed valley lake being discussed by the state and federal governments. He masterfully outlined the havoc the project would wreak on the valley: inundate Jaite and Boston Mills and two-thirds of Peninsula and eradicate many of the valley's

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21. (...continued)

national park would be "a glorified metropark." Some opposed any form of park for racial reasons fearing the valley would be overrun by minorities (i.e., blacks) from Cleveland. See telephone conversation with author, 5 September 1989.

22. George H. Watkins to Henry Saalfield, letter, 15 April 1971, George Watkins Papers.

23. George H. Watkins to Cuyahoga Valley Committee members John Daily, Jim Jackson, Marion Powell, Don Schmidt, and Harvey Swack, letter, 7 December 1973 and 2 January 1974; and George H. Watkins to LEWCF Cuyahoga Valley Committee, memorandum, 31 December 1971, George Watkins Papers.

### *Building Momentum to Preserve the Valley*

farms. Although economics, not Bordner's efforts, killed the grandiose lake project, a preservation ethic flickered to life and was espoused through Bordner's columns. In 1940, Robert Bordner founded the Cuyahoga Valley Association and the small preservation group operated for about a year.<sup>24</sup>

When the valley preservation ethic rejuvenated in the early 1960s, Bordner was still there to assist it. A 1964 proposal to move Peninsula's badly decayed Bronson Memorial Church (established in 1835) galvanized the community in opposition. Bordner joined with Robert Hunker, a Peninsula preservationist active in restoring several of the village's historic buildings, to form the Peninsula Valley Heritage Association (PVHA) to fight the church's removal. The furor erupted when the church's owner, the Cleveland Episcopal Diocese, authorized the Western Reserve Historical Society to relocate and restore Bronson Episcopal Church for display at Hale Farm as the first building in what became its "Western Reserve Village." PVHA mobilized the community to block the move by joining with the Summit County Historical Society and using that organization's clout with the county commission to obtain funds to purchase the church. The historical society then leased it to PVHA on a long-term basis. The local group subsequently raised money to restore the building.

The Bronson Episcopal Church victory convinced PVHA members to take on other preservation causes throughout the Cuyahoga Valley. When the Tri-County Regional Planning Commission and the state began discussing a valley park proposal in 1967 (see Chapter 4), PVHA rendered its full support. As previously discussed, PVHA also litigated against development schemes like the Coliseum and the CEI utility lines.<sup>25</sup>

Following the March 1971 introduction of Representative John Seiberling's bill to create a national park in the valley, it soon became apparent that the broad-based community, state, and regional support was not being heard in Congress. In the fall of 1971, Congressman Seiberling called for a more vigorous community lobbying effort. In October, pro-park citizens met in Akron to discuss a proposal to form a federation of groups to support the Seiberling bill.

On November 6, this same group, composed of Ken Avery, Jim Farmer, Barry Sugden, Pat Pringle, Myron Thomas, Walter Klippert, Ron Thorburn, Millie Molli, and Linda Willingham, reassembled to discuss the matter and pledged to contact other interested parties.

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24. James S. Jackson, "A Brief History of Efforts to Preserve the Cuyahoga Valley," typewritten article, no date; and Scrattish, *Historic Resource Study*, 273-6.

25. Sheridan S. Steele, interview with Susan Garland and Ron Thoman, 23 January and 29 July 1980; Siegfried Buerling interview, 23 May 1989; and Scrattish, *Historic Resource Study*, 11-2. John Seiberling of TCRPC was also a member of PVHA and constantly stressed that the group should broaden its focus to cover the Cuyahoga Valley, not just preserving historic and scenic areas around Peninsula. See Seiberling interview, 7 and 8 September 1989.

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They turned to George Watkins and LEWCF's Cuyahoga Valley Committee for access to its extensive mailing list. Ron Thorburn suggested the easiest way to accomplish their goals was through an existing organization with a charter and by-laws. The most desirable one which already had a proven preservation record was the Peninsula Valley Heritage Association. PVHA was already incorporated and had tax-exempt (not-for-profit) status. The group proposed approaching PVHA to ask if it was willing to change its name to reflect the broader preservation effort and adopt the park cause.<sup>26</sup>

Henry R. Saalfield, PVHA president, supported the move to transform PVHA into the "Cuyahoga Valley Association." Saalfield called a special PVHA meeting on November 29, 1971, at which the trustees approved all the proposed amendments to the bylaws and called for a new membership and fund-raising drive, and election of officers.<sup>27</sup> In a letter to PVHA members, Saalfield asked for dues and explained, "[We] have retain[ed] the same basic purpose and obligations. The purpose of changing the name was to include memberships of many diversified and interested groups which have wanted to join us under a Federation so that all of the projects could be coordinated under an umbrella organization." He identified the other groups as the Sierra Club, Committee Organized to Protect the Environment (COPE), Air and Water Use Association, the Cuyahoga Valley Committee, Akron Garden Forum, and The Survival Center of the University of Akron.<sup>28</sup>

Henry Saalfield turned to fellow PVHA board member James S. Jackson to lead the new CVA.<sup>29</sup> It proved to be an ideal choice. A Peninsula resident and recently retired as an editor of the *Akron Beacon-Journal*, Jackson used his considerable journalistic talent to produce a newsletter (published on an irregular, as-needed basis) called *The Voice of the Cuyahoga Valley Association*. Through *The Voice*, which enjoyed a wide distribution, Jackson effectively communicated the issue of preserving the valley by establishing a park. It was a useful tool for enlisting support and new CVA members. Jackson used his extensive professional contacts to spread CVA's cause throughout Ohio and to the national media as well. In his efforts, Jackson had the indefatigable assistance of his wife, Margot.<sup>30</sup>

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26. Minutes of Cuyahoga Valley park meeting, 6 November 1971, 10 a.m., 411 Wolf Ledges, Akron, Ohio; and Millie Molli to George H. Watkins, letter, 8 November 1971, both in folder--Cuyahoga Valley Association, George H. Watkins papers.

27. Henry R. Saalfield to Trustees and Friends, Peninsula Valley Heritage Association, letter, 19 November 1971, folder--Cuyahoga Valley Association, George H. Watkins papers.

28. Henry R. Saalfield, open letter to Peninsula Valley Heritage Association/Cuyahoga Valley Association members, 13 December 1971, folder--Cuyahoga Valley Association, George H. Watkins papers.

29. Saalfield continued working full-time at his own area publishing business and remained active in the movement. Because Jackson was retired, he had more time and energy to lead CVA.

30. Sheridan S. Steele interview by Susan V. Garland and Ron Thoman, 29 July 1980; and James S. Jackson (continued...)

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In addition to Jackson's election at the February 5, 1972, CVA meeting, the other new officers were Ron Thorburn, vice president; Millie Molli, secretary; and Charles Conger, treasurer. They called for volunteers to join nine standing committees which were as follows: park, canal, Bronson Church, heritage, newsletter, Cuyahoga River, conservation, speaker's bureau, and zoning.<sup>31</sup>

CVA saw its purpose as protecting and preserving the valley's open landscape as well as fighting any encroachments. Its goals in 1972 were to support the national park bill before Congress; oppose the Coliseum on Route 303 and the six-mile CEI transmission line along the canal and river; support the local, state, and federal land acquisition partnership in the Cuyahoga Valley; encourage property owners to donate scenic easements to the metropolitan park districts; and to sponsor educational bus tours through the valley.<sup>32</sup>

What should have been one of CVA's first supporters, Hale Farm and its parent organization, Western Reserve Historical Society (WRHS), initially remained neutral. Hale Farm Manager Siegfried Buerling quickly changed WRHS's *laissez-faire* policy when he reported that appraisers and surveyors were examining the Morgan Firestone property, a large tract of farmland adjoining Hale Farm, for construction of high-rise apartment buildings. Alarmed that such a development would despoil Hale Farm's historic pastoral setting, the WRHS board enthusiastically joined the park crusade and Hale Farm became a staunch local ally.<sup>33</sup>

CVA's bus tours, which originated by contacting Hale Farm's list of patrons, soon became a most effective and popular public relations tool. The first tour came on April 23, 1972, as four buses made a three-hour, 50-mile journey to investigate both the "beauties and the blots" of the Cuyahoga Valley. One hundred-fifty people were led by guides John Seiberling, John Pittenger, James S. Jackson, and Ron Thorburn on a highly-publicized tour.<sup>34</sup> Thereafter, the tours began on an informal basis as small groups and churches contacted CVA to provide the service. James and Margot Jackson conducted an increasing number of tours in the fall of 1972 as awareness of the service spread by word of mouth and through *The Voice*.

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30. (...continued)

interview by Susan V. Garland, 16 July 1980. James S. Jackson was editor of *The Voice* from April 1972 to June 1981, followed by Margot Jackson from May 1986 to May 1990.

31. Minutes of CVA meeting, 5 February 1972, folder--CVA, George Watkins papers.

32. "While Backing the Park Let's Fight Encroachment," *The Voice*, April 1972.

33. Siegfried Buerling interview, 23 May 1989.

34. "A Great Opportunity to See the Valley!" *The Voice*, April 1972.



**Figure 5:** Volunteer-led bus tours for area school children were an important component of the pro-park promotions of the early 1970s as well as following congressional authorization of a federal park.

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Another widely-publicized tour came in October 1973 when 400 members of the National Trust for Historic Preservation, attending a national annual meeting in Cleveland, were given tours of Peninsula, Hale Farm, and nearby Hudson. The historians, architects, curators, and other preservationists expressed support for the park proposal and helped push it on their national agenda. The valley tours became so much in demand by schools in the region, CVA recruited and trained a large staff of volunteers to undertake regular tour service starting in the spring of 1975.<sup>35</sup>

CVA initially forecast congressional authorization of a valley national park in 1976 or 1978, at best. It based the estimate on the dismal performance of Congressman John Seiberling's 1971 bill which never received a committee hearing in either chamber. Upon its reintroduction in the 93rd Congress in 1973, Seiberling requested a strong showing of public support. CVA prepared a draft resolution endorsing the bill for use by other groups and communities and called for a letter-writing campaign aimed at Congress.

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35. James S. and Margot Jackson interview by Susan V. Garland and Nick Scratish, 29 October 1980; and "They Came, They Saw...", *The Voice*, November 1973.

## *Building Momentum to Preserve the Valley*

By July 1973, CVA realized it needed to do more than its scattered volunteer efforts. It contemplated raising money to hire a person full-time to organize the pro-park movement and began searching for funding from philanthropic foundations. When Seiberling himself called for a full-time effort before a September 1973 CVA meeting, the plan moved rapidly forward as George Watkins prepared grant applications under the name of yet another new entity: the "Cuyahoga Valley Park Federation."

### **Formation of the Cuyahoga Valley Park Federation**

The best prospect for funding a professional Cuyahoga Valley Park Federation (CVPF) staff was from the George Gund Foundation of Cleveland. A problem developed when the Gund board had reservations about giving a large grant to a group with no track record. CVA then proposed being the grant recipient. Funds could be channeled through "parent" CVA to its adopted "project," CVPF.<sup>36</sup> When it was unclear whether Gund would accept CVA's proposal, George Watkins received permission to offer the Lake Erie Watershed Conservation Foundation as a substitute.<sup>37</sup> It was unnecessary, however, because the CVA grant finally came through in late December 1973.

The George Gund Foundation trustees approved an immediate \$50,000 grant "to assist in the establishment of an administrative base to coordinate and advance the efforts of the various agencies and institutions concerned with the creation of the Cuyahoga Valley Park." Gund concurred with the CVA/CVPF objective of activating a broad base of public support for the valley park, its three-year operating goal, and a plan to raise more local funding. On this last point, CVPF ideally would raise \$35,000 each from the Cleveland and Akron ends of the valley for an annual operating budget of \$70,000.<sup>38</sup> In reality, funding from Akron never approached that received from Cleveland. Foundation grants also fueled CVPF adequately; therefore, none of the Park Federation members had to be solicited for donations.<sup>39</sup>

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36. James and Margot Jackson interview, 29 October 1980 (It did not hurt matters any that Henry Saalfield's son was married to a Gund); Jackson interview, 16 July 1980; and "Let Them Know!" *The Voice*, May 1973.

37. George H. Watkins to R. Livingston Ireland, letter, 16 November 1973, folder--Cuyahoga Valley Park Coordinating Committee, George Watkins papers. (A note Watkins wrote on his carbon of this letter reads: "Lived by phone Nov. 21.")

38. Watkins to James S. Jackson, letter, 28 November 1973; and James S. Lipscomb, Executive Director, George Gund Foundation, to James S. Jackson, letter, 20 December 1973, both in folder--Cuyahoga Valley Park Coordinating Committee, George H. Watkins papers.

39. Harvey R. Swack telephone conversation with author, 5 September 1989.

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The next step was to select a director of the Park Federation's foundation. There was no special recruitment drive; only Harvey Swack and Ed Baugh had indicated interest in the position. In effect, Swack was already doing the job and was more familiar with the valley's resources.<sup>40</sup> At the CVA's January 15, 1974, board meeting, Swack was hired at a salary of \$22,500. He agreed to take a one-year leave of absence from his position as CMPD community relations director, a post he held for ten years.<sup>41</sup>

The CVPF office opened late the same month at 1600 Mill Street in Peninsula. Swack hired a woman, Terry Tople of Akron, a Kent State University journalism graduate, to be his administrative assistant. The Park Federation's advisory board formed on February 16 with members from the most active organizations in the park movement: Janet Hutchison, Cuyahoga County League of Women Voters; Christine Freitag (with alternate Susan Klein), Akron Junior League; George H. Watkins, LEWCF; John Daily, AMPD; O. Dale Graham, CMPD; William B. Nye, Ohio Department of Natural Resources (ODNR); Michael D. Duermit, Ohio Conservation Foundation; Marion S. Powell, Northeast Ohio Group of the Sierra Club; and James S. Jackson and Charles Conger, CVA.<sup>42</sup> George Watkins served as CVPF's chairman of the advisory board. Harvey Swack regularly passed issues through the board for its approval, and he organized it into a speaker's bureau to promote the park and to attract other affiliates.<sup>43</sup>

In the first quarter of 1974, CVPF made significant gains. More than fifty groups affiliated with the Park Federation. The public information campaign continued with CVPF's first pamphlet, "Right In Our Own Backyard," outlining the virtues of saving the Cuyahoga Valley. Petitions available at Cleveland Sportsmen's Show and the Akron Home and Garden Show netted 4,000 signatures. In response to Congressman John F. Seiberling's call for support before a hearing on the park bill, Swack chartered a bus and recruited thirty-three volunteers to go to Washington, D.C., a move which greatly impressed the legislators and proved critical in swaying the vote. Jackson and Swack took advantage of the trip by briefing representatives of national groups prior to their testimony. CVPF/CVA could not engage in direct political lobbying because it would jeopardize the cherished tax-exempt status as well as that of their area foundation grantees.

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40. Watkins to Jackson, letter, 28 November 1973, folder--Cuyahoga Valley Park Coordinating Committee, Watkins papers; and Sheridan S. Steele interview by Susan V. Garland and Ron Thoman, 29 July 1980; and Harvey R. Swack telephone conversation with author, 5 September 1989.

41. Cuyahoga Valley Association board meeting minutes, 15 January 1974, Peninsula Library, folder--CVA, Watkins papers; and Federation Will Coordinate Efforts for Valley Park," *The Voice*, January 1974.

42. "What Is the Cuyahoga Valley Park Federation?" typewritten flyer, no date [circa early 1974], CVPF files; and "Park Federation Activities Now in Full Swing," *The Voice*, May 1974.

43. Harvey R. Swack telephone conversation with author, 5 September 1989.

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The Ohio Department of Natural Resources (ODNR), with financial backing from the Cleveland Growth Board and the Akron Chamber of Commerce, hired Ed Baugh as a lobbyist to push the bill before congressmen and their staffs. The Park Federation played a similar resource role and organized a list of witnesses for a Senate hearing held in Peninsula.<sup>44</sup>

CVPF member Robert Hunker's two-year effort working with the Western Reserve Historical Society to nominate Peninsula to the National Register of Historic Places paid off in August 1974. Hunker began the effort upon the advice of Congressman John Seiberling in order to block the Ohio Highway Department's plans to widen Route 303 through Peninsula to accommodate the growing volume of traffic going to the Midwest Coliseum. The National Park Service certified the "Peninsula Village Historic District" on August 23, 1974. Hunker's nomination recognized the village's significant buildings such as Bronson Memorial Church, Bronson house, old Wood's store, Conger house, GAR Hall, Grange hall, and village hall as well as parts of the Ohio and Erie Canal and several quarries. Designation in the National Register helped to promote the historical significance of valley resources and provided an extra boost to the national park effort.<sup>45</sup>

The public education program continued with Jim Jackson preparing a slide show for presentations before civic groups, a valuable tool for use by the CVPF speaker's bureau in recruiting additional CVPF affiliates. It played extremely well before local governing bodies. One by one, city councils and township boards passed resolutions favoring the park. Because it was not certain what form the proposed park might eventually take, CVPF's literature, like the group's name itself, did not specify either "national" or "state" park, although the main impetus in all other promotional means was always placed on the federal entity. CVPF also sponsored a photography contest in which features within the proposed park boundaries were eligible subject matter. The highly successful contest netted more than 450 entries.

Like local political leaders, journalists were quick to pick up on the growing tide of public interest in the Cuyahoga Valley park debate. The media were fascinated by the park movement and were more than willing to use material supplied by the Park Federation. Contacts with the media were handled daily at the CVPF office which provided an impressive array of information about the valley. The office hired a statewide newspaper clipping service and organized a catalog of news articles which were useful reference tools for further dissemination. Numerous radio and television interviews were given by Swack, Tople, Watkins, Jackson,

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44. Report to George Gund Foundation on CVA and CVPF, January 1 to April 15, 1974, no date [circa April 1974]; open letter to CVPF members and prospective members from Harvey R. Swack, no date [circa April 1974]; and Harvey Swack, "Organizing a Community to Create a National Recreation Area," speech transcript, all in CVPF files; and Swack telephone conversation with author, 5 September 1989.

45. "Peninsula is Designated National Historic District," *The Voice*, October 1974; and John Seiberling interview, 22 May 1989.

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and others. CVPF prepared a large valley map which pinpointed principal cultural and natural areas of interest. ODNR adopted the map and printed 100,000 copies for statewide distribution.<sup>46</sup>

The string of CVPF victories is impressive. One of the sweetest came in a Cleveland editorial titled "The Valley: Why It Must Be Preserved." Reflecting the essence of the CVPF's efforts, *The Plain Dealer* eloquently declared:

The Cuyahoga River Valley is a living lesson in how nature and man form the land. It is in great danger of being lost unless Congress takes immediate action to preserve it. National park status is the best way to make its survival certain.... The Cuyahoga River Valley national historical park and recreation area would be of immense benefit to the whole region and particularly to the immediate area. It would be unique among national parks because of its combination of historical interest and recreational opportunities, both those that could be developed within the park proper and those that already exist, such as Blossom Music Center and two ski areas.

Especially because of the probable continuation of the fuel shortage the valley should be preserved because of its proximity to urban centers, the residents of which have great need of the refreshment they can find in the valley.<sup>47</sup>

Under Harvey Swack and Terry Tople's leadership, every technique CVPF employed to drum up public support succeeded and generated considerable publicity. Swack was largely successful in convincing local zoning boards not to issue permits for development projects while the park bill was before Congress.<sup>48</sup>

The Park Federation surpassed even its wildest expectations as the national park bill sailed through Congress in late 1974 (see Chapter 6). Without CVPF's formation and its rapid growth to eighty-two pledged affiliates, the remarkable progress at the national level would never have been made. As the 93rd Congress finished up its work in December 1974, the valley national park was in sight.

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46. "Organizing a Community to Create a National Recreation Area," typewritten transcript of speech by Harvey Swack; and minutes of CVPF advisory board meeting, 16 May 1974, both in CVPF files; and Harvey R. Swack telephone conversation with author, 5 September 1989.

47. Editorial, *The Plain Dealer*, 14 April 1974.

48. Harvey R. Swack telephone conversation with author, 5 September 1989. Terry Tople handled the photographic contests; wrote all news releases, CVPF newsletters, and letters to affiliated members; scheduling; and training and coordinating volunteers.

### *Building Momentum to Preserve the Valley*

On December 5, CVPF Director Swack wrote to George Watkins and pledged that the park's authorization was only the first step; increased efforts were needed to win appropriations to make it "a working reality." Swack declared that although CMPD would not extend his leave of absence, he would resign that post to remain as Park Federation director for another year and continue working for the park cause.<sup>49</sup>

There was indeed much work yet to be done.

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49. Swack to Watkins, letter, 5 December 1974, folder--Advisory Board CVPF, Watkins papers.

**Chapter 3**

## Chapter 4

### Ohio's Reaction to the Proposed Federal Park

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The plan offers the basis for local governmental units to seize the opportunity to restore the Cuyahoga River, the Ohio Canal, and the heavily wooded and rugged terrain of the Cuyahoga Valley. We are looking to local leadership to expedite the principles of the plan in cooperation with the state of Ohio. The time for action is now.

The Cuyahoga Valley is in the center of a rapidly spreading super metropolis as Akron and Cleveland grow toward each other. Unless the plan is carried out promptly, it will be too late to save this beautiful area for the enjoyment and recreation of Ohio families. Open space is not only an aesthetic need; it is essential in order to avoid the social problems that plague huge, unbroken urban sprawls.<sup>1</sup>

Ohio Department of Natural Resources press release  
concerning the 1968 "Rosenstock Study."

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#### Tri-County Regional Planning Commission

For John F. Seiberling, preserving open green space in the Cuyahoga Valley and working for the public good was indeed a family affair. His grandfather, Akron industrialist F. A. Seiberling, helped form the Akron Metropolitan Park District (AMPD) and then donated land to form the nucleus of what became Sand Run Reservation. In the 1950s, the Seiberling heirs

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1. Statement by ODNR Director Robert W. Teater, press release, 21 May 1968, George H. Watkins Papers.

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donated the family's fabulous Tudor-style mansion and estate called "Stan Hywet Hall" to an Akron trust to operate in perpetuity as a museum.

John Seiberling grew up and spent most of his life in the area. Warm childhood memories of the valley include long excursions via automobile over the rough dirt roads, family picnics, and visiting many of the picturesque farms. Seiberling found the valley a truly "exciting place" for hiking, bicycling, and horseback riding. As an adult, he took great pleasure exploring and photographing it. As the years passed, however, he witnessed firsthand the escalating changes in the rural landscape and became convinced that something should be done to preserve it for everyone's enjoyment. Following family tradition by studying law and getting involved in community affairs, John Seiberling became increasingly determined to do his part to save not just the southern portion of the Cuyahoga Valley for his native Akron, but the important scenic and cultural components of the valley abutting Cleveland's burgeoning suburbs as well.<sup>2</sup>

Seiberling advocated his dream of valley preservation through his membership on the Tri-County Regional Planning Commission (TCRPC) to which he was appointed as a citizen member in 1963. One of the primary reasons leading to his appointment was his outspoken concern about the future of the Cuyahoga Valley. In 1964, he continued his advocacy by becoming one of the founding members of the Peninsula Valley Heritage Association (PVHA) in its fight to save Bronson Memorial Church. Concerned about the valley's certain fate, he worked with the board of directors of both metropolitan park districts and helped promote their plans of adding more of the valley to their systems. He recognized that more than the limited metropolitan park district funds were needed in order to prevent the valley from being swallowed up by urban development.

Seiberling's elevation to chairman of TCRPC in 1965 allowed him a platform to urge Governor James A. Rhodes and Interior Secretary Stewart L. Udall to consider establishing either a state or national park in the Cuyahoga Valley. Seiberling preferred a federal park which entailed acquiring a minimum of 15,000 acres through easements or purchase. As he advised Secretary Udall, "The magnitude would indicate that special federal assistance is almost a 'must' if the job is to be done properly."<sup>3</sup>

Seiberling also utilized the TCRPC chairmanship to fight encroachments and spread the word about valley preservation. It was he who convinced Summit County commissioners to call for the city prosecutor to file suit against the CEI transmission line (see Chapter 3) because it

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2. John Seiberling interviews, 22 May and 7-8 September 1989. Seiberling was the son of J. Frederick Seiberling. A relative, Francis Seiberling, served the community for two terms in the U.S. Congress (Republican-Akron) (1929 to 1933).

3. Seiberling to Udall, letter, 7 February 1967, Proposed State Projects/Cuyahoga Valley folder, box 77, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

## *Ohio's Reaction to the Proposed Federal Park*

violated TCRPC's regional land use plan. Seiberling's extensive business contacts helped him enlist the support of key area chief executive officers for a valley park.<sup>4</sup>

Progress toward a valley park came from Columbus, but only after a special lobbying effort convinced Governor James Rhodes to authorize a recreational feasibility study. Agreeing to *Akron Beacon Journal* publisher Ben Maidenburg's suggestion, Governor Rhodes called a meeting of interested parties in late 1965. Present in the governor's office were TCRPC's John Seiberling, PVHA President Henry Saalfeld, former Goodyear Tire and Rubber Company Chairman Eddie Thomas, State Senator Ed Garrigan, and AMPD Director John Daily. Seiberling produced a map which showed the high concentration of parkland in southern Ohio in stark juxtaposition to the state's urban population center to the northeast.

When Governor Rhodes asked why that was so, Fred Morr, director of the Ohio Department of Natural Resources (ODNR), replied that land values were cheaper in that part of the state. Seiberling immediately countered, "It may be cheaper... but it doesn't do the people in northern Ohio much good if they can't afford the time or the money to travel there."<sup>5</sup>

At Governor Rhodes' direction, in the spring of 1966, ODNR contracted the recreational feasibility study to the Akron firm of Rosenstock-Holland-Associates. Because the study's scope involved a large part of TCRPC's territory, the planning commission acted as its chief local consultant. In July, Fred Morr ordered the state planning effort suspended following a trip to the area by Interior Secretary Stewart L. Udall who voiced support for a national park. When the Interior Department cooled on the idea eight months later, the project resumed.<sup>6</sup>

In a March 8, 1967, meeting in Fred Morr's office, contractor Matthew J. Rosenstock was told in no uncertain terms that the proposed park was a local or regional entity and therefore the state would not accept management responsibility.<sup>7</sup> At a TCRPC meeting nine days later with the contractor (as well as state and local officials<sup>8</sup>), the ground rules set forth by the ODNR

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4. Handwritten notes by Fred Bartenstein of meeting with John Seiberling by Wright brothers preservationists from Dayton, Ohio, 7 July 1989, Akron, Ohio.

5. John F. Seiberling interview, 22 May 1989. AMPD Director John Daily also recalled the important meeting with Governor Rhodes. See Daily interview, 22 May 1989.

6. Morr to Udall, Western Union telegram, 12 July 1966, folder D4221 Ohio NRA Cuyahoga River, BOR records, and box 77, folder Proposed State Projects, Cuyahoga Valley, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

7. Minutes of meeting regarding the Cuyahoga Valley Study, 8 March 1967, folder Proposed State Projects, Cuyahoga Valley, Director's Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus. Also present were Ned Williams, Chief, Division of Engineering; Melvin Rebholz, Chief, Division of Parks; and Robert Teater, Assistant Director.

8. Attendees were as follows: Harold S. Wagner, Akron; John Daily, director of Akron Metropolitan Park  
(continued...)

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were repeated along with the proviso that Ohio was willing to match federal land acquisition funds, but it would not enter into an acquisition program without federal participation. Similarly, local revenues would also be needed if the program were to succeed. With the rules clearly outlined, the group agreed to meet on a monthly basis until the report, dubbed the "Rosenstock Study" after the chief contractors, was completed in the spring of 1968.<sup>9</sup>

It was only natural that John Seiberling took a personal interest in the Rosenstock Study and provided constant input. In fact, the final version largely reflected his thinking; when Al Rosenstock presented him with a first draft, Seiberling sat down that same evening with a pen and legal pad and sketched out what he thought the study should say and what areas should be added. He worked until three o'clock in the morning making revisions and provided some of his own photographs as illustrations. Seiberling was simultaneously pleased and embarrassed to find that Rosenstock incorporated all of his comments, rough spots and all.<sup>10</sup>

When the Rosenstock Study was finally unveiled in May 1968, it was Seiberling who chaired the meeting of representatives from more than 40 civic, political, and historical organizations. The Rosenstock Study presented a general flexible plan of recreation development potential. It called for a park with trails, picnic areas, boat rides on the historic canal, development of historical areas, and visitor information stations at the parks' north and south entrances. One of the primary recommendations was for the clean up of pollution in the Cuyahoga River. The significance of the Rosenstock Study lies in the fact that for the first time the state's support for a valley park was officially on record. While there was no specific outline of state financial support, the study recommended that CMPD and AMPD take the lead in the valley preservation movement. The Rosenstock Study concluded: "The thorough analysis of the natural corridor between Cleveland and Akron presents the indisputable conclusion that this area MUST be preserved as open space land." [Emphasis in original.] Stating that the onslaught of urbanization must be stopped, the report continued:

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### 8. (...continued)

District; Harold Groth, director of Cleveland Metropolitan Park District; Steve Kaufman, Cuyahoga County Planning Commission; John Leach and Peter Reed of the Cleveland firm of Arter, Hadden, Wykoff, Van Duzer; George H. Watkins, Lake Erie Watershed Conservation Foundation; Dr. Waldo Semon, chairman of Akron Metropolitan Park District Board/B. F. Goodrich Center, Brecksville; Matthew J. Rosenstock, Rosenstock-Holland-Associates, Akron; John F. Seiberling, president of TCRPC/Goodyear Tire and Rubber Company, Akron; James E. Farmer, executive director of TCRPC, Akron; and Thomas Hill, Cleveland.

9. Matthew J. Rosenstock to George Watkins, letter, 17 March 1967, George H. Watkins Papers; and "A Summary of Congressman John Seiberling's Efforts to Establish the Cuyahoga Valley Park," typewritten narrative from Congressman Seiberling's office, no date [circa 1971].

10. John F. Seiberling interview, 22 May 1989.



**Figure 6:** Dozens of barns, such as the Gleason (Carey) barn on Tinkers Creek Road, dot the valley and add to the pastoral, open landscape for which the park was established.

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In order to reach this end, the [Rosenstock] Study establishes one conclusion that exhibits priority over all others. Certain lands must be acquired in fee and other lands lend themselves to the acquisition of scenic easements or some other lesser interest than fee simple, if this is legal and economically feasible."<sup>11</sup>

The group of local representatives unanimously endorsed the Rosenstock Study. Seiberling declared that it was up to citizens to see the plan implemented. In what eventually resulted in the Cuyahoga Valley Association's birth three years later, he envisioned the formation of a "steering organization" to conduct the public relations effort and "put the heat on" to get Ohio funding for valley preservation.<sup>12</sup> Seiberling told the two metropolitan park boards that they were the only local entities with the authority and resources to save the valley. In mid-

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11. Rosenstock-Holland-Associates, *The Cuyahoga Valley of Ohio: A Recreational Feasibility Study* (Columbus: Ohio Department of Natural Resources, 1968).

12. Richard McBane, "Endorse Recreation Center for Cuyahoga River Valley," *Akron Beacon Journal*, 22 May 1968.

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June 1968, he convinced them to appoint a fifteen-member citizens committee to identify the areas which merited immediate acquisition. He said that at least one-fourth of the funding should be raised locally with the remainder coming from the state and federal governments.<sup>13</sup>

Seiberling soon learned that his vision of preserving the valley as a complete unit could not easily be grasped by most of its residents because there never existed a valley-wide sense of community. As Jim and Margot Jackson explained it:

There never was any single community of the valley--most people in this area know nothing of the valley beyond Peninsula. [Route] 303 would be a dividing line, and people in Akron and this far north don't know anything about it.... There is simply no community of interest between say Valley View and the people in this valley here around Hale Farm. Might as well be 200 miles away.<sup>14</sup>

Some residents resented the intrusions of "outsiders." John Seiberling earned the unyielding animosity of Ben Richards, owner of Brandywine Falls, when Richards caught him taking photographs of the scenic spot. The landowner hurled rocks down on the photographer and tried to have the county sheriff arrest him for trespassing. He was unsuccessful, however, because as TCRPC<sup>15</sup> chairman, Seiberling had the legal authority to go anywhere in the three-county area.<sup>16</sup> It was Richards who led the small group of dissenters at the first public hearing on the Rosenstock Study held at Peninsula's GAR Hall on June 10, 1968. Although there were many supporters, the opponents were the most vocal with shouts of "You're trying to steal our land!" receiving loud applause.<sup>17</sup> When the dissenters said they could continue to protect the valley themselves, Seiberling retorted that if they believed that, they were "living in a dream world." He predicted if a park preserve were not established, one by one properties would be sold to the highest bidder until the developers had paved over the entire Cuyahoga Valley.<sup>18</sup>

It was apparent that the long road to a valley park would not be traveled without hitting a bump or two.

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13. Gene Goltz, "Park Boards Step Up Effort to 'Save' Valley," *Akron Beacon Journal*, 6 June 1968.

14. Jim and Margot Jackson interview by Susan V. Garland and Nick Scrattish, 29 October 1980.

15. TCRPC was superseded in the early 1970s by the Northeastern Four County Area-wide Planning Agency (NEFCO) which included Summit, Portage, Stark, and Wayne counties.

16. John F. Seiberling interview, 7-8 September 1989; and "A Waterfall Meets the Public: Seiberling Won Battle of Brandywine," *Akron Beacon Journal*, 23 June 1985.

17. Gene Goltz, "Residents Question 'Scenic River' Plan," *Akron Beacon Journal*, 11 June 1968.

18. Notes by Fred Bartenstein on a meeting with John Seiberling, 7 July 1989.

## Ohio Department of Natural Resources

After the formation of the Bureau of Outdoor Recreation (BOR) under the Kennedy Administration in 1962, each state completed a Statewide Comprehensive Outdoor Recreation Plan (SCORP) to gain eligibility to receive federal funding for state recreation programs through the BOR-administered Land and Water Conservation Fund (LWCF) inaugurated in 1965. Ohio began implementing its SCORP in 1965, under the direction of the Ohio Department of Natural Resources' (ODNR) outdoor recreation planning section.

A volume of Ohio's SCORP titled "Lakeshore Uplands" included the Cuyahoga Valley and recommended that additional park land be purchased there.<sup>19</sup> ODNR Director Fred Morr, however, chose not to spend much of the matching funds or to share the LWCF monies with many other governmental units. Cuyahoga Valley's two metropolitan park districts, however, were certified for LWCF and did receive some matching grants.<sup>20</sup>

Ohio politics in 1970 played a pivotal role in the future of the park movement. In the Democratic primary for the congressional district seat which included most of the Akron area, John F. Seiberling ran against William B. Nye, a former state senator. Seiberling not only won his party's nomination, but went on in November to defeat the ten-term Republican incumbent. While Seiberling's anti-Vietnam position, and not a valley park, was a central campaign issue, one of Congressman Seiberling's first acts on Capitol Hill was to introduce a bill calling for a national park in the Cuyahoga Valley.

A similar party change transpired in the Columbus statehouse when Republican Governor James A. Rhodes retired and Democrat John J. Gilligan was elected. For the next four years, Gilligan dedicated his administration to reversing the economic policies of his predecessor.<sup>21</sup> He made passage of a state income tax his number-one issue. In March 1971, Governor Gilligan all but shut state government down because the Republican-dominated general assembly failed to pass a budget. All of the state parks were closed. In the resulting public uproar, not only did the budget pass, but the new income tax system soon followed.

Governor Gilligan appointed William B. Nye,<sup>22</sup> Seiberling's Democratic primary opponent

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19. Nick Scrattish, draft Chapter VII ("Establishment and Early Operation of the Cuyahoga Valley National Recreation Area") from unapproved draft Historic Resource Study, February 1981, 19-20.

20. William B. Nye interview, 24 May 1989.

21. *Biographical Directory of the Governors of the United States 1789-1978, Vol. III*, edited by Robert Sobel and John Raimo (Westport, Connecticut: Meckler Books, 1978), 1237-8.

22. Nye was a one-term state representative and two-term state senator. A lawyer, Nye sponsored a lot of  
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for Congress, to head the ODNR. For the valley park movement, William Nye's appointment proved to be crucial. Nye disapproved of the historical propensity to buy park and forest land "on the cheap," traditionally the wooded ravines which dominated southern Ohio. He believed that parks should be near population centers; if it took too long or it was too expensive to reach, the cheap recreation lands were not such a bargain after all. Nye therefore was instrumental in reorienting ODNR from a rural to urban perspective.

In contrast to his predecessor, William Nye embraced the concept of a state park in the Cuyahoga Valley and then actively promoted it. Virginia Kendall State Park would serve as the nucleus of an even bigger valley state park.<sup>23</sup> In reality, however, from the beginning Nye wanted a national park. He reasoned that acquiring the land for a state park and then offering to turn it all over to the federal government would entice the Congress to pass John Seiberling's bill. Although a Cuyahoga Valley State Park would be an operational burden, Nye remained willing to accept management of the park, in partnership with the local metropolitan park districts, should the national park movement fail. It was a daring gamble Nye was willing to take in order to achieve a major urban park for northeast Ohio.

Nye therefore voiced support for the Seiberling bill while simultaneously continuing to work for a state park. He was undaunted by the Interior Department's objections; the very criteria espoused for NPS urban park units, Nye observed, were not applied in the City of Washington which was full of five-acre parks surrounded by housing developments. Nye was fully aware that making a national park was not up to professional park bureaucrats; it was a political matter. Congress needed to see strong local and state support before it authorized a federal valley park.

Governor Gilligan, recognizing the growing political clout of the Cuyahoga Valley Association and its Park Federation,<sup>24</sup> gave his ODNR director *carte blanche* to operate in the Cuyahoga Valley. In a cabinet meeting held to determine which potential federal projects Ohio should advocate, Nye proposed the Cuyahoga Valley park as ODNR's number-one priority.

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22. (...continued)

environmental (air quality and wildlife) legislation. He once worked for one summer as a laborer at AMPD's Virginia Kendall Park. See William B. Nye interview, 24 May 1989.

23. *Ibid.*, and James S. Jackson interview, 16 July 1980.

24. Relations between CVPF's Harvey Swack and ODNR officials were tumultuous. Swack, aggressively promoting park development schemes, privately clashed with the ODNR which thought that such speculation was premature. Swack wanted campsites immediately developed on state lands as well as canoe access points on the Cuyahoga River. According to ODNR recreation planner Sheridan Steele who was sent to the valley in 1974 to conduct such a canoe study, mutual relations were in "constant conflict." See Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980. Relations between Swack and William Nye, however, were excellent. See Harvey R. Swack interview, 5 September 1989.

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Selecting projects from a combined state list, Governor Gilligan subsequently designated the valley park as Ohio's second highest priority. When Uncle Sam awarded Ohio's first priority federal project to Illinois in late 1974, Gilligan moved the Cuyahoga Valley park to the top of his federal project wish list.

To his amazement, Nye discovered that ODNR had never informed most local governments that they had a right to request and use LWCF 50/50 grant money. He soon remedied that by initiating the process to qualify local governments to receive half of Ohio's share of LWCF money. Because the LWCF has a three-year life cycle, Nye also found he had an unobligated backlog of \$17 million in LWCF entitlements. He immediately mobilized ODNR's land purchasing ability and targeted an initial \$5 million for the Cuyahoga Valley.

Another change William Nye made at ODNR was to expand its planning capabilities to cover primarily two efforts: the Bicentennial of the American Revolution and the Cuyahoga Valley park. ODNR adopted a new land use public planning method developed at the University of Wisconsin, thus making Ohio the first in the Union to utilize it at the state level.

In striving for a valley park, Nye worked closely with his newly-expanded Division of Outdoor Recreation Planning which contained the following key individuals: Division Chief Don Schmidt, Chief Planner Don Olson, Planner Steve Coles, and Coordinator of Land Acquisition Norville Hall. These professionals conducted the initial planning for the proposed park master plan (called *Cuyahoga Valley 1975*), and represented a \$200,000 effort. Because the Rosenstock Study came under the previous Republican administration, the park planners of the new Democratic team used it only as a reference tool, and went beyond it to outline specific park developments.

Another state park expansion project convinced Nye of the necessity of using the public planning method. A proposal to expand the Kelleys Island State Park to include half of the island's land base sailed through all of the political hoops, but when the public learned of its ramifications, the uproar killed the plan. The lesson was well-learned; Nye vowed never to do another park plan without close public participation. ODNR expected to encounter significant local opposition early in its Cuyahoga Valley planning efforts. Once local residents were educated and participated in planning the park, the opposition lost its steam. At the final meeting, only four residents spoke in opposition.<sup>25</sup>

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25. William B. Nye interview, 24 May 1989. One special planning effort involved a competition among the states conceived by President Richard M. Nixon to create twenty-five new national parks in time for the Bicentennial. The Department of the Interior coordinated the competition which was divided into three categories. ODNR entered the Cuyahoga Valley and the canal corridor south to Zoar in the "urban/historical" category and proposed naming it the "Nixon National Park." The ODNR entry won and its slide presentation was viewed by President Nixon.  
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William Nye brought together the two metropark districts and pledged to give them the lion's share of Ohio's LWCF allotment with matching state money if they proceeded on their own acquiring more valley land. Nye preferred expending funds for purchasing park land instead of approving park development. He targeted Cuyahoga Valley as ODNR's number-one priority in its land acquisition program to lock up large tracts in order that they be saved from developers.

In 1973, Nye entered into a contract with BOR to provide matching grants to acquire valley land, estimated at \$55 million over a twenty-year period. BOR Director James Watt hailed Ohio as a "shining example" of the success of the 50/50 federal and state partnership approach and personally handed Nye the first check in a Washington, D.C., ceremony.

On September 18, 1973, Steve Coles of ODNR's outdoor recreation planning division presented the Cuyahoga Valley State Park proposal to ODNR's Recreation and Resources Commission. Citing the escalating land prices, Coles told the commission the state could not wait for national park designation by Congress, but needed to proceed with a valley park to be administered in a partnership with the metropolitan park districts. The commission gave its blanket approval to the ODNR plan.<sup>26</sup>

When valley land prices continued to skyrocket, Nye announced in December 1973 that he could not win the race against developers alone (see next section). State budgets were in a constant state of flux; it was impossible to commit steadfastly to one acquisition project for two decades (and probably longer) and ignore other areas of the state. Taking these variables into consideration, in late 1973 Nye formally renounced the state park plan in favor of John Seiberling's national park bill before Congress.<sup>27</sup>

Governor Gilligan conveyed this new position to the House subcommittee hearing in early 1974. In a letter, Gilligan declared:

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25. (...continued)

When Nixon discovered how much money was involved to fund the three top winners as well as the remaining twenty-two parks, he nixed the entire scheme.

26. Recreation and Resources Commission meeting of 18 September 1973, box 7, RRC Minutes and Attachments, December 1963 through 1975, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

27. Sheridan S. Steele interview by Susan Garland and Ron Thoman, 29 July 1980; and James S. Jackson interview by Susan V. Garland and Nicholas Scratish, 16 July 1980.

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A consideration of time, effort and funds dedicated to the project by the State of Ohio could leave no doubt in anyone's mind that we feel the preservation of the valley and creation of the national park is a matter of utmost urgency. During the current biennium nearly eight million dollars have been earmarked for acquisition of key parcels to preclude commercial and residential development that would be incompatible with the great potential of the valley. It is painfully apparent, however, that this effort, and funds to be appropriated for this purpose in the future, will fall far short of accomplishing the task before time runs out. It is imperative that the beauty of this unique valley, with its rich natural and historical features be saved for this and future generations. This can only be achieved through large federal input of expertise and funds.<sup>28</sup>

At the same hearing Bill Nye came out enthusiastically for the national park by stating that Ohio had been shortchanged with none of these federal units--national monuments aside--in the state. Both Nye and Gilligan pledged that if the federal government operated the valley park, state-owned lands in the valley would be donated to it.<sup>29</sup>

Governor Gilligan provided an additional boost to the national park cause when he obtained pledges of support from the governors of five Great Lakes states during the July 1974 Midwest Governors Conference. Gilligan, chairman of the Great Lakes Governors Caucus, won the support of the leaders of Illinois, Michigan, Indiana, Wisconsin, and Minnesota, all of whom agreed to ask their congressional delegations to vote for the Cuyahoga Valley park. It was an important endorsement not only because of the combined strength of the six congressional delegations, but because five Great Lakes representatives sat on the House Interior Committee's parks subcommittee. As the first regional political action supporting the park, the move was also significant because it marked the first time a coalition of Great Lakes governors formed to lobby for a specific federal project.<sup>30</sup> Gilligan also succeeded in enlisting the support of former Georgia governor Jimmy Carter, Democratic Party national campaign chairman. Carter, who was also a declared 1976 presidential candidate, attended an ODNR-sponsored reception on August 23, 1974, at Blossom Music Center to recognize political supporters of the valley national park.<sup>31</sup>

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28. Governor John J. Gilligan to Honorable Roy Taylor, letter, 25 February 1974, submitted to House subcommittee hearing of 1 March 1974, in *The Legislative History of the Cuyahoga Valley National Recreation Area: Volume 1, Congress Authorizes the Cuyahoga Valley National Recreation Area, April 1971 through December 1974*, compiled by Janet B. Hutchison. Hereafter referred to as *Legislative History, Vol. 1*.

29. *Ibid.*, Statement by William B. Nye.

30. Brian T. Usher, "Gilligan Arranges 6-State Push for National Park Bill," *The Plain Dealer*, 31 July 1974; and Recreation and Resources Commission meeting of 19 September 1974, box 7 RRC Minutes and Attachments, December 1963 through 1975, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

31. Abe Zaidan, "Carter: Democrats Still Will Do OK," *Akron Beacon Journal*, 24 August 1974.

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Under ODNR's leadership, in late 1973 the state joined with the Cleveland Growth Board and the Akron Chamber of Commerce to retain Cleveland publicist Ed Baugh to lobby for the park in Washington, D.C. In a June 1974 briefing to the Cuyahoga Valley Park Federation (CVPF) Advisory Board, Baugh revealed that he anticipated favorable consideration of the park bill during the current session, but that appropriations would have to wait.<sup>32</sup>

In addition to its aggressive valley land acquisition program, ODNR retained the consulting firm of Mosure-Fok and Syrakis, Ltd., of Canton and Youngstown to help its outdoor recreation planning division produce a comprehensive park master plan to evaluate topics such as water quality, cultural resources, zoning, transportation, utilities, wildlife, soils, vegetation, and park development alternatives. In the event the federal initiative failed, the plan (eventually called *Cuyahoga Valley 1975*), would form the foundation of the new state park's development. Otherwise, the data would prove priceless for National Park Service planners operating under a congressionally-imposed deadline to produce a final master plan.<sup>33</sup> (See Chapter 14)

### Land Acquisition in the Cuyahoga Valley

When the idea of creating a Cuyahoga Valley park began germinating in the mid-1960s, Akron Metropolitan Park District (AMPD) was the first to begin land acquisition on a large scale. The AMPD board approved an accelerated land acquisition program focused on the Summit County portion of the valley, particularly in the area of Virginia Kendall Park. In order to preserve the valley's rural character, AMPD concentrated on acquiring key open space parcels near roadway intersections which were prime targets for developers. Tracts with improvements were not purchased because of the expense involved. Some federal funds were also obtained to supplement the purchases which totaled somewhere between 1500 and 1800 acres. Because AMPD was not undertaking any new development projects, it was able to divert all funds not needed for park district operations and maintenance to Cuyahoga Valley land acquisition. Cleveland Metropolitan Park District's (CMPD) valley land purchases, however, were not substantial.<sup>34</sup>

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32. CVPF Advisory Board meeting minutes, 14 June 1974, CVPF files. Baugh worked as a part-time lobbyist while as employed by the Cleveland Home and Flower Show. His salary was set at \$15,000 a year—\$6,000 from ODNR, \$6,000 from Cleveland Growth Board, and \$3,000 from Akron Chamber of Commerce. See James S. Jackson to John Seiberling, letter, 12 December 1973, Jackson Papers (provided by Margot Jackson).

33. "In-Depth Study of Valley will be Ready for Feds," *The Voice*, December 1974.

34. John Daily interview, 22 May 1989. Daily recalled one of the early public hearings in Peninsula where he attempted to explain AMPD's land acquisition plans. The crowd proved to be hostile to AMPD "buying up all of their land." One of the most vocal opponents, however, was the first to call Daily the next morning and offer to sell. Daily said there were other people who were quite visibly opposed, but in private were eager to sell.

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One major purchase came following the release of the Rosenstock Study. On January 15, 1969, the week before the Johnson administration left office, Secretary of the Interior Udall authorized a \$210,000 expenditure from his Land and Water Conservation Fund (LWCF) contingency reserve to pay half the cost of 505 acres of woodland near Virginia Kendall Park. The political transition in Washington delayed clearance of the funds through the Bureau of Outdoor Recreation (BOR) until October. AMPD provided matching funds to acquire the large tract.<sup>35</sup>

Under Director Fred Morr, the Ohio Department of Natural Resources (ODNR) pledged itself to a two-year, \$2.5 million valley land acquisition program. For any unobligated funds, ODNR ranked the Cuyahoga Valley as its first priority.<sup>36</sup> The state's efforts to acquire public park land in the valley brought high praise from local media. In a July 1969 *Cleveland Press* editorial, the newspaper declared:

Such beauty should be for all to enjoy--and all should be able to view the one-time Indian trails and canal locks and rolling farm country that lie between two of Ohio's big industrial centers. Promoters of the valley project need strong local, state, and federal support before time runs out on this natural asset.<sup>37</sup>

In 1970, both metropolitan park districts applied through ODNR for \$5 million in BOR matching funds to begin a massive valley preservation effort. Following the January 1971 change of political parties in the governor's mansion, ODNR under the leadership of William Nye announced that the Cuyahoga Valley was its number-one priority in the state and joined in a partnership with the Cleveland and Akron metropolitan park districts to acquire 14,500 acres. The ODNR plan went to BOR on July 28, 1971, and provided the following:

59 parcels	1,577.54 acres/Cuyahoga County	\$ 1,614,400
+460 parcels	<u>12,898.09 acres/Summit County</u>	<u>\$33,832,500</u>
519 parcels	14,475.63 acres	\$35,446,900

The first stage in the BOR/ODNR plan was as follows:

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35. "Park Grant Is Made for Cuyahoga Valley," *Akron Beacon Journal*, (2 January 1969), clippings file, CVNRA archives. The money came as a result of an October 14, 1968, request from Fred Morr to Stewart Udall.

36. Russ Lilly, "'State Cash Short, but Hope Long,'" *Akron Beacon Journal*, 3 July 1969.

37. "Save the Cuyahoga Valley," *The Cleveland Press*, 7 July 1969, editorial, B-8, folder--Support of the Park, CVPF files.

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52 parcels	576.79 acres/Cuyahoga County	\$ 608,000
+ 15 parcels	<u>1,677.14 acres/Summit County</u>	<u>\$ 2,387,500</u>
67 parcels	2,253.93 acres	\$ 2,995,500 <sup>38</sup>

The announcement of the state/federal land acquisition effort did not meet unanimous public acclaim, however. Some valley residents were concerned about losing their homes, the adverse impacts of removing large land tracts from local tax rolls, and the limitations on commercial development in the area. Some landowners said they could preserve the valley themselves without any park boards telling them what to do. Sentiment was so strong against planned AMPD acquisitions in Northampton and Boston townships for the proposed valley park that the township trustees and the local board of education passed resolutions against the plan.<sup>39</sup> To stem any organized opposition, in early 1974, Harvey Swack of the Cuyahoga Valley Park Federation (CVPF), requested that ODNR acquisition officers coordinate their efforts through him so that CVPF could assist in educating affected property owners.<sup>40</sup>

A curious outgrowth from the BOR/ODNR initiative was that the metropolitan park districts, especially AMPD, all but ceased acquiring valley land after 1971. The primary reason for this was because land values began increasing tremendously; the state was paying as much as three times what AMPD paid for land just a year before. In light of AMPD's hard work to keep prices reasonable in land negotiations, AMPD Director John Daily disdained what he viewed as ODNR's "incompetent appraisers" who, backed by generous LWCF allotments, seemed to be willing to pay any price. Therefore, the metroparks ceased playing a role while ODNR forged ahead and used the bulk of its LWCF allocation for the Cuyahoga Valley.<sup>41</sup>

AMPD's valley preservation effort was augmented by private donations. In 1967, the E. R. Adam family donated 167 acres which AMPD combined with 116 acres of Akron-owned land to form the Hampton Hills Metropolitan Park. Five years later, William O'Neils' heirs donated 242 acres to form the O'Neil Woods Metropolitan Park. Wanting to set a community example

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38. Chief Programs and Planning Section Norville L. Hall to Assistant Director Dave A. Meeker, 16 November 1971, box 77 Proposed State Projects, Cuyahoga Valley, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

39. The level of opposition so surprised the Tri-County Regional Planning Commission that it delayed the AMPD's grant application for thirty days prior to sending it on to ODNR and BOR. See James Ricci, "National Park Best Way to Save Valley?" *Akron Beacon Journal*, 2 May 1971.

40. Harvey R. Swack telephone conversation with author, 5 September 1989.

41. John Daily interview, 22 May 1989. William Nye said he never was convinced the two metropark districts would turn over any lands they purchased for the federal park. This was especially true of AMPD. See William B. Nye interview, 24 May 1989.

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and also to avoid any future conflict of interest, Congressman John Seiberling donated two scenic easements on his valley property to the AMPD.

In an effort to explain the concept of scenic easements, the AMPD distributed a folder in early 1972 in which it publicized the Seiberling donation and stated that it was "a legal stipulation [attached to a deed] that prohibits any activity or construction which will adversely change the appearance of the property."<sup>42</sup> Other than the Seiberling donations, AMPD received only one additional scenic easement. Because of the escalating land values, residents were entitled to nearly as much money for the sale of an easement as for a fee purchase.<sup>43</sup>

While it did not fully understand all the ramifications involved, the Cuyahoga Valley Association (CVA) promoted scenic easements strictly as a means of preventing development. The ODNR did not actively promote donations of scenic easements. As a matter of fact, Don Schmidt, chief of outdoor recreation planning, was "adamantly opposed" to easements in the valley and "did everything in his power to drag his feet and to ignore it" during his tenure.<sup>44</sup>

In an even bigger development threat than the Coliseum, ODNR officials were appalled by an exclusive residential development called "Towpath Village," a scheme developers hailed as the next logical phase of the Blossom Music Center. Located in the south end of the valley in an area encircled by Hale Farm, Blossom Music Center, Hampton Hills Metropolitan Park, and O'Neil Woods Metropolitan Park, Towpath Village promised to be a community of 400 homes and 1,500 apartments. This mammoth development, and all the support services which undoubtedly would follow, was so incompatible with the proposed park that it threatened to derail the valley preservation effort. Two separate efforts by AMPD to purchase the property failed, and each time the price doubled.<sup>45</sup> By 1972, the Seibert Development Corporation was nearing completion of phase one of its plan which included a sewage treatment plant, an entrance from Akron-Peninsula Road, utility installation, 100 homes, tennis courts, and community

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42. "Scenic Easements," *The Voice*, April 1972.

43. John Daily interview, 22 May 1989.

44. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980. This de facto practice was not William B. Nye's policy. Nye believed that in certain areas of the park, easements were a way to "stop more intense development and not to undo what was already done." See Nye interview, 24 May 1989.

45. John Daily interview, 22 May 1989. To stop Towpath Village, Daily investigated hiring the same environmental lawyer who litigated successfully against commercial development at Florissant Fossil Beds National Monument, Colorado. The AMPD board, however, chose to leave the battle to ODNR; William B. Nye interview, 24 May 1989. Nye said AMPD could have purchased Towpath Village in the initial planning stage had AMPD received its full share of LWCF from his predecessor; and John Seiberling interview, 7 and 8 September 1989. Seiberling recalled the initial price for Towpath Village land when he was chairman of TCRPC was \$1,500 an acre. CMPD offered to purchase it, but AMPD objected to CMPD purchasing land deep within Summit County.

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swimming pool. Because Towpath Village was already a reality, ODNR officials had to act fast to stop the development from reaching its envisioned size.

ODNR opened its own Cuyahoga Valley real estate office and began feverishly negotiating tract-by-tract. Because the area was zoned residential and the utility infrastructure was in place, appraisers had to assign land value as a viable subdivision under construction. To restrict Towpath Village's expansion, ODNR approved the payment of \$9,088 per acre at a total cost of \$3,590,000. Although Bill Nye endured sharp public and legislative criticism, ODNR consummated the deal and Towpath Village remained at its initial size. The successful effort proved vital to the future preservation of the Cuyahoga Valley. It demonstrated to the federal government that Ohio intended to create a valley park and would pay a steep price to get it.<sup>46</sup>

To speed Ohio's land acquisition program, in August 1972, BOR issued a notice of retroactivity so that the state could purchase land for the valley park as soon as negotiations were completed and still be eligible to receive federal matching funds later.<sup>47</sup> The same month BOR Director James Watt presented Bill Nye with a check for more than \$2 million to buy valley land. In 1973, the Ohio legislature appropriated \$4 million for the proposed park, the largest amount spent on any state project.

Nye portrayed ODNR's ambitious acquisition program as compatible with the national park bill before Congress. If successful, ODNR's program would be a short cut and save tax dollars in the long run. By the end of the year, however, Nye realized that escalating land prices would mire the state in a futile effort; Ohio could not afford to ignore its own park system while sustaining the same level of spending for one project over a twenty-year period. With Governor Gilligan's concurrence, Nye withdrew the state as a future manager of the valley park in favor of first, the National Park Service, and a very distant second, the local metropolitan park districts.<sup>48</sup>

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46. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980; and Scrattish, draft Historic Resource Study, Chapter VII.

47. Charles Lally, "Before U.S. Approves Plan: State Gets OK To Buy Cuyahoga Park Land," *Akron Beacon Journal*, 15 August 1972.

48. "State and Metro Parks Buy More Valley Land," November 1973, and "Gilligan Proposes \$4 Million for Cuyahoga Valley Land," January 1973, both in *The Voice*; and Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980.

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### Uncle Sam's View of the Cuyahoga Valley Park

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At some point, Mr. Seiberling, you have got to say, when does the Federal Government get out of it? When do the local units of government get into it? Certainly this is a magnificent area.... There is no question that it needs to be preserved, and it is a great opportunity for the four million people in the area. What about St. Louis? What about Chicago? What about Dallas? What about Houston? What about Denver? You could go right down the list and at some point, the Federal Government has got to say, wait a minute. And the Secretary of the Interior has determined that point is now.

We have the two major areas on either coast that we can use as demonstration areas, areas to export the knowledge on the operation of urban recreation areas. Beyond that point, we will satisfy the needs best by letting the local units of government who are close to the people decide what those people need.<sup>1</sup>

Stanley Hulett

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### Secretary Udall Visits the Valley

Determined to receive a federal assessment of the Cuyahoga Valley, John Seiberling of the Tri-County Regional Planning Commission (TCRPC) used his contacts in Columbus and with U.S. Congressman Charles A. Vanik (Democrat-Ohio) to invite the head of the Department of the Interior to the area. Interior was the executive department which oversaw, among others, the Bureau of Outdoor Recreation (BOR) and the National Park Service (NPS). Seiberling and

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1. BOR Deputy Director Stanley Hulett, 1 March 1974 comments to House committee hearing, *The Legislative History of the Cuyahoga Valley National Recreation Area: Volume 1, Congress Authorizes the CVNRA (April 1971 through December 1974)*, compiled by Janet B. Hutchison. Cited as Hutchison, *Legislative History, Vol. 1*.

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Vanik were convinced that the federal government might find merit establishing a Cuyahoga Valley National Park or perhaps some other similar entity involving the historic Ohio and Erie Canal. They believed if they could interest Secretary of the Interior Stewart L. Udall in the valley's unique cultural and natural resources, half the battle of getting the first national park in Ohio would be won.

Vanik used the occasion of the Lake Erie Water Pollution Enforcement Conference in Cleveland on February 23, 1966, to invite Secretary Udall to the area. After a speech at the conference's opening session, Udall accompanied Congressman Vanik, officials of the Cleveland and Akron metropolitan park districts (CMPD/AMPD), and State Representative Ralph Regula (Republican-Stark) on a valley tour. Udall learned about local plans for a valley national park of 20,000 acres extending along the river through Cuyahoga and Summit Counties. Four thousand of those acres were already incorporated into the metropolitan park districts. Representative Regula suggested that the proposed park be expanded to extend into Stark County along the Ohio and Erie Canal.

Secretary Udall was clearly impressed by the valley's beauty and foresaw doing something similar to the proposed Chesapeake and Ohio Canal National Historical Park. He suggested involving BOR and its Land and Water Conservation Fund (LWCF) for matching funds to purchase park land. He related President Lyndon B. Johnson's continual emphasis on giving federal assistance to establish new parks "where the people are--near urban areas." Although enthusiastic about the valley's park potential, Secretary Udall made no promises regarding a national park, but did say that federal inspectors would arrive "in about a week" to evaluate the valley.<sup>2</sup>

True to any bureaucracy, the "week" stretched to four months. In late June 1966, Congressman Vanik returned with two Department of the Interior park professionals: Andrew G. Feil, park planner from the NPS Northeast Regional Office in Philadelphia, and Robert A. Lobdell, urban recreation director from the BOR Lake Central Regional Office in Ann Arbor, Michigan. Vanik was hopeful that the valley could be preserved through scenic easements from rim to rim. Visiting the canal at Alexander Mill, Feil and Lobdell expressed dismay at the clumps of white detergent suds floating on the water's surface. The water's odor was also not pleasing and both said they had never seen such a polluted waterway as the Cuyahoga River. Andrew Feil remarked, "You can't do anything until this pollution is cleaned up. The river feeds the canal. The river is the key."<sup>3</sup> Water pollution aside, the federal officials expressed

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2. Tom LaRochelle, "Park In Cuyahoga Valley?" *Akron Beacon Journal*, 23 February 1966; John Daily interview, 22 May 1989; and "Basic Information: Cuyahoga River," folder D4221 Ohio NRA Cuyahoga River, BOR records, CVNRA archives. John Seiberling was in Europe at the time of Udall's visit.

3. George Barmann, "Vanik Shows Ohio Canal to Park Experts," *The Plain Dealer*, 30 June 1966.

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optimism about the valley and said they would recommend that it become a "public park preserve." BOR's Robert Lobdell added:

The entire valley area from Akron to Cleveland is beautiful, a terrific area that should be preserved by some conservation measure and I will recommend this in my report to Washington. I will recommend that the area be preserved as a park, but who should do it is not my decision. The state should make a determination with the assistance of the Cleveland and Akron park boards. We would want to see a recommendation from the state before the federal government becomes directly involved.<sup>4</sup>

The BOR/NPS study concluded in November 1966 that the area did not meet two of the primary criteria for national recreation areas spelled out in the Recreation Advisory Council's Policy Circular No. 1: First, the severely polluted river prohibited the development of any water-related recreational facilities. Second, the valley did not possess outstanding natural values which would draw visitors from beyond northeast Ohio. The study noted that the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments<sup>5</sup> recommended at its October 1966 meeting that the Ohio and Erie Canal and the Miami and Erie Canal be designated national historic landmarks. Because of this, a more detailed NPS study of both canals should be conducted to determine whether the canals merited inclusion in the National Park System.

The BOR/NPS report also recommended that BOR do a statewide study to select areas which qualified for national recreation area status. To this end, late in the 89th Congress, Charles Vanik introduced H.R. 18505 which authorized the feasibility study for a "Cuyahoga River Valley National Recreation Area."<sup>6</sup> While this bill never received further consideration,<sup>7</sup>

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4. "Canal Valley Park Favored by U.S. Agents," *Akron Beacon Journal*, 30 June 1966. AMPD Director John Daily called it "a quick, superficial effort," and believed the men "really didn't think it was worthwhile." See Daily interview, 22 May 1989.

5. In 1976, Congress changed the group's name to the National Park System Advisory Board with an effective date of April 1978.

6. NPS Director George Hartzog and Acting BOR Director Lawrence N. Stevens to Secretary Udall, 25 November 1966, folder D4221 Ohio NRA Cuyahoga River, BOR records. Secretary Udall approved both agencies proceeding with the studies by signing the concurrence block on this memorandum on 27 January 1967. Cuyahoga County's Ohio and Erie Canal segment in Valley View was designated an NHL by Secretary Udall on November 13, 1966. Summit County's Ohio and Erie Canal Locks 26 through 35 were listed on December 11, 1979; Deep Lock was listed on September 9, 1974.

7. ODNR Director Fred E. Morr urged Congressman Vanik to introduce companion legislation for a federal valley park. Morr cited the precedent of an on-going NPS study of the Connecticut River Valley while a bill to create the new NPS unit was before the Senate. See Morr to Vanik, 28 July 1966, Cuyahoga Valley folder, Proposed State (continued...)

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BOR's Lake Central Regional Office did conduct a "National Recreation Area Feasibility Study for Ohio" in July 1969 and prepared a draft report. The issue died when the report failed to be approved.<sup>8</sup>

It was months later before the BOR/NPS conclusion that the valley did not qualify for national park designation became known. ODNR Assistant Director Robert W. Teater reluctantly concurred with the Department of the Interior. Teater held out hope, however, that Interior, through BOR, would assist the state in purchasing valley park land for non-water-related recreation. He promised to keep reminding federal authorities that it was they who were the first to recognize Ohio's lack of recreational facilities near its urban centers. ODNR reactivated its park feasibility study, an effort which resulted in the 1968 Rosenstock Study. In a pessimistic view, BOR's Lake Central Regional Director Roman H. Koenings doubted the valley's potential for recreational development, but conceded the canal area might qualify as a national historic landmark.<sup>9</sup>

In a March 1967 letter to John Seiberling, Secretary Udall agreed with his bureau's findings and suggested that Ohio should alter its statewide comprehensive outdoor recreation plan (SCORP) to reflect the Cuyahoga Valley's recreational potential in order to receive federal assistance in creating a state or municipal park. Udall announced his request to NPS to initiate a historical study of both the Ohio and Erie Canal and the Miami and Erie Canal "to determine if they merit further consideration for inclusion in the National Park System." Udall forecast that the study would be completed by early 1968.<sup>10</sup>

Because Udall expressed the desire to see the valley preserved as a state park, Seiberling remained optimistic that BOR would approve the release of LWCF money to purchase valley park land, an act which at least would show some federal recognition of the park movement. In a meeting in Stewart Udall's office on July 30, 1968, the Secretary told Seiberling, Congressman Vanik, and CMPD Director Harold Groth that he was "anxious and willing" to help and would

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7. (...continued)

Projects box 77, Records of the Department of Natural Resources, Office of the Director, Directors' Files, State of Ohio Archives, Columbus.

8. Acting Regional Director John D. Cherry to Director BOR, 24 November 1971, folder D4221 Ohio NRA Cuyahoga River; and Assistant Regional Director BOR Richard D. Rieke to D. J. Green, 3 July 1975, folder D4221 Cuyahoga Valley NRA 1974-Current, BOR records. Attempts to locate a copy of this report proved unsuccessful. A reference in 1971 mentioned that "few copies remain."

9. Suzanne Porter, "Eyes Aid For Valley: State Hopes for U.S. Cash to Assist Regional Park," *Akron Beacon Journal*, 21 February 1967.

10. "Udall Urges State Park For Valley," *Akron Beacon Journal*, 21 March 1967.

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consider using his contingency reserve fund.<sup>11</sup> In December 1968, the same group (plus PVHA's Henry Saalfield) reassembled in Udall's office and secured his pledge to use the special fund.<sup>12</sup>

With the federal park apparently ruled out, Seiberling and other valley preservationists pinned their hopes on the state. The NPS study promised by Udall never saw the light of day, possibly because no authorization or funding came from Congress. The tumultuous year of 1968, with the sobering Tet offensive in Vietnam, assassinations of Robert Kennedy and Dr. Martin Luther King, Jr., and rioting in many American cities, shook the nation to its foundation. The social and political turmoil saw the end of eight years of the Democratic Party's hold on the White House. In November 1968, Richard M. Nixon became president-elect. Nixon's election meant a new Republican team departing from the New Frontier/Great Society platform of Presidents Kennedy and Johnson. Indeed, changes were in store on all national policy fronts, including a new attitude about urban recreation.

### **"Parks to the People" and the Two Gateways**

Although units of the National Park System already existed in many urban centers across the nation, to most National Park Service (NPS) employees in the 1960s, urban recreation was not considered to be a role or function of their bureau.<sup>13</sup> Origins of NPS involvement in mass recreation can be traced to the 1930s when the Service entered into cooperative agreements to manage national recreation areas created at Bureau of Reclamation reservoirs. True to its anti-urban recreation philosophy, NPS did not list these national recreation areas, some of which were near urban areas, as part of the System. Under the General Authorities Act of 1953, NPS compiled a separate set of policies to manage them.<sup>14</sup>

The post-World War II economic boom continued into the 1960s, propelling the United States further to the forefront of the Western World. The decade also saw a proliferation of social reform movements which were centered in the nation's large urban centers. Upon closer

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11. BOR Assistant Director for State Grants and Resource Studies A. Heaton Underhill to the files, 30 July 1968, folder D4221 Ohio NRA Cuyahoga River, BOR records.

12. John Seiberling interview, 22 May 1989.

13. In the NPS's Midwest Region, for example, there was Jefferson National Expansion Memorial National Historic Site and Indiana Dunes National Lakeshore, serving the metropolitan areas of St. Louis and Chicago, respectively.

14. George B. Hartzog, Jr., *Battling for the National Parks* (Mt. Kisco, New York: Moyer Bell Limited, 1988), 102; and Ronald A. Foresta, *America's National Parks And Their Keepers* (Washington, D.C.: Resources for the Future, Inc., 1984), 291.

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examination, America's prosperity, while certainly the envy of the world, featured a noticeable unraveling of the economic and social fabric of many cities. The nation's cities endured a huge financial burden from providing essential services in an era of escalating inflation. Nonessential city services such as public recreation and park maintenance were often the first casualties of budget-cutters. With cities abdicating this role, the states, and certainly the federal government, were expected to fill the void.<sup>15</sup>

In 1967, the NPS Washington Office and the National Capital Parks began planning an urban outreach program of environmental education, outdoor recreation, and cultural events for the following summer in Washington, D.C.'s, many NPS units. "Summer in the Parks" represented the first recognition by NPS that it did have a vital role to play in the nation's cities. The program proved to be a monumental success for it helped to diffuse the simmering racial unrest which threatened to engulf the city following the assassination of one of the leaders of the American civil rights movement, Dr. Martin Luther King, Jr. Bolstered by "Summer in the Parks" enthusiastic reception, NPS Director George B. Hartzog, Jr., who was undertaking an ambitious expansion of the National Park System, advised other parks in urban areas to adopt similar programs.<sup>16</sup> With a growing recognition of the Service's urban recreation role came the inevitable call to establish national recreation areas in the shadows of city skylines.

In 1969, Hartzog authorized the NPS Office of Urban Affairs to begin a study of surplus federal properties along the seashore in New York City for a major urban park unit to be called "Gateway National Recreation Area." The following year, a similar NPS study began in San Francisco for a "Golden Gate National Recreation Area." Collectively, the areas were dubbed as the "two Gateways."<sup>17</sup> Hartzog and other Service managers saw the Gateways as a way to break in to the urban recreation business in a big way. By establishing national recreation areas near two of the largest coastal cities, the Service would build a larger public constituency for its programs while at the same time alter its image as merely the guardian of superlative natural areas, the so-called "crown jewels of the West."

In a February 1971 address to the nation, President Richard M. Nixon articulated a theme of his predecessor when he promised to "bring parks to where the people are so everyone has

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15. *National Parks for the Future: An Appraisal of the National Parks as They Begin Their Second Century in a Changing America* (Washington, D.C.: The Conservation Foundation, 1972), 214.

16. Russell E. Dickenson interview, 18 July 1989; Theodore R. McCann interview, 27 June 1989; and *National Parks for the Future* (Washington, D.C.: The Conservation Foundation, 1972), 200. Theodore R. McCann interview, 27 June 1989. Director Hartzog authorized McCann to travel to cities with NPS units "to preach the gospel of Summer in the Parks." This especially applied to the so-called "riot cities."

17. Theodore R. McCann interview, 26 June 1989. Secretary Walter Hickel unveiled the New York Gateway proposal in December 1969, and left the Nixon administration the following fall. The NPS bureaucracy exhibited little enthusiasm for it and the Office of Management and Budget was openly hostile.

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access to nearby recreation areas." The main avenue would be through the Land and Water Conservation Fund (LWCF) in partnership with the states. The Nixon pledge was credible; after all, he took pride in being hailed as the nation's premier conservation-minded leader. Subsequently, Interior Secretary Rogers C. B. Morton declared:

One of the great social needs of America in the years ahead will be to provide refreshing recreational opportunities to the city dweller. We can no longer accept the premise that parks are where you find them; we must identify--and create--parks where people need them.<sup>18</sup>

Thus, a formal federal policy was born, the "Legacy of Parks Program," more popularly known as "Parks to the People." It was a natural thing for the Republican administration to support because it was not an acquisition program; rather, it involved piecing together surplus federal, state, and municipal properties relinquished to NPS for park purposes at no cost.<sup>19</sup>

In June 1971, President Nixon flew over the proposed New York park unit via helicopter thereby endorsing the concept. The action represented intensive behind-the-scenes lobbying by Assistant Secretary for Fish and Wildlife and Parks Nathaniel P. Reed over the strenuous objections of the Office of Management and Budget. OMB viewed further expansion of the National Park System with suspicion and the urban recreation initiative as too heavy a burden on the U.S. Treasury.

The president embraced the politically popular NPS proposal, according to Reed, because it had "very big sex appeal." Nixon referred to the New York and San Francisco units as "Gateway East and Gateway West," and said they were an exclusive set to be presented by NPS as demonstration models to the states. This would be a one-time experiment; the federal government would not be involved in other such areas. In this manner, Nixon hoped to hold true to his "Parks to the People" pledge while preventing the floodgates opening up from other cities demanding similar national recreation areas on their doorsteps. Nixon signed the two Gateways into law on October 27, 1972, one week prior to his re-election for a second term.<sup>20</sup>

Even before the two Gateways became a reality, opinion was split on whether NPS should be involved with the urban recreation experiment. Within the NPS bureaucracy itself, traditional sentiment showed a lack of concern for urban recreation and made the Service's rank and file

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18. John Manuel, "The Cuyahoga River Valley--A National Park for Ohio?" *Environmental Action*, 30 March 1974, 11.

19. Dave Cherry interview, 13 July 1989.

20. Nathaniel P. Reed interview, 9 March 1987; and Foresta, *America's National Parks and Their Keepers*, 180.

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negative, if not openly hostile, to the Gateways.<sup>21</sup> The most visible body echoing this opinion to the department and Congress was the NPS Advisory Board on National Parks, Historic Sites, Buildings, and Monuments.<sup>22</sup> James Smith of The Conservation Foundation admonished:

...without special operational and management mechanisms geared to inner-city needs—including the provision of cheap, efficient, and convenient public transportation facilities to and from the ghetto areas—the two national recreation areas will remain as remote and unrelated to the urban poor of New York and San Francisco as Fire Island and Point Reyes are now. There is nothing, thus far, in the planning and development of these two proposals to indicate that, if established, they can function as an integral part of an urban-oriented, comprehensive recreation program.

Indeed, there is the very good prospect that, once underway, the Gateway units will function pretty much in the traditional pattern of the National Park Service. They will exist as federal enclaves in or near the city, isolated from the influences of local government, remote from the currents of local public interest and, for the most part, inaccessible to the inner-city poor.<sup>23</sup>

In the aftermath of the 1972 election, "hard-liners" took control of the Republican Party and the White House, and a more aggressive Office of Management and Budget moved into federal agencies in order to extinguish new funding requests at their origin. The administration sought to streamline government programs because of growing inflation coupled with the expense of the Vietnam conflict. At NPS, new park proposals were either stalled or stopped altogether. OMB wanted the expansion of the National Park System, which saw an average of nine units added each year over the past decade, to slow considerably as well as to shift more recreational responsibility to the states. It also imposed budget and personnel ceilings on the Service which

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21. Russell E. Dickenson interview, 18 July 1989.

22. Established by the Historic Sites Act of 1935, the Advisory Board played a critical role in shaping the National Park System. The panel of professionals, appointed to staggered terms of six years, regularly advised on policy and evaluated proposed additions to the System. Its advice was respected by the executive and legislative branches. Imbued by NPS lore, the Advisory Board adamantly opposed the move into urban recreation. See Hartzog, *Battling for the National Parks*, 206; and Russell E. Dickenson interview, 18 July 1989. Members during the 1971-74 period were Dr. Durward L. Allen; Dr. Loren C. Eiseley; Mrs. Lyndon B. Johnson; Dr. Melvin M. Payne; Peter C. Murphy, Jr.; Elisha Walker, Jr.; E. Y. Berry; Linden C. Pettys; Steven L. Rose; and Dr. William G. Shade. See *Historical Listing of National Park Service Officials* (Washington, D.C.: National Park Service, 1986), 6.

23. James N. Smith, "The Gateways: Parks for Whom?" found in *National Parks for the Future*, 235. The Conservation Foundation sponsored several task forces which developed recommendations on the subject of urban recreation. One was to transfer the two Gateways as soon as possible to state or regional authorities to administer. A second was divided on the issue of NPS involvement with urban national recreation areas. A third proposed the merger of NPS and BOR into a "National Park and Recreation Service" under a new "Department of Natural Resources." *Ibid.*, 15, 54, 68-9.

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forced a reallocation of funding and FTE<sup>24</sup> from older, established parks in order to operate new ones. The result of this policy precipitated a heavy drain on the National Park System by the newer urban parks which by their very nature required more development and staffing, a fact which further disgruntled the NPS rank and file.<sup>25</sup>

To many observers, the post-1972 federal attitude represented a repudiation of "Parks to the People." The early December 1972 firing of popular NPS Director George B. Hartzog, Jr., evidenced an attempt to harness the independent-minded bureau and saddle it with a political loyalist, Ronald H. Walker. Even Nathaniel Reed who testified for both Gateways began expressing doubts about the tremendous expenditures required for police protection, landscape restoration and maintenance, and visitor use developments. Reed worried that the overwhelming burden might destroy the National Park Service.<sup>26</sup>

It was in this political environment that John Seiberling's second bill to create a federal park in the Cuyahoga Valley received much heated debate. In August 1973, the department blessed BOR's hasty summons of ODNR's William Nye to Washington, D.C., in order to present him with a \$2.1 million LWCF check, the first step in the partnership to buy land for the "Cuyahoga Valley State Park." The department did not take Seiberling's bill seriously, and the matter was relegated to the "back-burner." There was growing paranoia within the administration, however, that bills similar to Seiberling's might break down the barrier against the proliferation of federal urban recreation parks across the country.<sup>27</sup> A widespread criticism of the Nixon White House was that it had all but scuttled the Legacy of Parks Program. The Cuyahoga Valley proposal represented a prime case in point, they argued, because it would provide open space to millions of city dwellers. Furthermore, the federal government had to play the primary role there because Ohio did not have the resources or the necessary time in which to acquire the land.

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24. A full time equivalency (FTE) represents one work year for one person, temporary or permanent.

25. Theodore R. McCann interview, 27 June 1989; Hartzog, *Battling for the National Parks*, 152; and Remarks by Senator John Tunney on Urban Parks, 17 March 1975, *Congressional Record--Senate*, found in "Part II: Legislation Subsequent to the Authorization of Cuyahoga Valley National Recreation Area, January 1975 to the Present," draft report by Janet Hutchison.

26. Nathaniel P. Reed interview, 9 March 1987; and Remarks of Assistant Secretary of the Interior Nathaniel P. Reed before the annual meeting of the Fort Point and Army Museum Association, Presidio, California, 16 April 1975, from the Papers of William L. Lieber, Advisory Commission, Indiana Dunes National Lakeshore, Porter, Indiana. Reed denied that the administration had scrapped "Parks to the People," arguing that it was merely taking a more fiscally prudent position.

27. Nathaniel P. Reed interview, 9 March 1987; and David Hess, "Nixon Strategy Switch: Budget Ploy Jars Valley Park Hopes," *Akron Beacon Journal*, 19 August 1973.

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Even more ominous, the president's proposed 1974 budget provided for no increase in planning, development, or operation of NPS recreation programs, and the Service's proposed construction budget was cut by \$31 million. Also, the Land and Water Conservation Fund (LWCF) allocation stood at a mere \$55 million, with a surplus of \$128 million which the administration chose not to spend in order to keep government spending and inflation in check. Congressman Seiberling denounced the actions as "shortsighted" since proposed park land prices would surely continue to escalate. More importantly, Seiberling pledged to redouble his efforts for a national park.<sup>28</sup>

The Nixon administration's negative position on the Cuyahoga Valley National Historical Park and Recreation Area was stated by Assistant Secretary Reed in a February 28, 1974, report to the House Committee on Interior and Insular Affairs:

It is the policy of this administration that the federal government should provide assistance and guidance to the states in the development of outdoor recreation resources but that the major responsibility for providing such resources resides with the state and local authorities. We believe that the present combination of Bureau of Outdoor Recreation financial, planning and technical assistance and state and local governmental efforts will provide sufficient public outdoor recreation and open space in the Cuyahoga Valley area without making such resource development primarily a federal effort....<sup>29</sup>

Further articulating this position before the March 1, 1974, congressional hearing were BOR Director James Watt and Deputy Director Stanley Hulett. The men said most of the states had "matured" in dealing with recreation needs, and Ohio was certainly qualified to handle its own park programs. They argued that Cuyahoga Valley was a regional park which lacked national significance, and BOR was already working with ODNR and the metropolitan park districts to preserve the valley in a satisfactory partnership. They stated that Washington would no longer propose new national recreation areas near cities, and would in fact look at trimming such areas from the federal estate. They denied that the position was taken solely for budgetary reasons, but was more one based on philosophy.<sup>30</sup>

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28. Ibid., Hess, "Nixon Strategy Switch," *Akron Beacon Journal*. There was good reason to be fearful. In the early 1970s, Senator Henry Jackson's Interior subcommittee instructed BOR to conduct an urban national recreation area study of the U.S. The result was a proposal to establish 40 such units in the nation's principal urban centers to be operated by NPS. See Russell E. Dickenson interview, 18 July 1989.

29. Hutchison, *Legislative History*, Vol. 1.

30. Ibid. Most of this testimony came from Director James Watt. The Watt philosophy about trimming the federal estate came under harsh criticism when he became secretary of the Interior in 1981. In a similar anti-urban park vein in July 1974, the department recommended against enactment of S. 1270, a bill to establish Santa Monica Mountains National Recreation Area outside of Los Angeles.

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In a Senate hearing held in Peninsula, Ohio, on April 8, 1974, the department sent BOR Lake Central Regional Director Dave Cherry to represent the administration's position on Cuyahoga Valley. The enthusiasm and support for the park exhibited during the hearing prompted Cherry to confide to a friend, "I think it is clear that Congress will vote the project in. What happens after that is anyone's guess."<sup>31</sup>

### **The Bureau of Outdoor Recreation**

The first recognition by the federal government that it had a responsibility to provide recreational opportunities to all the people regardless of economic status came in the late 1950s. The Outdoor Recreation Resources Review Commission (ORRRC), authorized by Congress in 1958 and chaired by Laurance Rockefeller, was concerned that much of the public land devoted to recreation was clustered in the rural West, far from the nation's urban population centers. The ORRRC report, released in 1961, contained numerous recommendations to put recreation where the need was greatest. Of primary significance, the ORRRC report said the federal government should bear primary responsibility for providing recreation close to urban areas and to set up its land acquisition role to achieve this end.

President John F. Kennedy established a Recreation Advisory Council to implement the ORRRC report recommendations and further define federal recreation policy.<sup>32</sup> In 1962, Interior Secretary Udall ordered the establishment of the "Bureau of Outdoor Recreation" (BOR)<sup>33</sup> within the department and transferred to it recreation planning and coordination programs from the National Park Service (NPS). President Kennedy proposed legislation on February 14, 1963, to establish the Land and Water Conservation Fund (LWCF). Congress subsequently ensured that grant-assisted areas are to remain perpetually available for public recreational use or be replaced by lands of equal value and utility.

On September 3, 1964, P.L. 88-578 established a funding source for both federal acquisition of park and recreation lands and matching grants to state and local governments for

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31. John D. Cherry to Bill Birdsell, 3 July 1974, L58.

32. Hartzog, *Battling for the National Parks*, 88-9, 101, 160; Dave Cherry interview, 13 July 1989; and *National Parks for the Future*, 216.

33. BOR regional offices were as follows: Region 1/Pacific Northwest, Seattle, Washington; Region 2/Pacific Southwest, San Francisco, California; Region 3/Mid-Continent, Denver, Colorado; Region 4/Lake Central, Ann Arbor, Michigan; Region 5/Southeast, Atlanta, Georgia; Region 6/Northeast, Philadelphia, Pennsylvania. BOR became the "Heritage Conservation and Recreation Service" (HCRS) in 1977. When Secretary James Watt abolished HCRS in 1981, its functions and personnel were absorbed by NPS, thereby completing the 19-year circle.

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recreation planning, land acquisition, and development, with an effective date of January 1, 1965. LWCF income comes largely from park entrance and user fees, outer continental shelf mineral receipts, sale of surplus federal real estate, and motorboat fuel taxes.<sup>34</sup>

Relations between the sister bureaus, BOR and NPS, were acrimonious at the national level, but field relations remained cordial. Although officially BOR had oversight responsibility for the federal government's land acquisition program, in reality, this duty was nominal when it came to NPS which enjoyed considerable latitude within the department and much influence on Capitol Hill.<sup>35</sup>

One of the first acts of BOR's Lake Central Field Office (the designation used before it became a fully staffed regional office) in Ann Arbor was to review the U.S. Army Corps of Engineers Buffalo District Office's flood control study on the Cuyahoga River. The Corps of Engineers study focused on constructing only one of two proposed reservoirs in the Cuyahoga Valley, one on the main branch called South Park<sup>36</sup> and the other on the Tinkers Creek<sup>37</sup> tributary. Site selection depended upon estimates of cost-benefit ratios. The Corps of Engineers asked BOR to devise locations, kinds, and numbers of recreational facilities.<sup>38</sup>

Before BOR compiled this information, a meeting took place in October 1963 with Harold Groth, director of the Cleveland Metropolitan Park District (CMPD), because of the impacts both reservoirs would have on CMPD's Bedford and Brecksville reservations.<sup>39</sup> Groth expressed reservations about the proposed conservation pool elevation of Tinkers Creek Reservoir because

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34. Informational leaflet prepared by the NPS Midwest Regional Office for the 25th anniversary of LWCF (fall 1989); and Hartzog, *Battling for the National Parks*, 89.

35. Dave Cherry interview, 13 July 1989. When President Jimmy Carter transformed BOR into the Heritage Conservation and Recreation Service (HCERS) in 1977, NPS employees derisively referred to their departmental rivals using the agency's acronym: "hookers."

36. According to a USGS topographical map: "Tinkers Creek Reservoir" would entail a conservation pool elevation of 765, surface area 142 acres, storage 5,000 A.F.; and a flood control pool with a maximum elevation 897 and flood storage of 6 inches. The dam would have an uncontrolled spillway of 300 feet and an elevation of 880. See D4221 Ohio NRA Cuyahoga River, BOR records.

37. *Ibid.* The "South Park Reservoir" would entail a conservation pool elevation of 660, surface area 2800 acres, storage 77,000 A.F.; and a flood control pool with a maximum elevation 695 and flood storage of 6 inches. The dam would have a gated spillway with a gate height of 25 feet. The length of crest would be 250 feet with a crest elevation of 665.

38. *Ibid.*, COE Deputy District Engineer Lt. Col. William F. Pence to BOR Acting Lake Central Field Director Evan A. Haynes, letter, 18 July 1963. Haynes forwarded the request to BOR's Ohio River Basin Office in Lebanon, Ohio.

39. *Ibid.*, Evan A. Haynes to CMPD, letter, 14 August 1963.

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of its adverse impact on Bedford, and therefore preferred the South Park Reservoir.<sup>40</sup> Predicated on the assumption that the Cuyahoga River's water quality would be cleaned up, the recreational potential of South Park far outweighed that of Tinkers Creek. It would clearly provide a "tremendous" part in meeting Cleveland's recreational needs. BOR estimated a capital expenditure of \$15 million for recreational facility development and an annual administrative, maintenance, and operational budget of \$1 million. The high cost indicated that any matching federal assistance would quickly be exhausted and designation of a managing agency required further study.<sup>41</sup>

After reviewing BOR's preliminary recreation report, CMPD Director Harold Groth concurred that South Park was preferable to Tinkers Creek in providing recreation if sufficient access could be acquired. He termed South Park "quite a visionary thing" which would interrupt highways, railroads, utilities, and generally disrupt valley residents. Other negative impacts included the fact that CMPD's "Emerald Necklace" would be broken and land acquisition costs would be excessive. Groth called BOR's cost estimate "completely unrealistic," and said no local managing agency would assume the burden of a \$1 million annual budget. He warned that local support would probably go to Tinkers Creek because of less cost and less time to construct; locals were already discussing damming the creek in order to prevent flooding of potential industrial lands. Groth said that before the federal government embraced South Park, meetings should be held with local governments, industry, planning agencies, and other interested parties.<sup>42</sup>

Groth waited one month. When he received no response, he contacted, much to BOR's chagrin, *The Plain Dealer*. The Cleveland newspaper reported that while the proposed fifteen-mile-long South Park lake would inundate the villages of Jaite and Boston, it would also disrupt the valley's transportation network and claim 600 acres of metropolitan park district land. The newspaper quoted Groth as saying the development cost of South Park, cited by BOR to be \$15 million, would actually be closer to \$75 million. The article also cited the undesirable 30-foot seasonal variation in water level which would create four miles of mud flats on the south end during low ebb.<sup>43</sup>

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40. Ibid., handwritten field notes of George Webber on two Cleveland area reservoirs.

41. Ibid., BOR Lake Central Regional Director Roman H. Koenings to Corps of Engineers Buffalo District Engineer, draft letter, 25 October 1963; Koenings to BOR Director, 29 October 1963; and Koenings to ODNR Director Fred E. Morr, letter, 29 October 1963. Koenings warned BOR's recreation status report on the two reservoirs had no official status until headquarters approved it.

42. Ibid., Groth to Koenings, letter, 1 November 1963. Groth said that for reasons expressed in his letter, the CMPD Board would not endorse South Park or postpone Tinkers Creek while waiting for South Park to become a reality.

43. Ibid., Robert J. Drake, "Giant Cuyahoga Dam is Proposed," *The Plain Dealer*, 5 December 1963, 1; and Webber to Koenings, 6 December 1963.

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Water quality research conducted in the fall of 1963 found that previous pollution statistics had seriously underestimated the extent of the problem and no lessening of the degradation was in sight.<sup>44</sup> The entire Corps of Engineers project languished until 1966 when the Federal Water Pollution Control Administration (FWPCA) painted a rosier picture. FWPCA predicted that in less than a decade area water quality would improve sufficiently to permit swimming.<sup>45</sup>

Secretary Udall's visit to the Cuyahoga Valley in June 1966 resulted in BOR joining NPS in conducting a feasibility study (see earlier section) with national recreation area status in mind.<sup>46</sup> The BOR/NPS investigation found the river excessively polluted, but the area possessed significant recreation potential if the river could be cleaned up. BOR evaluated the Cuyahoga Valley against the criteria for national recreation areas established by the Recreation Advisory Council on March 26, 1963, as follows:

### PRIMARY CRITERIA

1. **Spacious area.** Meets criterion. The valley is 17 miles long and includes 20,700 acres.
2. **Carrying capacity.** Fails to meet criterion. The river and canal are polluted. If "cleaned up," it would be "outstanding."
3. **Significant recreation opportunity.** Meets criterion. It is between two of Ohio's largest cities.
4. **Required federal involvement.** Not enough background data. Additional studies are needed to define land ownership patterns and arrive at costs to acquire land and develop recreation facilities.
5. **Location in relation to urban areas.** Meets criterion. The 1960 census puts the seven county region at 2,735,000 people; within a 250-mile radius is 30 million people.

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44. Ibid., Bureau of Sports Fisheries and Wildlife Acting Supervisor, Ohio Area Office (Lebanon), Robert E. Cleary to Corps of Engineers Buffalo District Engineer, letter, 16 March 1964. Study participants included ODNR, U.S. Public Health Service, and U.S. Geological Survey.

45. Ibid., R. L. Pierce to BOR Regional Director, handwritten memorandum, 29 June 1966.

46. Ibid., Roman Koenings to staff, 11 July 1966.

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6. **Primary purpose.** Meets criterion. It is undeveloped and can be adapted to serve the recreational needs of an urban population. Natural and cultural resources need to be managed and enhanced to best meet recreational needs.
7. **Relationship to other programs.** Meets criterion. The Corps of Engineers plans to dam the river and the metropolitan park districts have long-range plans to acquire valley land.

### SECONDARY CRITERIA

1. **Within densely populated census division.** Meets criterion. It is in the East North Central Census Division, the third highest population density in the United States.
2. **Federally provided recreation capacity.** Meets criterion. It is in northeast Ohio where federally provided recreation capacity is nonexistent.<sup>47</sup>

Because the valley did not meet all of the criteria, it failed to qualify as a national recreation area. Oddly enough, to give added credence to its negative finding, BOR altered its initial ruling on criterion 3 listed above to read as follows: "The area's recreational potential is not sufficiently significant to attract patronage from beyond the normal service region although it is important to residents of the Cleveland-Akron area."<sup>48</sup> On this basis, BOR/NPS recommended that the state join with local governments to develop the area's recreational potential and utilize the Land and Water Conservation Fund (LWCF). Secretary Udall instructed BOR to conduct a statewide survey to identify areas which qualified for national recreation area status. The so-called "Ohio National Recreation Area Feasibility Study" was never completed.<sup>49</sup>

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47. Ibid., BOR Assistant Director Daniel M. Ogden, Jr., 27 July 1966, "Relationship of the Cuyahoga River Valley and Ohio and Erie Canal from Akron to Cleveland to the Recreation Advisory Council Policy Circular No. 1 'Federal Executive Branch Policy Governing the Selection, Establishment, and Administration of National Recreation Areas' of March 26, 1963."

48. Koenings to ODNR Assistant Director Robert W. Teater, letter, 6 February 1967, box 77, folder Proposed State Projects, Cuyahoga Valley, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus. When ODNR requested a copy of the reconnaissance study from the secretary, it was told the internal document was not available. See BOR Assistant Director John F. Shanklin to ODNR Director Fred E. Morr, letter, 22 March 1967, D4221 Ohio NRA Cuyahoga River, BOR records.

49. "Basic Information: Cuyahoga River," D4221 Ohio NRA Cuyahoga River, BOR records. In 1969, Ohio pushed for establishing a national recreation area at Geneva-on-the-Lake where a state park already existed. Leaks from the department printed in the local press indicated it had no chance for approval. See Governor James A. Rhodes to Secretary Walter J. Hickel, letter, 5 January 1970, box 10, folder Department of the Interior, Papers of James A. Rhodes, State of Ohio Archives, Columbus.

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The change in political parties in Ohio following the fall 1970 election brought new interest in preserving the valley. Governor John J. Gilligan and ODNR Director William Nye were determined to use the LWCF to buy valley land with the eventual goal of obtaining a national park there.

The park movement was energized by a 1972 environmental impact statement (EIS) prepared by BOR's Lake Central Regional Office for the Cuyahoga Valley LWCF program. The report said the valley preservation program would have "little or no adverse effects on the natural environment. This project would protect the environmental integrity of the scenic Cuyahoga Valley by maintaining and enhancing its present open space qualities."<sup>50</sup> The EIS also evaluated the "squeeze" on the local tax base. It observed that while the major residential areas were excluded from the proposed state/municipal park, "about 277 homes" remained within the boundaries. It explained that land surrounding any improvements would be preserved through acquiring scenic easements, thus retaining both the land and homes on tax duplicates, but at reduced assessments. Scenic easements were anticipated on 152 out of the 277 residences. The EIS further stated:

The occupants of approximately 29 homes will need to be relocated over a period of ten years. The remainder of the residents will be given life estates or the opportunity of a lease-back agreement on their home. In stage one, only one residence will be removed. No relocations are involved in the Cuyahoga County portion of the total project.<sup>51</sup>

BOR's "29 homes" figure would surface time and time again later when a local movement formed opposing federal acquisition goals and tactics.

It came as a complete surprise in September 1971 when BOR officials first learned from *The Cleveland Press* about an NPS study which recommended the Cuyahoga Valley be further evaluated as a potential unit of the National Park System.<sup>52</sup> Several telephone calls to the two metropolitan park districts revealed a three-member NPS team visited in mid-summer and

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50. Acting BOR Director Roman Koenings to director, Ohio Planning and Development Clearinghouse (with enclosed draft EIS), letter, 24 October 1972, box 77, Proposed State Projects, Cuyahoga Valley, Directors' Files, Records of the Department of Natural Resources, Office of the Director, State of Ohio Archives, Columbus.

51. Ibid.

52. Betty Klaric, "Federal Park Here Wins U.S. Support," *Cleveland Press*, 8 September 1971, D4221 Ohio NRA, Cuyahoga River, BOR records. The article said CMPD Director Harold Groth released the NPS report as well as the NPS transmittal letter which stated: "Should our recommendations be accepted, it would still be quite some time before anything positive would develop. A definitive study of the project area based on our report would have to be programmed and funded. Frankly, conditions right now are not too promising for early action."

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produced a preliminary report on August 11 praising the integrity of the open green space between Cleveland and Akron. BOR learned that the visit came as a result of CMPD Board member Courtney Burton's request to Secretary Rogers Morton. The agency was piqued by NPS's comparison of Cuyahoga Valley to the two Gateways.<sup>53</sup>

The basis of BOR's resentment over NPS's actions can be traced to the rivalry between the two agencies. BOR claimed for itself sole responsibility to conduct "new area studies" for all units under consideration for management by any Department of the Interior bureau. This role was hotly contested by NPS and there were plenty of examples other than Cuyahoga Valley where NPS pursued an independent course.<sup>54</sup>

BOR remained true to the department's position that the federal government would continue to assist in solving outdoor recreation problems, but that primary responsibility for providing such facilities rested with state and local government. BOR represented the department's viewpoint before congressional hearings on the proposed Cuyahoga Valley park. While BOR Director James Watt presented the administration's stance on Capitol Hill, BOR Lake Central Regional Director Dave Cherry repeated this negative position in similar hearings held in Ohio. Cherry personally believed the proposal had merit and would be approved, an attitude few other BOR employees shared.<sup>55</sup>

## **The National Park Service**

During the 1960s, the National Park Service (NPS) struggled to fit new areas established near urban centers into the traditional mold of the National Park System. While national seashores (Cape Cod, Fire Island, Padre Island, Assateague, Point Reyes) and the first national lakeshores (Indiana Dunes and Pictured Rocks) entered the System with much public ballyhoo, within the NPS, many old-line managers balked at the concept of providing recreation

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53. BOR Lake Central Region L. Peterson to CMPD Lou Tpsis and AMPD John Daily, 29 September 1971, memoranda of telephone calls; and BOR Lake Central Region R. H. Miller to BOR Washington Office Jack Hauptman, 29 September 1971, D4221 Ohio NRA Cuyahoga River, BOR records. Apparently, BOR's Washington Office knew nothing about the NPS study either. Subsequent phone calls between the sister agency's revealed NPS was upset the newspapers published the reports' findings.

54. Russell E. Dickenson interview, 18 July 1989; and Dave Cherry interview, 13 July 1989.

55. Dave Cherry interview, 13 July 1989; and Lake Central Regional Director Dave Cherry to BOR Director James Watt, 12 April 1974, D4221 Ohio NRA (Proposed Cuyahoga Valley National Park), BOR records. In 1971, BOR Lake Central Regional Director Roman Koenigs transferred to Washington, D.C., as BOR deputy director. John David Cherry thus became regional director in Ann Arbor.

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for the urban masses. Director George B. Hartzog, Jr., however, was determined not only to expand the System further, but to make NPS "relevant to an urban America."<sup>56</sup>

In Congress, John Seiberling (Democrat-Ohio) was encouraged by the NPS position for his Cuyahoga Valley park bill, but disappointed by Interior's strong backing of the Bureau of Outdoor Recreation's (BOR) Land and Water Conservation Fund (LWCF) 50/50 approach. Seiberling recognized that the BOR plan would take more than 20 years to achieve and by that time developers would have despoiled prime acreage. Seiberling knew that if his bill were to succeed, he needed NPS planners to at least visit the valley and conduct an in-depth study.

To this end, Seiberling asked Cleveland Metropolitan Park District (CMPD) lawyer John Pike to convince CMPD Board member Courtney Burton, who also served as treasurer of the Ohio Republican Party, to pull strings in Washington, D.C., in order to advance the valley park movement. Burton went to the capital and visited Interior Secretary Rogers Morton and Director Hartzog to discuss the matter. Hartzog agreed to send a team to conduct a reconnaissance study to determine whether an in-depth evaluation was required.<sup>57</sup>

Hartzog turned to the same team members who prepared the two Gateway studies, primarily Edward S. Peetz and Theodore R. McCann of the Office of Urban Affairs. Established in November 1969 by Hartzog and Deputy Associate Director Joe Jensen, Urban Affairs was a "paper office" which answered directly to Hartzog. When the Eastern and Western Service Centers were combined into the Denver Service Center (DSC) in November 1971, Ed Peetz and Tedd McCann were attached to DSC, but remained in Washington as "planners in residence" who received "a lot of strange assignments." McCann not only helped conceive and spread "Summer in the Parks," but did the planning for Indiana Dunes and the two Gateways.<sup>58</sup>

Peetz and McCann arrived in early July 1971 with the preconceived notion that their reconnaissance trip, arranged by political machinations, was a wild goose chase; there could be nothing worth national park status left in the area sandwiched between two big cities. They stayed in the Cuyahoga Valley for three days. The valley's cultural and natural resources and the general lack of development impressed them tremendously. In August 1971, McCann

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56. George B. Hartzog, Jr., *Battling for the National Parks* (Mt. Kisco, N.Y.: Moyer Bell Limited, 1988), 91.

57. John Seiberling interviews, 22 May and 7-8 September 1989. Tedd McCann recalled that Courtney Burton was an important fund-raiser for the Grand Old Party and that he lobbied Senator William Saxbe (Republican-Ohio) for the national park. Senator Saxbe asked Burton to write a letter to Secretary Morton giving his reasons for why the park was important to Cleveland. See Theodore R. McCann interview, 27 June 1989.

58. Theodore R. McCann interview, 27 June 1989. Ed Peetz was the team captain for the New York Gateway study which was done in twelve weeks, a phenomenal accomplishment considering that most NPS park proposals take one to two years to complete. McCann said he wanted to duplicate the Gateways in other cities where the same combination of military, city, state, and federal surplus properties existed on waterfronts.

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prepared a short report which he delivered orally to Director Hartzog and Secretary Morton. Significant segments of McCann's report were as follows:

As outlined, the project study area would form one long green sheath, approximately fifteen miles in length and varying in width between the two rims above the River. If this area would form the basis for a Federal Park, metropolitan scenic easements, donations, and acquisition by the respective Park Districts would protect the watershed and uplands beyond the Valley rims. The existing villages of Peninsula, Jaite, Boston, and Everett would be excluded. There is little industrial activity within this area of the Valley aside from a handful of operating oil wells, a corrugated box factory, and the before-mentioned sand and gravel operations. There is one trailer court operation and a handful of building contractors who base in the Valley. Generally, there is a scattering of individual homes which in most cases abut the main roadways, and small truck and corn farming operations on the River's bottom lands.

In contrast to the two existing Park Districts' developments, a Federal Park should offer a much broader range and scale of activities and programs. While many areas will require careful protection and use, certain other sections should be developed into recreational complexes which would serve a wider variety of programs for broader-based visitation. Portions of the Valley are ideal as environmental study areas. Likewise, the interpretive challenge here is extremely good. The educational possibilities are probably as unlimited as its recreational resources.

Aside from the obvious trail and hiking systems, the basic activities would revolve around the River and its streams. Getting people on and into the River would be a primary concern in the future development. The challenge is to design a multi-purpose park which supplements the existing park lands of the Metropolitan System and offers another series of recreational options beside the cultural and historical values of the Valley.<sup>59</sup>

McCann's report concluded by stating that the Cuyahoga Valley had NPS unit potential and recommended that the Service study it further:

The Study Team feels that many values of the Valley justify Federal involvement. Some of these elements in themselves would justify Federal interest. The combination of all these factors and resources, the support and efforts of the two Park Districts, the broad-based and active citizen and municipal support make the Cuyahoga Valley a crucial and needed addition to the

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59. Edward S. Peetz and Theodore R. McCann, *Cuyahoga River Valley Project: Reconnaissance Report* (Washington, D.C.: National Park Service, 23 August 1971).

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Federal Parks and is in keeping with this Administration's program of bringing parks to people. It is a unique opportunity which cannot be ignored and a detailed study should be carried out to determine the best possible plan for the management, development, and visitor use of this invaluable urban park resource.<sup>60</sup> [emphasis added]

Morton and Hartzog concurred. Reaction from within the Service was largely "raised eyebrows and a lot of jokes"<sup>61</sup> about a national park featuring a flammable river.

Peetz and McCann returned to the valley on March 30, 1972, and stayed for several weeks to conduct the park feasibility study. McCann served as team captain and although a few professionals from the Denver Service Center (DSC) provided some input, neither DSC nor the Northeast Regional Office knew much about the effort. They received considerable assistance from the two metropolitan park districts which supplied much of the requisite background and statistical data. AMPD Director John Daily took them on the backroads to show them the valley's many hidden scenic natural resources. When the NPS team was not exploring and photographing the valley, it spent the remainder of the time meeting with local groups. Field investigations continued through May; the result was yet another report written by Tedd McCann, a final version of which was completed in February 1973.<sup>62</sup>

If the first report raised some eyebrows, the second report evoked an uproar of protest within NPS and the department. McCann cleverly began by quoting President Nixon and his "parks to the people" rhetoric. Crediting the Cuyahoga River for helping to create the "industrial empire of greater Cleveland," McCann eloquently stated, "Today, the valley containing this river exists as a green shrouded miracle caught between the spreading suburbs of Akron and Cleveland." Saying the valley possesses a "timeless aura of the 19th century," McCann warned it soon would be devoured by the two cities. He continued:

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60. Ibid.

61. Ibid. McCann said that when this concurrence was given, the full impact of the two Gateways was not yet known. See also John Seiberling interview, 22 May 1989; and 71st Meeting, Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, Washington, D.C., 8 October 1974 minutes, Cuyahoga Valley summary. Hartzog recommended a feasibility study be done on 3 December, and Secretary Morton concurred on 14 December 1971.

62. Ibid., John Daily interview, 22 May 1989; Chief, Urban Planning Team, Washington Planning Office-Service Center Edward S. Peetz, to AMPD Director-Secretary John R. Daily, letter, 20 January 1972; and Peetz to Secretary-Treasurer Three Rivers Watershed District George Watkins, letter, 20 January 1974. McCann said "chaos" reigned in Denver with the creation of DSC and the closure of the two previous service centers. DSC managers literally did not know what their Washington Office branch was doing.

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Clearly, the Cuyahoga Valley with its significant natural, historical, and recreational qualities is one of the most strategically located resources in reach of urban America. It is as valuable and needed as the Gateway National Recreation Area in New York Harbor or the Golden Gate National Recreation Area in San Francisco.<sup>63</sup>

McCann recounted local and state efforts to buy valley land to forestall the inevitable urban sprawl, but he added they could not be expected to do it alone:

The Federal Government's expertise in master planning, development, management, and programming could be applied to save one of America's unique and priceless valleys. The Cuyahoga's highest value could be attained by establishing it as a Federal park serving cultural and recreational needs of millions of people. But time is running out and action must be taken now. A joint, Federal, State, and local effort could preserve the Cuyahoga Valley and make it available for public enjoyment. The State and the regions are doing their part... it remains for the Federal Government to respond. The Cuyahoga Valley... will encompass a philosophy of use and enjoyment by many people. As a Federal park, it can become a testimony to this generation's vision of an environmental ethic that is meaningful to the entire Nation.<sup>64</sup>

McCann included in his report some development concepts for the proposed national park.

McCann and Peetz gave an oral presentation on their findings to the Northeast Regional Office staff in Philadelphia in early February 1973. The Washington Office planners received a polite hearing, but at the end they were handed a copy of the memorandum of agreement setting up Ice Age National Scientific Reserve, an affiliated area in Wisconsin, and were instructed to develop something similar for Cuyahoga Valley.<sup>65</sup>

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63. "Proposed Cuyahoga Valley National Recreation Area, Ohio," draft report (Washington, D.C., National Park Service, February 1973), 2-3.

64. Ibid. McCann worked with DSC to update his report which was printed by DSC in April 1973, and plainly marked "Preliminary Draft: Subject to Review." This final version was forwarded to the House Committee on Interior and Insular Affairs; McCann referred to it as a "master plan version that got... sanitized by Denver." See Theodore R. McCann interview, 27 June 1989.

65. Theodore R. McCann interview, 27 June 1989. McCann gave a similar presentation to the Northeast Regional Advisory Committee during its meeting in May at Mather Training Center, Harpers Ferry, West Virginia. The committee deferred its recommendation until it could hear the views of member Norman Duke, who actually lived in the Cuyahoga Valley. When Duke reported the area lacked national significance and was a state concern, the committee recommended against NPS unit status. See Minutes of Northeast Regional Advisory Committee, 7-8 May; and Chairman Norman G. Duke to Northeast Regional Advisory Committee, letters, 11 June 1973.

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The Northeast Region was so confident that nothing would come of McCann's report that it did not bother to summon the Ohio state coordinator to Philadelphia to hear the presentation. The incumbent in the aforementioned position was William C. Birdsell, general superintendent of the Ohio National Park Service Group, an entity based at Mound City Group National Monument in Chillicothe, Ohio, which included that unit plus William Howard Taft National Historic Site and Perry's Victory and International Peace Memorial.<sup>66</sup> Birdsell was the NPS field representative instructed by Northeast Region Associate Director George A. Palmer to "keep a handle on the Cuyahoga situation." Palmer told Birdsell after the McCann-Peetz presentation not to worry about the Cuyahoga Valley proposal because "it's never going to take place."<sup>67</sup>

After months of unsuccessful attempts to schedule a briefing, on the morning of July 11, 1973, Tedd McCann and Ed Peetz presented their proposal to NPS Director Ron Walker in his conference room. As Peetz recalled, "July 11 was the day of reckoning and those of us who have followed this project closely and feel strongly that it does indeed warrant direct federal involvement went down in flames." Peetz reported on the 40-minute meeting:

During the session with Director Walker it was evident early that the project had little or no priority. Nothing substantive was raised during the presentation to indicate any wakening interest so it seemed best to close quickly. This was accomplished by asking directly just what the Service, the Department, and the Administration policy is on new areas in general and urban recreation areas in particular. The reply was loud and clear. Except for selected politically sensitive areas like Big Thicket and Big Cypress there is no desire to have new areas added to the System. State and local action through Revenue Sharing and LWCF with planning expertise provided upon request is the direction we are to head.<sup>68</sup>

Tedd McCann later recalled:

*[Director Walker stated.] "Well, this is not going to happen. There is no way we are going to make a national park for some rich Democrat from Cleveland!"*

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66. The Northeast Region established the Ohio NPS Group on December 30, 1970, and the Midwest Region terminated it on July 15, 1975.

67. William C. Birdsell interview, 14 August 1980; and Birdsell to Northeast Regional Director Chester L. Brooks, 21 February 1973.

68. Chief, Urban Planning Team, Edward S. Peetz to director, Denver Service Center, 13 July 1973. On a copy of the April 1973 Cuyahoga report, Peetz wrote to NPS Deputy Director Russell E. Dickenson: "Russ--FYI. RW had a briefing Wed. morn 7-11. His decision: Let the State of Ohio carry the Ball--not the NPS." Dickenson signed off "RED 7/13." See L58 1974.

## Uncle Sam's View of the Cuyahoga Valley Park

*I gathered up my little charts and poor Ed Peetz was just so embarrassed. His face was red. I remember he was so uncomfortable. It didn't bother me, because I was so confident that this was going to be a park, I didn't care what Ron Walker or President Nixon or anybody else thought about it, it was going to be a park. They had the votes. So I walked out the door and he said, "Well, thanks for coming anyhow, McCann. I will tell you one thing. This will be a park over my dead body!"<sup>69</sup>*

That same afternoon, McCann and Peetz presented their proposal to deputy assistant secretaries Doug Wheeler and Buff Bohlen. Also present were BOR Deputy Director Roman Koenings; Heaton Underhill (BOR); and Stan Hulett, Mike Griswold, Sylvia Cabrera, and Gerry Tays (NPS). Although the meeting was anti-climactic, the proposal received a careful hearing and the consensus was that the Cuyahoga Valley was a valid urban recreation area worthy of preservation, but the only federal involvement would be through LWCF grants. The assistant secretaries chastised the two bureaus for not coordinating their efforts, but were satisfied by a pledge that communications between BOR and NPS had improved and the two top managers had pledged to work together in the future. Both bureaus' reports to Congress would be recalled in favor of a unified document favoring state action with BOR grants.<sup>70</sup>

Much to the department's embarrassment, copies of Tedd McCann's rejected report began trickling out of Washington, D.C. A copy made its way to *The Cleveland Press* which printed excerpts on July 6,<sup>71</sup> and editorialized in favor of the federal park ten days later: "If this area has any political clout in Washington," the newspaper declared, "it's time to demonstrate it on behalf of all the people who live here now and those who are yet to come."<sup>72</sup> The *Akron Beacon Journal* published the findings of the McCann study on September 13, 1973.<sup>73</sup>

On February 28, 1974, Assistant Secretary Nathaniel P. Reed officially presented the Department of the Interior's position on Cuyahoga Valley in a letter to the House Committee on Interior and Insular Affairs. Reed recommended against enactment of the two bills before Congress stating:

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69. Theodore R. McCann interview, 27 June 1989. Two years later, McCann recalled he encountered Ron Walker on a Washington, D.C., street and McCann relished commenting, "Well, we have a park in Cuyahoga Valley and you are still alive!"

70. Northeast Keyman Gerald W. Tays to Associate Director, Legislation, Richard C. Curry, 17 July 1973; and Chief, Urban Planning Team Edward S. Peetz to Director, Denver Service Center, 13 July 1973.

71. Betty Klaric, "U.S. Aid Urged in Cuyahoga Valley Park," *The Cleveland Press*, 6 July 1973.

72. *Ibid.*, Editorial, "For a Cuyahoga National Park," *The Cleveland Press*, 16 July 1973.

73. *Ibid.*, Stu Feldstein, "Study Urges U.S.-Owned, Operated Park," *Akron Beacon Journal*, 13 September 1973.

## Chapter 5

The Cleveland and Akron Metropolitan Park Districts, with assistance and support from the State of Ohio and the Land and Water Conservation Fund grant program administered by the Bureau of Outdoor Recreation... are already in the process of acquiring some 14,500 acres of outdoor recreation and open space land in the Cuyahoga Valley. The first two stages of the Park District project whereby 6,212 acres will be acquired for approximately \$12,167,600 have been approved by BOR. When completed the total project for the acquisition of 14,500 acres will cost \$35,446,900.

It is the policy of this Administration that the Federal Government should provide assistance and guidance to the States in the development of outdoor recreation resources but that the major responsibility for providing such resources resides with the State and local authorities. We believe that the present combination of BOR financial, planning and technical assistance and State and local governmental efforts will provide sufficient public outdoor recreation and open space in the Cuyahoga Valley area without making such resource development primarily a Federal effort as envisioned in H.R. 7076 and H.R. 7077.<sup>74</sup>

Nat Reed was convinced that NPS did not need another budget burden when the costs for developing and maintaining the two Gateways were becoming astronomical. Reed's normal practice was to visit each proposed addition to the National Park System to see for himself the merits of the project. Reed did not even bother with what he considered to be a "pork barrel park."<sup>75</sup>

The NPS Advisory Board on National Parks, Historic Sites, Buildings and Monuments concurred with the unified departmental position. At its October 1974 meeting, Advisory Board member Dr. Durward L. Allen warned, "...the recreation function which, like the need of the world for food, is practically a bottomless pit, and unlimited. It could devour this Service."<sup>76</sup> In its recommendations to Secretary Rogers Morton, the Advisory Board reaffirmed the concept of bringing parks to the people, but said the answer was not through establishing NPS-operated national recreation areas throughout the country. It opined that the two Gateways should remain in the System as models; Uncle Sam would provide financial and technical assistance to state and local governments for other recreation areas. As for the Cuyahoga Valley and Santa Monica

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74. Nathaniel P. Reed to Chairman, Committee on Interior and Insular Affairs, James A. Haley, letter, 28 February 1974.

75. Nathaniel P. Reed interview, 9 March 1987. Discussing the cost of the two Gateways, Reed said, "The Park Service had put in millions, and millions, and millions of dollars in construction, and in maintenance, and in manpower. And then here comes Cuyahoga Valley in a congressman's backyard, and it smells! I think it probably jaundiced us."

76. Remarks by Dr. Durward L. Allen on the Cuyahoga Valley proposal, 71st Meeting of the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, 7 October 1974, Washington, D.C.

## *Uncle Sam's View of the Cuyahoga Valley Park*

Mountains bills before Congress, Advisory Board Chairman Peter C. Murphy, Jr., stated, "These areas present primarily regional concepts as solutions to primarily regional needs."<sup>77</sup>

A significant realignment of NPS regional boundaries in 1974 ultimately had a positive impact on the Cuyahoga Valley park movement. On January 6, 1974, NPS established the Rocky Mountain Region with headquarters in Denver and the states of Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming were taken from Midwest Region and given to the newly-created Rocky Mountain Region. NPS transformed the Northeast Region into the Mid-Atlantic Region and reassigned the states of Illinois, Indiana, Ohio, Michigan, Wisconsin, and Minnesota to the Midwest Region.<sup>78</sup>

The shift of the Omaha office toward the Great Lakes resulted in a similar reshuffling in the aftermath of personnel transfers to the new Denver office. Stripped of its "crown jewel" parks in the mountain states, Midwest Region faced the exciting challenge of learning about the new areas it had inherited. While some of the "old-line" staff did denigrate new areas such as Indiana Dunes, most were concerned about the dilemma of preserving natural resources while at the same time providing mass recreation.<sup>79</sup>

In mid-January, an NPS delegation from Philadelphia came to Omaha to brief Midwest personnel on the nineteen former Northeast Region parks in the six Great Lakes states. In reference to Cuyahoga Valley, the officials agreed on the desirability of having a state project financed through the LWCF.<sup>80</sup> Philadelphia's suspicion of Tedd McCann's study, conducted without consulting the regional office, also transferred to Omaha. Midwest officials had never seen the area, and the "burning river" stereotype tended to color their perception. By 1974, the budget drain of the two Gateways made most NPS managers reluctant to tackle what many supporters hailed as "Gateway Midwest."<sup>81</sup> The prevailing attitude in Omaha was the same throughout the Service: In the unlikely event that Congress passed the legislation, the president would have no other choice but to veto it.<sup>82</sup>

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77. *Ibid.*, Murphy to Secretary Morton, 10 October 1974.

78. *Historical Listing of National Park Service Officials* (Washington, D.C.: National Park Service, 1986), 20. The old Northeast Region (based in Philadelphia) lost eight states (New Jersey, New York, Connecticut, Rhode Island, Massachusetts, Vermont, New Hampshire, and Maine) to the newly-created North Atlantic Region (based in Boston) by secretarial order on November 30, 1973.

79. John Kawamoto interview, 27 July 1989.

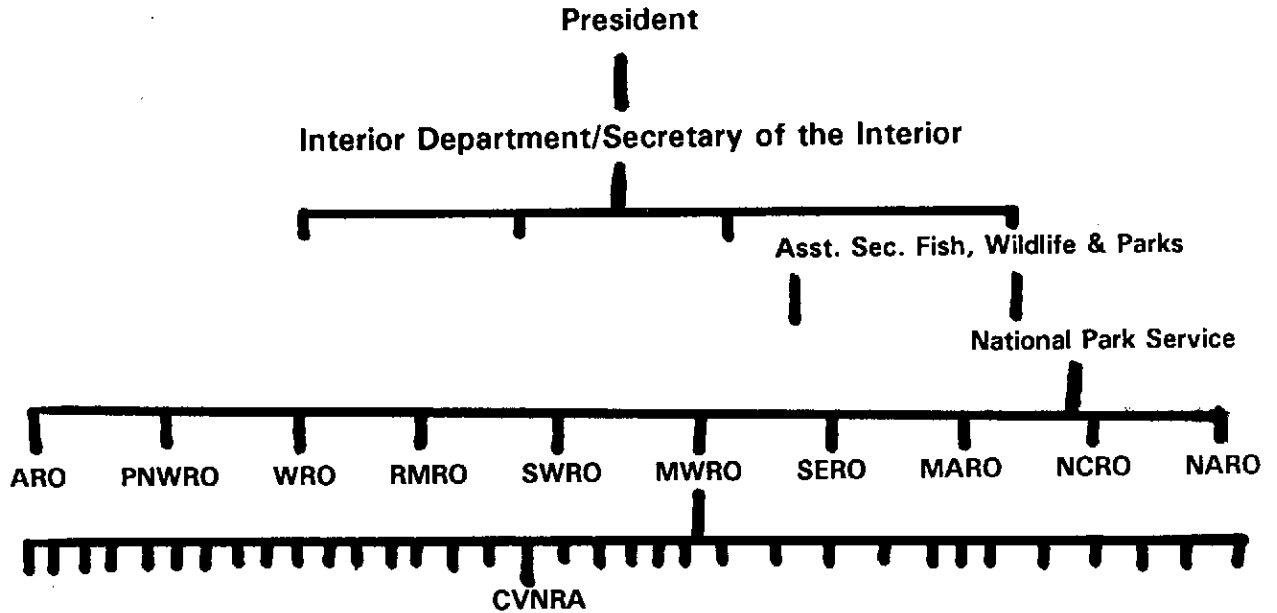
80. Merrill D. Beal to author, letter, 4 October 1989.

81. John Kawamoto interview, 27 June 1989; and Bill Dean to author, letter, 18 September 1989.

82. *Ibid.*, and Merrill D. Beal to author, letter, 4 October 1989. The principal Midwest officials dealing with Cuyahoga Valley during this period were Regional Director Merrill Beal, Deputy Regional Director Robert Giles, and Cooperative Activities Chief Bill Dean.

**Chapter 5**

**Organization of Executive Branch: From President to the Parks**

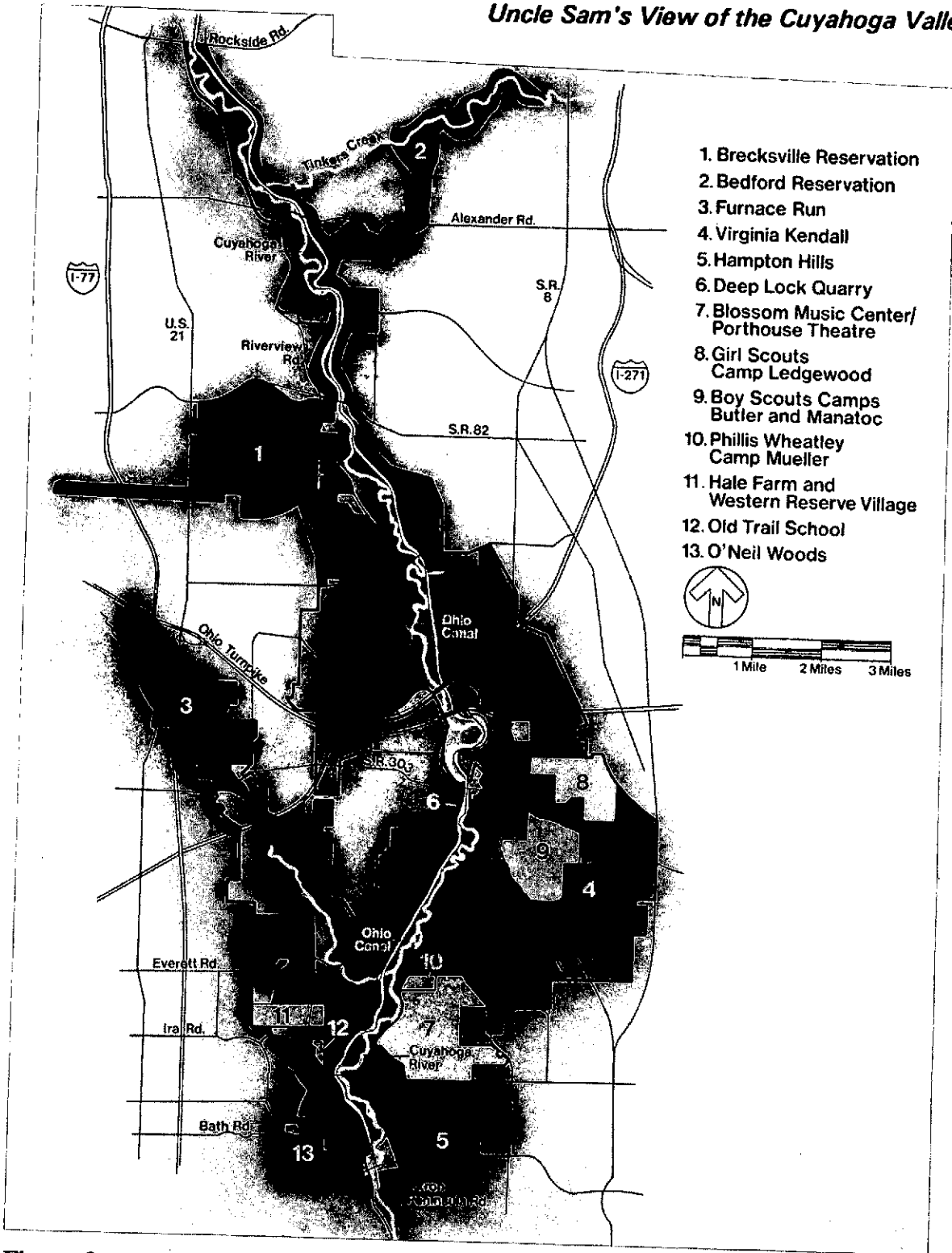


**Figure 7:** This flow chart depicts the line of authority within the executive branch of government. Beginning with the White House, authority passes on through the secretary of the Interior, the assistant secretary for fish and wildlife and parks, NPS director and Washington Office, regional office, and, finally, the park superintendent. (Source: Loretta Neumann, 27 February 1989)

Midwest Regional Director Merrill D. Beal instructed Ohio NPS Group Superintendent Bill Birdsell to remain impartial as he assisted in arranging the House and Senate hearings held in the Cuyahoga Valley.<sup>83</sup> Dismayed by the overwhelming support evidenced at the hearings, Midwest Region made its concerns about the weaknesses of the legislation known to the Washington Office. In a letter written to the Senate Subcommittee on National Parks and Recreation, Associate Director for Legislation Richard C. Curry sought to clarify the NPS position and relay the concerns expressed by Omaha field managers. Warned Curry, "Our field people are of the opinion that the patchwork of interests and ownerships envisioned in H.R. 7077 would be impossible to administer." Curry also objected to the implication that because

83. Interviews revealed that Birdsell followed instructions and remained impartial, although most opined that he genuinely saw the merits of establishing the national park. In a May 31, 1974, memorandum to Bill Dean sent prior to the House hearing, Birdsell wrote: "Keep your fingers crossed that there will be some opposition to the Cuyahoga proposal put forth at this hearing--if it goes like the Senate hearings did we can look forward to making a park housing area out of Towpath Village!"

*Uncle Sam's View of the Cuyahoga Valley Park*



**Figure 8: Proposed boundary map, circa 1973.**

## Chapter 5

boundaries were developed and recommended by Tedd McCann, NPS approved of the project. Curry added:

The National Park Service strongly recommends against the enactment of legislation to create a Cuyahoga [Valley] National Recreation Area. The proposal as originally set forth in H.R. 7077, and as approved by the subcommittee, consists of a series of state and local park lands, intermixed with privately owned golf courses and other outdoor recreation facilities, and privately owned lands subject to development that would be acquired and administered by the National Park Service. We believe that the problem of forestalling adverse development of remaining open-space in the Cuyahoga Valley should not be solved by authorizing a federal land acquisition program.<sup>84</sup>

Shortly thereafter, Congressman John Seiberling spoke to Richard Curry about NPS concerns and requested more input on configuring the boundaries. Curry called Omaha for assistance; Midwest Region concurred that if Congress gave it Cuyahoga Valley to administer, it was prudent to get the best and most manageable boundary possible *before* the legislation passed.<sup>85</sup> It was important to fill in the "patchwork" to improve access and jurisdiction, and reduce the potential for conflicts by reducing the amount of adjoining public and private lands within the boundaries.<sup>86</sup> To help prepare the response to the Washington Office, Midwest Region called in its field representative most familiar with the area: Bill Birdsell.

Birdsell arrived in Omaha in early November 1974, while the bill was being considered by the House Interior Committee. Birdsell again told the assembled regional office staff that he thought the park would become a reality because of the overwhelming public support. Birdsell went up to an easel which held a large map of the valley and began drawing more rational boundaries. He included all of the metropolitan district parks, the AMPD-managed Virginia Kendall State Park, as well as buffer land around State Route 303.<sup>87</sup>

In its response to the Washington Office, Midwest Region recommended several changes to the legislation. In Section 4a, two years rather than one year was suggested as a more

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84. Curry to Chairman, Subcommittee on National Parks and Recreation, Committee on Interior and Insular Affairs, Roy A. Taylor, letter, 4 October 1974, L58.

85. Bill Dean to author, letter, 18 September 1989; John Seiberling interview, 7-8 September 1989; and Merrill D. Beal to author, letter, 4 October 1989. Beal said the boundary map was "constantly evolving" and changed every time Congressman Seiberling returned to his district: "I make no attempt to say who drew which line on the map, and believe that is an exercise in futility."

86. Merrill D. Beal to author, letter, 4 October 1989; and John Kawamoto interview, 27 July 1989.

87. William C. Birdsell interview with Ron Thoman and Susan Garland, 14 August 1980. Birdsell named the following parks: Bedford, Brecksville, Furnace Run, Hampton Hills, O'Neil Woods, and Virginia Kendall.

## *Uncle Sam's View of the Cuyahoga Valley Park*

realistic period in which to prepare a detailed master plan and environmental impact statement. In Section 6c which provided for the Advisory Commission, the original bill provided for it to be involved with "the planning for, and administration" of the park. The region suggested language consistent with Advisory Commissions at Ozark, Indiana Dunes, and Pictured Rocks which provided for public input on development and operational matters, but left planning and administration to park professionals.

Finally, Midwest Region asked that the 1973 McCann report be considered with respect to making the "federal spine" a reality by tying together all the valley park units. The bill was silent on this; in essence, the metroparks would be "free to go their own way":

If the intent of the bill is to produce a major federal recreation area to serve the needs of this highly populous region then available resources should be under a single administrative body, planners should be given maximum options and maneuverability and if, indeed, the Cuyahoga Valley and river itself are the fragile and pristine resource they are said to be, every effort should be made to preserve them in that condition by moving development to the fringes of the valley.

Accordingly, we are recommending that the following existing metropolitan parklands be included in the referenced boundary map. They include, from north to south, Tinkers Creek Gorge Park which contains the Registered Natural National Landmark of the same name, Brecksville Park, Furnace Run Park, Virginia Kendall Park, and Sand Run Park. Inclusion of these parklands would provide the Service with a more manageable unit and better provide the unified public recreation area described in the report.<sup>88</sup>

The boundary alteration was consistent with the two Gateways concept of "putting together the maximum park with the minimum amount of federal land purchased."<sup>89</sup> Congressman Seiberling readily agreed to Midwest Region's suggested changes and believed that "bigger was better from the standpoint of showing it was nationally significant."<sup>90</sup>

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88. Acting Midwest Regional Director Robert L. Giles to Associate Director for Legislation Richard Curry, 14 November 1974, L58.

89. Theodore R. McCann interview, 27 June 1989.

90. John Seiberling interview, 7-8 September 1989. Seiberling intentionally left the metroparks out because he believed the reduced acreage made the entire package seem "a little less formidable" and therefore more palatable to Congress, the Interior Department, and NPS. Other quasi-public areas were inserted such as the Boy Scout and Girl Scout camps. Seiberling added a buffer zone east of the Coliseum. See also John F. Seiberling interview, 22 May 1989.

## ***Chapter 5***

The next obstacle to overcome was getting the bill through Congress and down Pennsylvania Avenue to the president's desk.

## Chapter 6

### The Legislative Process

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The magnificent thing about the Cuyahoga Valley is that it has all the scenic, historic, and recreational potential to qualify as a park in its own right. If we act now, before development destroys the beauty of the valley and pushes land prices beyond our reach, we can preserve for a relatively small sum, this magnificent valley and relieve the critical shortage of open space and outdoor recreational resources for the millions of people in the area.

Mr. Speaker, we are offering this bill as an outstanding opportunity for the Congress and the administration, on a bipartisan basis, to take the next great step in establishing a system of national urban recreation areas. We cannot afford to lose the momentum begun so well last year with the Gateway and Golden Gate National Recreation Areas. If we act now, the Cuyahoga Valley can become a magnificent "Central Park" for one of the Nation's largest metropolitan areas.<sup>1</sup>

John Seiberling on the floor of the House of Representatives

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### The 1971 Bill Comes to Naught

From his childhood at Stan Hywet Hall, the Seiberling family estate north of Akron, John F. Seiberling was imbued with an appreciation of natural beauty. His grandfather, F. A. Seiberling, founder of Goodyear Tire and Rubber Company, the Seiberling Rubber Company, and the Akron Metropolitan Park District (AMPD), developed a deep love for the valley and sought to preserve it as parkland. Warren Manning, a partner in the Olmsted landscape

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1. "Introduction of Bill to Establish the Cuyahoga Valley National Historical Park and Recreation Area," 16 April 1973, *Congressional Record*, 93d Congress, 1st Session, Vol. 119, No. 60, House of Representatives, Washington, D.C.

## Chapter 6

architecture firm, designed the stately grounds of Stan Hywet Hall. It was this same firm which in 1925 called for the preservation of the Cuyahoga Valley "rim to rim." Four decades later, it was F. A. Seiberling's grandson who took the Olmsted concept and wrote it into federal law.<sup>2</sup>

Born on September 8, 1918, John F. Seiberling grew up in Akron and graduated with honors from Harvard University in 1941, was decorated three times during Army service (1942-46) attaining the rank of major, and earned a law degree from Columbia University in 1947. He practiced law in New York City from 1949 to 1953, and specialized in anti-trust law for the Goodyear Tire and Rubber Company from 1954 until 1970. Married with three sons, Seiberling dedicated himself to community service. The list is impressive: three terms as president of the Tri-County Regional Planning Commission; founder of the Society for Excellent Environment; founder of the Summit County Committee for Peace in Vietnam; chairman of the World Peace through Law Committee of the Akron Bar Association; president of the United World Federalists; executive committee member of the Northeast Ohio Section of the Sierra Club; and member of the Peninsula Valley Heritage Association.<sup>3</sup>

While never before a candidate for public office, in 1970 John Seiberling ran for Congress because he disagreed with the policies of President Richard M. Nixon and the nation's continuing involvement in Vietnam. Seiberling's challenge of ten-term incumbent Republican Congressman William H. Ayres resulted in an upset victory. One of Seiberling's first acts after the January 1971 swearing in ceremony was to instruct his staff to prepare a bill to establish a national park in the Cuyahoga Valley. To give it a bipartisan flavor, canal lands south of Akron in Stark County were included to ensure the support of Republican Congressman Frank Bow of Canton. Aside from Charles A. Vanik, Seiberling, and Bow, the following members of the Ohio congressional delegation were cosponsors: James V. Stanton, Louis Stokes, William Keating, William Minshall, John Ashbrook, Clarence Brown, and Wayne Hays. A total of nineteen members of Congress signed on as cosponsors.<sup>4</sup>

The group chose Earth Week during April 1971 to introduce H.R. 7673, a bill to establish the "Ohio Canal and Cuyahoga Valley National Historical Park and Recreation Area." Also called the "Ohio Canal and Cuyahoga Valley Recreation Development Act," the proposed park was a network of the following three separate but interrelated units:

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2. William Hershey, "Urban Beauty," *Akron Beacon Journal*, 8 April 1985.

3. Resume of John F. Seiberling, U.S. Representative, 14th District of Ohio.

4. John Seiberling interview, 22 May 1989; and Rich Stelling to William Nye, letter, 23 April 1971, Cuyahoga Valley folder, Proposed State Projects box 77, Records of the Department of Natural Resources, Office of the Director, Directors' Files, State of Ohio Archives, Columbus. Other congressmen serving as cosponsors were Michigan Democrats John Dingell and Lucien Nedzi; Pennsylvania Democrats John Dent, William Moorehead, Robert Nix, and Joseph Vigorito; Pennsylvania Republican Lawrence Williams; and West Virginia Democrats Kenneth Hechler and Robert Mollahan.

1. A 28,000-acre park in the Cuyahoga Valley along the river and canal.
2. A recreation corridor following the canal south of Akron through Summit, Stark, and Tuscarawas counties.
3. Designation of the Cuyahoga River upstream from Akron as a recreation river under the National Wild and Scenic Rivers Act.

On the House floor, John Seiberling outlined his experience on the Tri-County Regional Planning Commission and the purpose of his bill:

All the studies of the commission projected an enormous expansion of population and urban development in northeast Ohio for the remaining decades of this century. But it has not been necessary to study projections to verify this. I could see the process with my own eyes as each year thousands of acres of green space disappeared under the blades of the bulldozers.

[The Cuyahoga and Tuscarawas river valleys are] rich in Indian history and played a significant role in early Northwest Territory history. Between the [rivers] lay the shortest portage point between the Great Lakes and the Ohio and Mississippi Valley. In fact, the Cuyahoga was so important to the Indians as a trading route that it was declared "sacred ground" to assure that it remain open, free from warfare, at all times.

The purpose of this bill is, in effect, to adopt the Indian's approach--to redeclare this land "sacred ground" to be spared for all time from becoming an "asphalt jungle" and to remain open as breathing space for the vast city-bound populations of middle America.<sup>5</sup>

Provisions of the bill were as follows:

1. Secretary of the Interior would establish the park within three years of authorization or when he determined that "lands, waters, and interests therein sufficient to constitute an efficiently administrable park area have been acquired for administration in accordance with the purposes of this Act."

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5. *Congressional Record*, House of Representatives, 22 April 1971, found in *The Legislative History of the Cuyahoga Valley National Recreation Area: Volume 1, Congress Authorizes the CVNRA* (April 1971 through December 1974). Compiled by Janet B. Hutchinson. Hereinafter cited as *Legislative History, Vol. 1*.

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2. ODNR studies concerning park boundaries (especially the Rosenstock Study) were to be used in fixing the federal boundary which the secretary could change "from time to time" with prior notice and public hearings.
3. Within one year, the secretary was instructed to hold hearings on the boundaries and then publish a map or description showing Category I, II, and III lands (public ownership, environmental conservation, and private use and development areas).
4. The secretary could not use condemnation on any local or state-owned land, but could provide technical assistance on zoning matters.
5. State and regional development land use or recreation plans had to be utilized in planning the new park.
6. An advisory commission including thirteen community members would serve for a five-year term.
7. The park's appropriation ceiling was not to exceed \$40 million for real property acquisition and development.
8. The Cuyahoga River from Cuyahoga Falls to its headwaters in Geauga County would be designated a "national recreation river."<sup>6</sup>

The foremost provision of H.R. 7673 was the protection it afforded local landowners. As Seiberling stated before the House, "This bill is designed to preserve the land as scenic open space with a minimum of interference with the rights of landowners." The bill provided that "no real property or interest therein may be acquired under this act *without the consent of the landowner* as long as there is in force... a duly adopted, valid zoning law... and the use of such property is in compliance thereof."<sup>7</sup>

Seiberling did not foresee a need for federal acquisition of all the land in fee, but could effectively preserve open space through scenic easements. In areas where land was needed in fee, owners could choose to retain ownership through a life estate or for a fixed term of up to 25 years. As Seiberling reported to Congress, "The combined effect of this and the scenic easement and occupancy provisions of the bill is to make possible the maximum amount of open space at a minimal cost to the federal government and a minimal loss of taxes to the local authorities."<sup>8</sup>

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6. Ibid.

7. Ibid.

8. Ibid.

## *The Legislative Process*

Two identical bills were subsequently introduced in the House, H.R. 83473 on May 12 and H.R. 9034 on June 9, but following referral to the Interior and Insular Affairs Committee, no action was taken.<sup>9</sup> Seiberling attributed the bill's poor showing during the 92nd Congress to the fact that he was a freshman member with no base of support in the House. He needed more time to educate his colleagues on the merits of the plan and was content to rely on the experience of Vanik and Bow to cultivate a bipartisan base of support.<sup>10</sup>

### **John Seiberling Tries Again, 1973**

With the advent of the 93rd Congress came the necessity to start anew on the Cuyahoga Valley park bill, but without one of its key promoters, Frank Bow. Following Bow's death in late 1972, voters elected Republican Ralph Regula of Navarre/Canton to the seat. To make the bill more palatable, Regula agreed to separate canal lands in Stark County, a part of his district, from the park bill and to sign on as an enthusiastic cosponsor.<sup>11</sup>

John Seiberling redoubled his efforts on behalf of the Cuyahoga Valley park and secured a seat, along with Ralph Regula, on the Interior and Insular Affairs Committee and its National Park and Recreation Subcommittee.<sup>12</sup> By this time, Seiberling and Vanik were aware that Tedd McCann's reports favored a federal valley park. They requested legislative drafting service from the National Park Service (NPS) and looked to the recently passed Gateway bills as examples. On the advice of Congressman Phil Burton, Seiberling recruited a majority of his fellow committee members to be cosponsors. Seiberling, Vanik, and Regula reintroduced the bill, newly designated as H.R. 7077, on April 16, 1973, to establish the "Cuyahoga Valley National Historical Park and Recreation Area" (CVNHP&RA).<sup>13</sup>

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9. BOR Assistant Director for State Grants and Resource Studies A. Heaton Underhill to Larry Paul Webb, letter 1 September 1971, D4221 Ohio NRA Cuyahoga River, BOR records. It is interesting to note that BOR perceived the prime mover behind the bill to be Charles Vanik. Seiberling's name was not mentioned.

10. John Seiberling interview, 7-8 September 1989.

11. John Seiberling interview, 7-8 September 1989. Because the land was under state ownership and protected, an agreement was reached to drop it from the Cuyahoga Valley park. On May 21, 1973, Regula introduced his own bill to establish the "Ohio and Erie Canal National Historical Park" in northeast Ohio to include 36 miles of canal along the Tuscarawas River through Summit, Stark, and Tuscarawas counties (Clinton to Zoar). See "Canal Park Bill Submitted," *Columbus Citizen-Journal*, 20 May 1973.

12. "Seiberling on Key Committee to Push for Valley Park," *The Voice of the Cuyahoga Valley Association* (January 1973), CVNRA archives.

13. John Seiberling interview, 22 May 1989. Seventeen Democrats cosigned Seiberling's bill: Charles A. Vanik (Ohio); James Haley (Fla.); Julia Butler Hansen (Wash.); Morris Udall (Ariz.); Phillip Burton, Harold Johnson, and  
(continued...)

## Chapter 6

Hailing the proposal as the "first major national urban park in the Middle West,"<sup>14</sup> Seiberling proclaimed on the House floor that the bill would help meet the critical shortage of public recreation areas near urban centers, particularly in Ohio:

The shortage in Ohio, and the Middle West in general is particularly acute. The fact is that the majority of the people in this nation are not benefitting from our federal recreation dollars. President Nixon recognized this when he outlined a new federal policy in 1971 to "put parks where the people are." Creation of the Cuyahoga Valley National Historical Park and Recreation Area would put us one step closer toward meeting this national goal.<sup>15</sup>

Seiberling acknowledged concerns of valley residents and local officials regarding the impact of the park on the tax base as well as continuance of essential community services. The redrafted bill addressed many of those fears in the following manner:

1. The secretary could not acquire land without the consent of the owner provided it was subject to a valid zoning law in which land use was not incompatible with the character of the park. By providing technical assistance to develop favorable zoning regulations, the secretary could thereby ensure protecting the rights of landowners and allow local governments to minimize the amount of real estate taken from the tax rolls.
2. The secretary may negotiate purchase of scenic easement rights and thereby avoid the expense of outright purchase.
3. When landowners agree to fee purchase, they may elect to retain a term of up to 25 years or a life estate to continue use and occupancy of the property.

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### 13. (...continued)

Yvonne Burke (Calif.); James O'Hara (Mich.); Patsy Mink (Hawaii); Robert Stephens (Ga.); Joseph Vigorito (Pa.); Jonathan Bingham (N.Y.); Harold Runnels (N.Mex.); Antonio Won Pat (Guam); Douglas Owens (Utah); Ron de Lugo (V.I.); and James Jones (Okla.). Five Republicans cosponsored it: Ralph Regula (Ohio); John Saylor (Pa.); Don H. Clausen (Calif.); Donald Young (Alaska); Teno Roncalio (Wyo.).

14. Authorized in 1966 and established in 1972, Indiana Dunes National Lakeshore holds this honor. However, because of the strenuous lobbying of the Save the Dunes Council and other environmental groups, urban recreation has taken a back seat to resource preservation. Therefore, Cuyahoga Valley with its two adjacent cities plays a greater role in providing urban recreation in the Midwest. See Ron Cockrell, *A Signature of Time and Eternity: The Administrative History of Indiana Dunes National Lakeshore, Indiana* (Omaha: Midwest Regional Office, National Park Service, 1988).

15. "Introduction of Bill to Establish the CVNHP&RA," *Congressional Record*, 93rd Congress, 1st Session, Vol. 119, No. 60, House of Representatives, Washington, D.C.

## The Legislative Process

4. Areas of concentrated development such as Brecksville, Peninsula, Boston Mills, and other pockets of development were excluded from the park.
5. The secretary was directed to develop cooperative plans with state and local governments to minimize impacts on local property taxes, provide adequate road maintenance, rescue, firefighting, and law enforcement services and relieve them of the cost of such services.
6. Ensuring public participation, the secretary was directed to hold public hearings in the valley prior to finalizing park boundaries.<sup>16</sup>

Because the legislative outlook appeared more favorable than during the last Congress, Senators Robert A. Taft, Jr., and William B. Saxbe (Republicans-Ohio) introduced an identical bill, S. 1862, in the Senate on May 22, 1973.<sup>17</sup>

To help coordinate efforts of all congressional staff and present a united front for the CVNHP&RA, in the fall of 1973 John Seiberling hired Legislative Analyst Loretta Neumann to assist him on the Interior and Insular Affairs Committee. Neumann came to her position highly recommended by her close friend and future husband, Tedd McCann. Neumann, an NPS employee since 1969, was editor of the *Courier*, the *Newsletter*, and other publications and "knew the ropes" concerning NPS policy and bureaucracy.<sup>18</sup> The McCann-Neumann team effectively promoted the park; their most memorable collaboration, an audiovisual presentation which highlighted the natural and cultural values of the Cuyahoga Valley, was used to recruit supporters to the park cause.<sup>19</sup>

Seiberling's "indefatigable" dedication to his committee assignment won him considerable respect on Capitol Hill, particularly from Parks and Recreation Subcommittee Chairman Roy Taylor (Democrat-N.C.). Seiberling's genuine interest, hard work, and constant attendance at hearings impressed Taylor so much that he agreed in October 1973 to schedule hearings early the following year. Like so many others who had never seen the Cuyahoga Valley, Taylor concluded that there could not possibly be resources worthy of NPS stewardship between

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16. Ibid.

17. Robert Taft, Jr., letter to author, 21 September 1989, and copy of 22 May 1973 news release; and "Valley Park Urged by Saxbe, Taft," *The Plain Dealer*, 23 May 1973. While Senator Taft's advocacy of the park became critical in 1974, a search of Senator Saxbe's papers revealed he played no real lobbying role in 1973 until his resignation in January 1974. See Papers of William B. Saxbe, Ohio Historical Society, Columbus.

18. Theodore R. McCann and Loretta Neumann interviews, 27 June 1989. McCann and Neumann were involved in a close personal relationship which eventually resulted in marriage. While unquestionably a benefit to the park movement, the relationship did cause problems for McCann within NPS.

19. Theodore R. McCann and Loretta Neumann interviews, 27 June 1989. Not only did Congressman Seiberling use the slide show to recruit support among his peers, but it helped attract endorsements from national environmental organizations such as the Sierra Club which was initially cool to the park proposal.

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Organization of the Legislative Branch: From Congress to the Parks

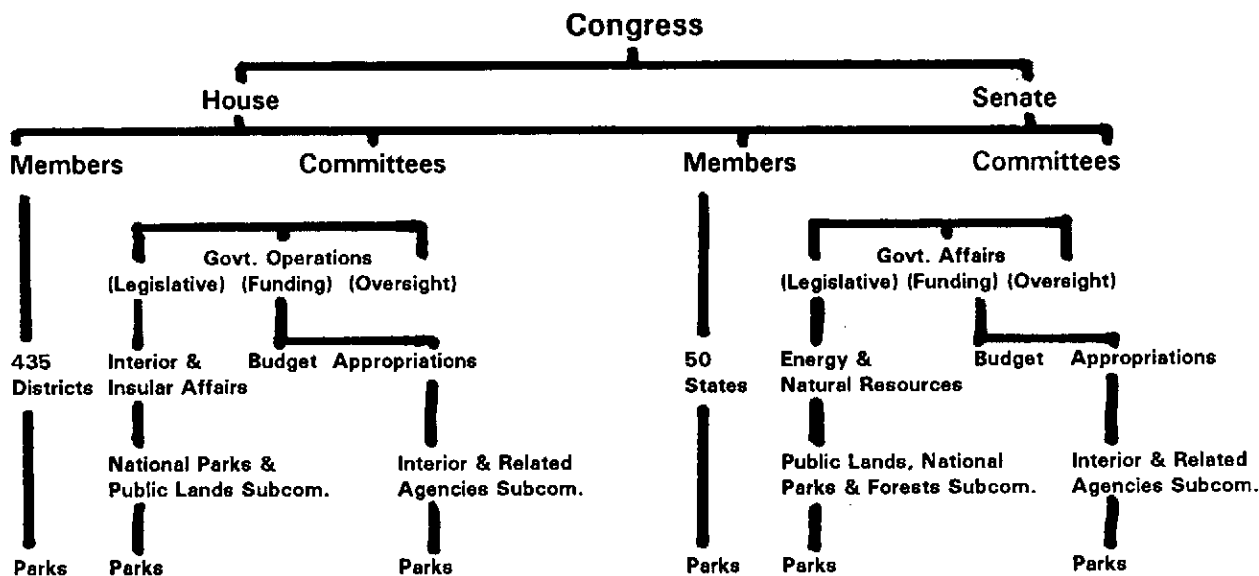


Figure 9: This flow chart depicts the line of authority within the legislative branch of government. While all members of Congress have an interest in the national parks, both houses have standing committees exercising legislative funding and oversight responsibilities. (Source: Loretta Neumann, 27 February 1989)

Cleveland and Akron, but he nonetheless made the concession as a favor to his friend from Ohio.

In the meantime, Seiberling continued efforts to "pry loose" McCann's favorable report from Interior.<sup>20</sup> He was not successful. The Bureau of Outdoor Recreation's (BOR) plan to assist the state through the Land and Water Conservation Fund (LWCF) was the only scenario Interior wished to discuss. It fit the Office of Management and Budget's strategy of shifting the primary responsibility for recreation onto the states. Park supporters remained secure in the knowledge that it wasn't up to OMB or even the White House to decide that issue. It was clearly the prerogative of the legislative branch. Advocates like the Cuyahoga Valley Association were determined to convince Capitol Hill of its merits.<sup>21</sup>

20. Loretta Neumann interview, 27 June 1989; Neumann to Jim Jackson, letter, 25 October 1973, Papers of James S. Jackson provided by Margot Jackson; and Jackson to George Watkins, letter, 27 October 1973, folder Cuyahoga Valley Park Coordinating Committee, Papers of George Watkins. Seiberling was so attentive to NPS-related issues that he attended hearings on park matters regardless of whether he was a committee member.

21. "National Park Goal Depends on Public Support," *The Voice*, November 1973.

## House and Senate Committee Hearings

Chairman Roy Taylor's House Subcommittee on National Parks and Recreation held the first hearing on H.R. 7077 on March 1, 1974, in Washington, D.C. An impressive array of representatives from national organizations submitted testimony favoring the proposed park including the National Parks and Conservation Association, Wilderness Society, Sierra Club, National Wildlife Federation, National Trust for Historic Preservation, National Audubon Society, Friends of the Earth, and Izaak Walton League. Thirty-three Ohioans, bused to the capital by the Cuyahoga Valley Park Federation (CVPF), were present to demonstrate local support.

The subcommittee heard very few opponents. A letter from Assistant Secretary of the Interior Nathaniel P. Reed opposing the bill was entered into the record. The chief vocal opponent was Bureau of Outdoor Recreation (BOR) Director James Watt who praised the "tremendous scenic and recreational values" of the Cuyahoga Valley, but reaffirmed the Nixon administration's contention that a national park unit was unnecessary because of BOR's 20-year scheme to provide financial, planning, and technical assistance. Ohio Department of Natural Resources (ODNR) Director William B. Nye effectively countered Watt by testifying that the state could not wait 20 years to get enough land in public ownership before developers and commercial interests took over the valley.

The most eloquent and effective testimony came from John Seiberling himself<sup>22</sup>:

If our only identification is with the concrete sidewalks of the cities and with the jangling pressures of urban society, then we have lost a basic concept of ourselves and our relationship to the earth. The Cuyahoga Valley, with its splendid natural and historical treasures, represents the kind of opportunity for re-creation, the meeting of people and place, that is now so desperately needed. This type of experience is not merely a pleasure. It has become a necessity.

Time is running out. The pressures for development of the last remaining open space in the Cleveland-Akron metropolitan area are intense. If we do not act now, the opportunity for making real the grand conception of the Cuyahoga Valley Park will be gone and we will be left with scattered parcels of land surrounded by urban clutter.

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22. John Seiberling was kept busy during the 93rd Congress not only because of the park bill, but because he was a member of the House Judiciary Committee which was investigating the unfolding Watergate scandal and eventually recommended in favor of the impeachment of President Richard Nixon. In Seiberling's view, both the park bill and the impeachment question held equal importance.

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If H.R. 7077 is enacted in this Congress, it will be possible to do the job. If it is not, the opportunity will probably be lost forever.

So, gentlemen, we are coming to you for help, the same as the city of New York came to you, and the cost will be comparable to the Gateway and Golden Gate projects, and the C & O National Historic Canal project, if we act now. If we wait 20 years to complete the BOR plan, the costs are going to be astronomical, except that we will not have the whole valley. We will just have remnants of it.<sup>23</sup>

The first Senate Subcommittee on National Parks and Recreation hearing was held in Peninsula on April 8, 1974, and was chaired by Senator Howard M. Metzenbaum<sup>24</sup> (Democrat-Ohio). Also present were Senator Robert Taft, Jr. (Republican-Ohio), along with Congressman Seiberling and Regula. Governor Gilligan and William Nye gave convincing testimony that Ohio needed the NPS to administer the area and quoted directly from Tedd McCann's report. BOR Regional Director John D. Cherry represented the administration's negative viewpoint on H.R. 7077. While resolutions by Northampton and Sagamore Hills Township trustees against the park were entered into the record and occasional opponents came forward throughout the day, the overwhelming majority testified in favor of a national park. CVPF Director Harvey Swack presented a pro-park petition with more than 10,000 signatures.<sup>25</sup>

On June 7 and 8, 1974, the House subcommittee went on a whirlwind tour of the Cuyahoga Valley and held a field hearing at Blossom Music Center. The entourage, including subcommittee members and staff and Bill Birdsell, went via Ohio National Guard helicopters in the morning and viewed the Cuyahoga River and the Ohio and Erie Canal. At Canal Fulton, they rode canal boats. Following a picnic at the Schumacher farm, the group boarded a bus to tour throughout the afternoon. Although a hiking tour at Stumpy Basin produced mosquito bites and poison ivy, the congressmen enjoyed the outing nonetheless. Congressman Seiberling

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23. "Statement of Hon. John Seiberling, Representative in Congress from the 14th Congressional District of the State of Ohio," hearing before the Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs, House of Representatives, 93rd Congress, 2nd Session on H.R. 7167 and Related Bills to Provide for the Establishment of the Proposed Cuyahoga Valley National Historical Park and Recreation Area, in Washington, D.C., 1 March 1974, found in Hutchinson, *Legislative History*; and "Park Bill Backed at House and Senate Hearings," *The Voice*, May 1974.

24. Governor John Gilligan appointed Metzenbaum, a native of Cleveland, to fill the vacancy caused by the resignation of William B. Saxbe (who later became U.S. Attorney General) on January 3, 1974. Metzenbaum lost the Democratic nomination for election to this seat to John Glenn, Jr., of Columbus, who went on to victory in November. In order to give Glenn more seniority in the 94th Congress, Metzenbaum resigned his seat on December 23, 1974, and Governor Gilligan appointed Glenn to fill the unexpired term until Glenn was sworn in on January 3, 1975.

25. William C. Birdsell, Appraisal of Public Hearing on S. 1862, 8 April 1974; and John D. Cherry interview, 13 July 1989.

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a special tour through Stan Hywet Hall. The capstone was a "fabulous dinner" at Hale Farm and Village. According to Ohio NPS Group Superintendent William C. Birdsell:

We had valley corn and fresh vegetables and homemade bread and butter and six foot long loaves of bread and the whole bit. That was the single thing the congressmen were most impressed with. They got a good wining and dining and selling on this valley.<sup>26</sup>

By the time the hearing convened on the stage of Blossom Music Center the following morning, the subcommittee members were already sold on the park bill. According to Seiberling, the preconceived notions evaporated; the valley had sold itself.

Harvey Swack of the Cuyahoga Valley Park Federation (CVPF) and James Jackson of the Cuyahoga Valley Association (CVA) organized the list of park supporters to testify at Blossom. The strategy employed for the hearing was to present testimony by discipline experts heralding the valley's natural and cultural significance to the nation. To shore up support further, a parade of political, professional, and private citizens presented favorable testimony and added to the perception of overwhelming support. Congressman Roy Taylor became an enthusiastic convert of the Cuyahoga Valley's value and pledged to do all he could to save it.<sup>27</sup>

A loosely organized opposition, however, did make its views known. Ben Richards, owner of the Brandywine Falls area, led the small group of valley residents which appeared to be agitated by the park proposal.<sup>28</sup> Joining Mr. and Mrs. Richards in testifying against the park bill were Stephen T. Clark, Marjorie Sofranko, Norman Duke, Connie Letta, Judith M. Flohr, H. C. Katzenmeyer, Robert Moorhouse, Richard F. Cerny, and Bruce M. Fowler. Some opposed any type of park, while others did not want the federal government involved with a valley park.

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26. Quotation from William C. Birdsell, interviewed by Ron Thoman and Susan Garland, 14 August 1980. James S. Jackson, interviewed by Susan Garland 16 July 1980, CVNRA archives; and Loretta Neumann interview, 27 June 1989. According to John Seiberling, his fellow congressmen enjoyed the dinner so much that it "overshadowed everything else they saw." Remarks were made about Hale Farm "for months afterwards." See transcript of meeting chaired by John Seiberling regarding CVNRA, 22 May 1980, Washington, D.C.

27. John Seiberling interview, 22 May 1989; and Loretta Neumann interview, 27 June 1989.

28. William C. Birdsell, interviewed by Ron Thoman and Susan Garland, 14 August 1980, CVNRA archives. Richards presented five objections: 1. Sufficient recreational opportunities were developing within each community; 2. The park bill was nothing more than a highly restrictive zoning ordinance which was unfair to property owners; 3. The Advisory Commission would take away the constitutional rights of property owners to self-government; 4. park visitors would trample private residences because it would be impossible to control ingress and egress; and 5. The cost of the park, \$35 million, was too conservative. A more realistic figure was \$200 million.

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Notable testimony came from the two metropolitan park districts. John Pyke, president of the Cleveland Metropolitan Park District (CMPD) Board, said that if a national park was established, CMPD would be "receptive to donating our land or appropriating segments of it to that system." Pyke said that CMPD would want to retain parts of Brecksville Reservation in order to maintain the famed "Emerald Necklace" around Cleveland. John Daily, director of Akron Metropolitan Park District (AMPD), observed that AMPD's jewel, Virginia Kendall Park, was outside the proposed federal boundaries. While AMPD preferred to keep its established Cuyahoga Valley park units, Daily said the remainder could go to the federal government. AMPD might part with older properties, and keep newer ones.<sup>29</sup>

### Passage of H.R. 7077

Positive action on the Cuyahoga Valley bill during the 93rd Congress depended on passage by the House. In March 1974, Howard Metzenbaum obtained a promise from Alan Bible (Democrat-Nevada), chairman of the Senate National Parks Subcommittee, that if the House acted on H.R. 7077, the Senate would as well.<sup>30</sup> Bible reaffirmed his pledge in early July 1974 in a meeting with Seiberling, Metzenbaum, and Henry Jackson, chairman of the Senate Interior Committee.<sup>31</sup>

Looking to the future to ensure that funds would be available to purchase the necessary land, Seiberling authored legislation in August 1974 calling for tripling the annual ceiling of the Land and Water Conservation Fund (LWCF), from \$300 to \$900 million. Seiberling designed the bill to mollify critics who called for the huge backlog of park land be addressed before new proposals like Cuyahoga were considered. Although not enacted during the 93rd Congress, the bill showed that Congress was getting serious about funding the backlog of pending projects as well as its willingness to expand the National Park System.<sup>32</sup>

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29. Statement by John Daily, House hearing, 8 June 1974, found in Hutchinson, *Legislative History, Vol. 1*. Daily contended that AMPD's financial sacrifice in buying land to preserve key parcels should be recognized by Uncle Sam. Daily wanted AMPD to be compensated for its share of matching funds (local tax money) spent during the late 1960s and early 1970s. The principal of local governments donating their holdings, however, held fast and Daily's proposal was never seriously considered. See John Daily interview, 22 May 1989.

30. Minutes of 21 March 1974, box 7 Recreation and Resources Commission Minutes and Attachments, December 1963 through 1975, Directors' Files, Office of the Director, Records of the Department of Natural Resources, State of Ohio Archives, Columbus.

31. *Ibid.*, ODNR Executive Assistant John May to the Executive Group, 22 July 1974, folder-Federal Legislation 1963-1979, Natural Resources Directors' Files; and John Seiberling interview, 22 May 1989.

32. David Hess, "Seiberling Formula Could Speed Park," 18 August 1974, and "Bill May Speed Valley Project,"  
(continued...)

August 1974 also saw the resignation of President Richard Nixon and the elevation of Gerald R. Ford to the presidency. Despite Ford's Midwestern roots, many did not believe the change in the executive branch necessarily enhanced the Cuyahoga Valley bill's chances. A full-page op-ed article in the *Wall Street Journal*, a pro-Republican newspaper which agreed with not extending national parks into urban areas, featured the Cuyahoga Valley park controversy. Much of the unprecedented coverage focused on a debate between William Nye and James Watt over the merits of the proposed federal vs. state park in Ohio.<sup>33</sup>

The House subcommittee mark-up session on H.R. 7077 came on September 30, 1974, during which the text was revised in favor of more standard language. Dropping the unwieldy title of national historical park and recreation area in favor of the same designation as the two Gateways, it became the "Cuyahoga Valley National Recreation Area" (CVNRA). Another change dropped the provision that the secretary would fix the park boundaries following authorization and instead cited a map with specific boundaries. While the original bill envisioned 14,900 acres, the new figure was 16,800. A primary protection for homeowners was also dropped, specifically that the secretary could not acquire land without the consent of the owner provided it was subject to a valid protective zoning law. Commenting on the changes, Chairman Roy Taylor expressed hope that the Interior Committee would act following the mid-October to mid-November recess, clear the House by Thanksgiving, and leave sufficient time to pass the Senate before the 93rd Congress' final adjournment.<sup>34</sup>

While Taylor's projection did not come to pass in quite that sequence, its progress was nonetheless impressive. The Interior and Insular Affairs Committee favorably reported H.R. 7077, which had amassed 46 cosponsors, to the Committee of the Whole House on December 3, 1974.<sup>35</sup> On December 4, House Majority Leader Thomas P. O'Neill placed the bill on the "suspension calendar," a special procedure in which bills are whisked through legislative

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32. (...continued)

18 September 1974, both in *Akron Beacon Journal*.

33. William B. Nye interview, 24 May 1989.

34. 71st Meeting, Advisory Board on National Parks, Historic Sites, Buildings and Monuments, 7, 8, 9, and 10 October 1974, Washington, D.C.; Loretta Neumann interview, 27 June 1989; "Hopes Rise for Passage of Valley Bill this Year," *The Voice*, October 1974; and David Hess, "Valley Park Passes First Test," *Akron Beacon Journal*, 1 October 1974. NPS Chief of Legislation James M. Lambe said reports from the Senate Interior Committee indicated little chance of the bill's passage during the final days of the 93rd Congress.

35. Report to accompany H.R. 7077, House Report No. 93-1511, 93rd Congress, 2nd Session, December 3, 1974, found in Hutchinson, *Legislative History, Vol. 1*; and Minshall, Miller, Brown, Whalen and Regula to Ford, letter, 17 December 1974, folder PA3 11/1/74-12/31/74, Box 2 White House Central Files, Gerald R. Ford Library.

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channels, and scheduled its debate on December 9. On December 5, Senator Robert Taft, Jr., stated publicly that the bill would pass both houses and President Ford would not veto it.<sup>36</sup>

Debate on the House floor on December 9 saw some members asking where the funding would come from and expressing discomfort at evaluating national recreation area proposals one by one. Some feared that unless Congress devised a methodology for putting federal areas near urban centers, each city would demand to have its own national recreation area. Expounding upon the Cuyahoga Valley's merits, Ralph Regula hailed it as "Gateway Midwest," an area of equal importance to the Gateway national recreation areas on America's east and west coasts. Upon the conclusion of the short debate, H.R. 7077 passed the House by the requisite majority voice vote.<sup>37</sup>

Senate action seemed less certain, but thanks to the efforts of lame duck Senator Howard Metzenbaum,<sup>38</sup> the bill made phenomenal progress. Metzenbaum succeeded in prying S. 1862 (a carbon-copy of H.R. 7077) out of the Senate Interior Committee on December 10, detouring it from a lengthy hearing. On December 12, it passed the Senate without dissent.<sup>39</sup> The reason for the lightning speed was pure political machination. Senator Henry "Scoop" Jackson informed the Republican leadership that a pending nomination for the Department of the Interior would not reach the floor for consideration until the Senate passed S. 1862. The arm-twisting worked.<sup>40</sup>

Ironically, Interior officials, conceding the bill's passage in the House, believed their behind-the-scenes efforts would succeed in preventing the same thing happening in the Senate. Bill Nye, director of the Ohio Department of Natural Resources, was in John Seiberling's Washington office when he learned of the success in the Senate. Nye immediately journeyed over to the Interior Building to see Assistant Secretary Nathaniel Reed. Reed, unaware of the news, began enthusiastically relating to Nye the department's efforts to get the bill killed in the

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36. David Hess, "Valley Park Bill OK Seen," *Akron Beacon Journal*, 5 December 1974, inserted in Robert Taft, Jr., letter to author, 21 September 1989.

37. "Cuyahoga Valley NRA/H.R. 7077," *Congressional Record--House*, 9 December 1974, found in Hutchinson, *Legislative History*, Vol. 1.

38. Political credit for who played the primary role in getting the Cuyahoga bill passed became a point of contention in the 1976 political campaign between Howard Metzenbaum and Robert Taft, Jr. The controversy was heralded widely in the Ohio press.

39. John Seiberling confessed to being "flabbergasted" by Metzenbaum's success. John Seiberling interview, 22 May 1989; "Congress Passes Valley Bill," *The Voice*, December 1974; Robert Taft, Jr., letter to author, 21 September 1989; and "Consideration and Passage of H.R. 7077," *Congressional Record--Senate*, 12 December 1974, in Hutchinson, *Legislative History*, Vol. 1.

40. John Seiberling interview, 7 and 8 September 1989.

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Senate. When Nye informed Nat Reed of the Senate's action, the assistant secretary was dumbfounded.<sup>41</sup>

One monumental hurdle remained. With victory on Capitol Hill, the next step was on to 1600 Pennsylvania Avenue to face a president with a growing reputation for using the veto to keep a lid on federal expenditures.

### **President Ford's Vail Decision**

The pro-park movement intensified and targeted its lobbying efforts on the White House following congressional authorization. Many feared President Gerald R. Ford would utilize an outright veto or would simply allow the proposed Cuyahoga Valley National Recreation Area (CVNRA) to die via the pocket veto<sup>42</sup> following the expiration of the 93rd Congress.

Congressman John Seiberling used his corporate contacts to encourage chief executive officers to write the president and ask that he sign the bill.<sup>43</sup> Although the park bill clearly had solid grass-roots and bipartisan support, the real possibility of a veto mobilized state and local political leaders to pressure the White House as well. The Cuyahoga Valley Park Federation (CVPF) and the Ohio Department of Natural Resources (ODNR) ensured that Republican leaders were visibly in the forefront. Key endorsements came from a former treasurer of the Republican National Committee (a resident of Cincinnati); Ray Bliss, former Republican National Committee chairman (a resident of northeast Ohio); and Bryce Harlow, perennial advisor to presidents (also of Cincinnati).<sup>44</sup>

At the state level, it was important to get the Grand Old Party establishment solidly behind the CVNRA. Indeed, it appeared that Democratic political circles were in the vanguard

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41. William B. Nye interview, 24 May 1989. During 1974, Reed and Nye conducted an "open battle" over Cuyahoga with numerous heated discussions in Reed's office. At the December 12 meeting, Reed subsequently offered Nye a position on his staff, but Nye, certain that President Ford would not be returned to office, declined.

42. In United States political usage, a pocket veto is a veto brought about by the intentional failure of the president to sign a bill presented to him within ten days of the adjournment of Congress.

43. Seiberling attended the Christmas party at the White House sponsored by the president for members of Congress. Phil Burton took John Seiberling by the hand and pushed through the crowd until he found Secretary Rogers Morton. The two set about trying to get the secretary to change his decision on the Cuyahoga Valley National Recreation Area bill. See Seiberling interview, 22 May 1989.

44. John Seiberling interview, 22 May 1989; Loretta Neumann interview, 27 June 1989; William B. Nye interview, 24 May 1989; and James Jackson interview by Susan Garland, 16 July 1980, Akron, Ohio.

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of the park movement. It was Bill Nye's personnel director, Pat Leahy, who first suggested that the Republicans claim credit for conceiving the national park effort because valley land purchases began during Republican Governor James Rhodes' administration. Upon Nye's concurrence, in mid-1974 Leahy approached Rhodes' campaign manager and suggested that Rhodes, emerging from retirement to recapture his former office, portray himself as masterminding the idea. The plan to incorporate the GOP into the pro-CVNRA fold worked well as Rhodes came out strongly for the national park in his 1974 gubernatorial campaign. Rhodes went on to defeat Democratic incumbent John Gilligan in one of the closest races in Ohio's history. From the Ohio GOP's perspective, it was imperative that Governor-elect Rhodes not be embarrassed by a presidential veto of the CVNRA.<sup>45</sup>

One of the first pro-CVNRA letters following congressional authorization to President Ford came from Ralph Regula who urged that the CVNRA would be a "reaffirmation of our national commitment to bring parks to the people of urban America."<sup>46</sup> Senator Robert Taft, Jr. (Rep.-Ohio), also conveyed his "strongest possible support" to the president. Taft asked that if the president's advisors recommended against approval, that he be given the opportunity to discuss the matter personally with Ford.<sup>47</sup> Taft also called the White House to reaffirm his request and to stress the bill's importance.<sup>48</sup> Assistant to the President<sup>49</sup> Donald H. Rumsfeld, cognizant of the political damage from a veto, ordered the bill be flagged for Rumsfeld to "handcarry that in so that the President will be aware of the problem."<sup>50</sup>

Ohio Republican Congressmen Charles Mosher and William Stanton warned Max L. Friedersdorf, deputy assistant to the president, of the consequences should Ford veto the bill:

If this should happen, it would be a tragedy for Republicans in Ohio. We know of no project that is as popular as this one. Ohio has never had a national park.

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45. William B. Nye interview, 25 May 1989; and *Biographical Directory of the Governors of the United States 1789-1978, Vol. III*, ed. by Robert Sobel and John Raimo (Westport, Conn.: Meckler Books, 1978), 1237-8.

46. Regula to President Ford, letter, 13 December 1974, folder PA3 11/1/74-12/31/74, Box 2, White House Central Files, Gerald R. Ford Library.

47. Taft to Ford, letter, 14 December 1974, folder Cuyahoga Valley National Park, Box 11, Papers of John Marsh, Ford Library.

48. *Ibid.*, Tom C. Korologos to William E. Timmons, John Marsh, et al, 16 December 1974.

49. Rumsfeld was actually White House Chief of Staff, a title formerly held by H. R. Haldeman. Haldeman's infamous role in the Watergate scandal necessitated that the title be changed.

50. Rumsfeld to Staff Secretary to the President Jerry H. Jones, 18 December 1974, folder PA3 11/1/74-12/31/74, Box 2, White House Central Files, Ford Library.

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To kill the authorization at this time would be a very serious blow to all of us.  
Please express our very grave concern.<sup>51</sup>

Both men signed another pro-park letter along with 12 of their colleagues.<sup>52</sup>

When the CVNRA bill arrived at the White House on December 16, the president's staff requested a prompt report and recommendation from the Office of Management and Budget.<sup>53</sup> OMB in turn solicited reports from the Department of the Interior, Council on Environmental Quality (Executive Office of the President), secretary of the Army, and General Services Administration (GSA). While the latter three expressed no objection to approval of H.R. 7077,<sup>54</sup> Interior's response held firm. Assistant Secretary Nat Reed called the CVNRA "a series of state and local parks intermixed with privately-owned golf courses and other outdoor recreation facilities as well as privately-owned lands subject to development ... [which] would serve primarily local and regional recreational needs." Reed called attention to the provision to complete CVNRA land acquisition within six years as similar to legislative stipulations at the Big Cypress and Big Thicket National Preserves. Reed emphasized that he did not classify the proposed CVNRA as equal in stature to "these two important new areas." He dismissed proponents' assertions that CVNRA was a logical extension of the two Gateways. Reed declared:

We do not believe that the implementation of such a program of bringing parks to the people depends exclusively on the creation of urban recreation areas throughout the country under the management and administration of the National Park System. On the contrary, the establishment of these two pilot projects should be viewed as examples from which State and local governments, and

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51. *Ibid.*, Mosher and Stanton to Friedersdorf, letter, 16 December 1974.

52. *Ibid.* The other Ohio congressmen who signed the December 16, 1974 letter to the president were as follows: Democrats: Wayne Hays, Thomas Ashley, James V. Stanton, Charles Vanik, Louis Stokes, John Seiberling, and Charles Carney. Republicans: Charles Whalen, John Ashbrook, Clarence Miller, Ralph Regula, and Clarence Brown.

53. White House Chief Executive Clerk Robert D. Linder to OMB Director Roy L. Ash, 16 December 1974, folder 1974/12/27, H.R. 7077, Cuyahoga Valley National Recreation Area, Box 16 White House Records Office, Ford Library.

54. General Counsel Gary Widman, Executive Office of the President, Council on Environmental Quality, 17 December 1974; Acting Secretary of the Army Herman R. Staudt to Director OMB Roy L. Ash, 19 December 1974; and GSA Administrator Arthur R. Sampson to Ash, 19 December 1974, folder 1974/12/27, H.R. 7077 CVNRA, Box 16, White House Records Office, Ford Library. GSA expressed concern about section 2(b) whereby federal property within CVNRA boundaries could be transferred to Interior for park purposes. GSA cited the Federal Property and Administrative Services Act of 1949 in which excess federal property is first screened by GSA for other federal uses before disposing as surplus. GSA wanted its authority in such property transfers to be respected.

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other Federal agencies, should derive ideas and concepts which they may in turn implement and administer.<sup>55</sup>

Reed recommended H.R. 7077 not be approved and submitted a draft veto message for the president's consideration.<sup>56</sup>

OMB concurred with Interior's recommendation. OMB Director Roy L. Ash outlined the following five objections to H.R. 7077:

1. A Cuyahoga Valley park was already being pursued through the Land and Water Conservation Fund with a federal contribution of \$18 million. A CVNRA would double that amount plus costs for development, operations, maintenance, and personnel.
2. Approval of CVNRA would set a precedent for "an urban recreation area near every large city."
3. The bill authorized the secretary to provide police and fire protection services, but if the local government continued to provide them, the secretary would reimburse these expenses. All other National Park System units had the locals providing essential services without reimbursement.
4. While CVNRA proponents claimed land acquisition progressed too slowly to prevent development, state and local land use regulations could remedy the problem without imposing a federal solution.
5. "The area possesses no qualities which qualify it for inclusion in the National Park System."<sup>57</sup>

Ash used Interior's submission to prepare a more emphatic veto message.<sup>58</sup>

News of Interior's recommendation for a veto came on December 18 when the department announced it to congressional members. A briefing for Secretary Rogers Morton on CVNRA by Gerry Tays of the NPS Office of Legislation was cancelled, a move which infuriated

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55. *Ibid.*, Reed to OMB Director Roy L. Ash, 18 December 1974.

56. *Ibid.*, typed statement entitled "To the House of Representatives," December 1974. Reed said he also drafted a signing message, but none was found in the White House records. See Nathaniel P. Reed interview, 9 March 1987.

57. *Ibid.*, Roy L. Ash, memorandum for the President, 20 December 1974.

58. *Ibid.*

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Loretta Neumann of Congressman Seiberling's office. Neumann directed a frenzied telephone campaign to solicit last-minute congressional support for the beleaguered bill.<sup>59</sup>

Noting that the last day for action was Friday, December 27, Kenneth R. Cole, Jr., executive director of the Domestic Council, prepared the final summary of pros and cons from which the president would make his decision. Under reasons for signing, Cole remarked that because of mounting development pressures, the BOR plan for a 20-year land acquisition plan might not be adequate. He cited Senator Robert Taft's support, and that the bill was also important to freshman GOP congressmen Ralph Regula and Bill Stanton. Cole enumerated on the five reasons previously submitted by the Office of Management and Budget for using the veto. He then listed the positions of the White House staff and the concerned agencies:

Max Friedersdorf, Dep. Asst. to the President for Legislative Affairs	Approval
U.S. Army	No objection to approval
General Services Administration	No objection to approval
Council on Environmental Quality	No objection to approval
Office of Management and Budget	Pocket veto
Department of the Interior	Pocket veto
Ken Cole, Exec. Dir., Domestic Council	Pocket veto
Philip Areeda, Legal Aide, Office of Counsel to the President	No objection to veto

Cole concluded the executive summary by recommending: "That you pocket veto H.R. 7077."<sup>60</sup>

For the Christmas holiday, the Ford family journeyed to its Vail, Colorado, vacation home for an extended weekend of skiing and relaxation. On December 27, President Gerald R. Ford received two urgent telephone calls in connection with the CVNRA bill. One was from Senator Howard Metzenbaum. Ford commented that his advisors wanted him to pocket veto it and asked Metzenbaum why he thought that should not be done. Metzenbaum replied that signing H.R. 7077 would be consistent with the nation's energy conservation goals with Ohioans staying in their own backyard instead of traveling to national parks in the west.<sup>61</sup>

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59. Bill Dean to Bill Birdsell, telephone record, 18 December 1974, L58 1974, CVNRA archives; and Loretta Neumann interview, 27 June 1989. Neumann wanted Ed Peetz and Tedd McCann to be present for the briefing so that the secretary could hear the professional viewpoint along with the political one.

60. *Ibid.*, Ken Cole, memorandum for the President, 24 December 1974.

61. Mike Clary, "Ford Signature Creates Cuyahoga Valley Park," *Akron Beacon Journal*, 29 December 1974, enclosed in Robert Taft, Jr., letter to author, 21 September 1989.

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Senator Robert Taft, Jr., was the second influential caller to "plead Ohio's case."<sup>62</sup> Taft is credited with warning the president of the political consequences. Specifically, if Ford did not sign the bill, he would lose Ohio in the upcoming 1976 presidential election.<sup>63</sup>

The fact that no president had ever vetoed a park bill probably also weighed heavily on Ford's mind. Ignoring his advisors, President Ford affixed his signature to the bill.<sup>64</sup> When asked fifteen years later what influenced him to reject the advice of his staff, Gerald Ford responded:

Quite frankly, I have no specific recollection of the reason I approved P.L. 93-555, involving the Cuyahoga Valley National Recreation Area. I recall my approval and [am] surprised there is no official White House statement at that time indicating my views.

In trying to refresh my memory of 15 years ago, I would say the following. I was very familiar with the Akron/Cleveland area and had many close friends from that part of Ohio. It probably seemed to me there was a critical need for a federal recreation area in that part of the middle west. Probably thought I knew more about such a local need than the bureaucracy in Washington.<sup>65</sup>

The White House released the following brief message from Vail about Public Law 93-555:

I have approved H.R. 7077, which establishes the Cuyahoga Valley National Recreation Area in Ohio. The establishment of this area paves the way for the preservation of thousands of acres of unspoiled land for the enjoyment of present and future generations.

In signing this bill, I want to express my reservation about a provision of the bill which authorizes the Secretary of the Interior to provide federal police

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62. Ibid.; and "Robert Taft Praises Ford's Signing of Ohio's Park Bill," news release from Senator Taft's office for release 28 December 1974.

63. William C. Everhart, *The National Park Service* (Boulder, Colo.: Westview Press, 1983), 146. Everhart quotes an unnamed Interior official for this account. Unfortunately, it is in error in that the discussion between Taft and Ford (with Secretary Morton also said to be present) did not take place in the White House.

64. Another account from Congressman John Seiberling derives from a William E. Timmons, White House Congressional Liaison. According to Timmons, Ford scanned a two-page list of people and organizations which contacted the White House in favor of CVNRA. After surveying the list, Ford allegedly remarked: "Well, if I don't sign this bill, my name is going to be mud in Ohio. I have to look at the overall national interest and I think this seems like a good bill or all these people wouldn't be supporting it." See Seiberling interview, 22 May 1989.

65. Gerald R. Ford letter to author, 7 September 1989.

## *The Legislative Process*

and fire services to the area, or reimburse local agencies which perform these services. I ask the Congress to amend this legislation to remove this provision so that police and fire services are provided by local agencies, without reimbursement, as in other such federal recreation areas.<sup>66</sup>

A previous draft included the following statement at the end of the above-cited second paragraph: "If Congress fails to amend the law, I will instruct the Secretary of the Interior to refrain from exercising the authority granted in the bill to enter into such reimbursable agreements."<sup>67</sup> Senator Taft announced he would act to amend the section of Public Law 93-555 which caused Ford concern, but no further action was taken to change this provision.<sup>68</sup>

Despite the president's less than enthusiastic endorsement, the Cuyahoga Valley National Recreation Area was indeed a reality. The intensive one-year campaign launched in Ohio by Harvey Swack and the Cuyahoga Valley Park Federation was a phenomenal success. It epitomized the importance of cultivating grass-roots support. Another critical lesson was also learned. Just as the Nixon administration had politicized the NPS directorship so, too, had the very process of making parks become acutely politicized. Henceforth, Congress would take charge of what would and would not become a park, regardless of executive branch policies. The groundswell of support for a national park in the Cuyahoga Valley made that point crystal clear.

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66. "Statement by the President on Signing the Bill Establishing the Recreation Area, While Expressing Reservations About One of Its Provisions," *Presidential Documents: Gerald R. Ford, 1975, Vol. 11*, No. 1, found in W38 Legislation 1975.

67. Original draft from the Office of the White House Press Secretary, Vail, Colorado, 28 December 1974, folder CVNRA, Box 16, White House Records Office, Ford Library.

68. Taft news release, 28 December 1974; and Taft letter to author, 21 September 1989.

**Chapter 6**

# Chapter 7

## History of Boundary Changes

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Existing boundaries in the north end of the national recreation area include only the valley floor. The steep, unstable and mostly wooded slopes or valley walls are left out. Future development of almost any type on these slopes will adversely affect the park. A visitor standing in this portion of the park looking east or west now sees the valley walls of trees as a scenic visual backdrop. However, if the boundaries are not adjusted to include these vital areas, future visitors could be looking at barren slopes and residential or industrial land uses which are incompatible with the park.<sup>1</sup>

Sheridan S. Steele, director, Cuyahoga Valley Park Federation

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### Public Law 94-578: October 21, 1976

The issue of park boundaries has been a perennial one at Cuyahoga Valley National Recreation Area (CVNRA). Prior to CVNRA's authorization, the "dream boundaries" of the two metropolitan park districts for a valley park were examined by the National Park Service team of Tedd McCann and Ed Peetz as well as the Ohio Department of Natural Resources (ODNR). Both planning efforts looked at the same 40,000 acres and independently produced boundaries which differed by a scant sixteen acres.<sup>2</sup>

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1. Sheridan S. Steele to John Seiberling, letter, 30 August 1976.

2. Tedd McCann and Loretta Neumann interviews, 27 June 1989. McCann discovered the metroparks were too conservative in that they identified only those tracts which were absolutely needed. As McCann got to know John Seiberling, James Jackson, and Henry Saalfeld, and held lengthy discussions concerning park boundaries, more logical additions were made.

## Chapter 7

NPS provided technical assistance to John Seiberling's office not only in drafting the park bill, but formulating boundaries. This was particularly true in late 1974 following additions suggested by Bill Birdsell and the Midwest Regional Office (MWRO) (see Chapter 5). At one point, huge aerial maps were spread out over the congressman's office floor as the boundaries were revised for the bill's final consideration.<sup>3</sup>

Following Superintendent Bill Birdsell's arrival and CVNRA's establishment, it became readily apparent that the park boundaries required some adjustments. This was particularly true in the north end where the flood plain was within CVNRA's boundary, but the forested valley walls were not. The NPS general management plan (GMP) team from the Denver Service Center (DSC) identified this area for addition to CVNRA in the process of re-examining the entire torturous boundary for other areas whose scenic values were threatened by potential adjacent incompatible development.

The GMP team soon discovered that while a sizeable percentage of the park did include wooded slopes, there were few flat areas outside the flood plain where recreational development could occur. On the periphery, however, were uplands which had flat areas, good soils, and established roadway access. Because it was critical to have the necessary land base to support future recreational development, the team focused its attention on key road intersections along this periphery. These areas were ideally suited for recreational development two to three decades in the future when funding and public pressure would demand it.<sup>4</sup>

The first organized push for expanding the CVNRA came from the Cuyahoga Valley Park Federation (CVPF). Janet Hutchison presented a report to the CVPF Advisory Board in June 1975 after consulting with Superintendent Birdsell, local history buff Rosalie Anderson, and David S. Brose, curator of archeology at Cleveland Museum of Natural History. Hutchison noted the small amount of CVNRA acreage in Cuyahoga County and the failure to follow topographical features left the valley walls and rim vulnerable to development. Many known historic and prehistoric sites were omitted; indeed, a center of Indian activity at the junction of Tinkers Creek and Cuyahoga River was outside the boundary. The nearby Bedford Reservation needed to be connected to the federal spine. Hutchison opined that the small corridor along the canal, 100 meters wide, was too small for park purposes. Further, the principal connecting roads and intersections were outside CVNRA.<sup>5</sup>

CVPF initiated a fact-finding program for CVNRA's north end with the goal of asking Congress for boundary changes before the NPS's GMP was completed in June 1976. CVPF

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3. Loretta Neumann interview, 27 June 1989; and John Seiberling interview, 22 May 1989.

4. Michael Donnelly interview, 29 June 1989.

5. Report by Janet Hutchison to CVPF Advisory Board, 5 June 1975.

## *History of Boundary Changes*

commissioned Brose to conduct a study to expand the boundaries for cultural, natural, aesthetic, and ecological values. It marked a return to the Olmsted Brothers "rim to rim concept" for valley preservation.<sup>6</sup>

NPS, particularly the Midwest Regional Office, preferred to wait until the GMP effort was complete before endorsing any boundary expansion. The Omaha office hoped the GMP would be speedy so that adjustments could be made quickly before "reality" set in and local opposition could organize.<sup>7</sup> Nevertheless, public opposition to park expansion mushroomed on February 3, 1976, when *The Plain Dealer* printed an article entitled "Cuyahoga Valley Park May Add 4,000 Acres." The article and accompanying map derived from the summary of alternatives, environmental assessment (January 1976) prepared by the GMP team which was released without the proper public groundwork. A vociferous outcry from Valley View, an area the GMP team proposed including in CVNRA, resulted in an emergency public meeting. Randy Pope, acting CVNRA superintendent during the hospitalization of Bill Birdsell (see Chapter 12), attended the near riotous meeting and attempted to explain that the map was taken out of context, i.e., no final decision had been made on any of the boundary alternatives.<sup>8</sup>

Congressman Ron Mottl (Dem.-Ohio) intervened on behalf of irate homeowners when he denounced the action to Midwest Regional Director Merrill Beal, complaining that 240 families would be "forced to pack belongings and move."<sup>9</sup> Beal explained that NPS was not contemplating any takeover of Valley View and explained the environmental assessment map showed conceivable boundary changes, not recommended ones. Further, the public review and comment period was still underway; therefore, no decision had been formulated.<sup>10</sup>

CVPF, led by Director Sheridan Steele, mobilized to neutralize Mottl and the opposition. Over the following months, CVPF launched a petition drive of its own and encouraged city councils and other governing bodies to pass resolutions encouraging the addition of valley slopes

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6. *Ibid.*; and CVPF dinner meeting at Hale Farm, 23 June 1975.

7. MWRO Associate Regional Director, Planning and Resource Preservation, John Kawamoto reminded Bill Birdsell he was "riding a white horse" following public euphoria upon CVNRA's establishment. Because the CVNRA was now an actual target, Kawamoto warned that the GMP and boundary expansion needed to be accomplished quickly, before opposition groups could take aim. See John Kawamoto interview, 27 July 1989.

8. Randall R. Pope to author, letter, 25 October 1989. Pope was on a temporary detail from his position as superintendent of Ozark National Scenic Riverways, Missouri. Pope's effectiveness at calming the residents was hampered by Valley View's mayor, who, as meeting chairman, controlled who presented statements.

9. Mottl to Beal, letter, 26 February 1976, L14 Valley View 1978.

10. *Ibid.*, Beal to Mottl, letter, 5 March 1976. The 240 figure originated from the local misinformation campaign which centered on Tinkers Creek Road.

## Chapter 7

to CVNRA. Faced with a strong show of support, Mottl conceded privately that he no longer opposed the Valley View proposal, but he would not reverse himself publicly.<sup>11</sup>

Following public review of the boundary proposals, the GMP team recommended eliminating sixteen areas previously considered for addition, including the controversial Valley View housing area. Therefore, the total acreage the team recommended adding in its June 1976 draft plan was 322 acres. Targeted for deletion were 386 acres, a net loss of 64 acres from the 1974 level.<sup>12</sup>

The DSC team's recommendations did not please the Park Federation which urged reconsideration. CVPF was upset by what it saw as NPS's capitulation to "a vocal minority." Sheridan Steele argued that boundary expansion proponents had not bothered to submit comments on the initial boundary proposals because they agreed with them; therefore, NPS only heard from misinformed opponents, not from the majority which supported expansion.<sup>13</sup> Because the GMP seemed to be evolving into an arduous and time-consuming process, CVPF decided to act in spite of NPS. The catalyst came at the Indexico property at Pleasant Valley and Riverview roads when trees were felled as bulldozers carved a shelf into the valley wall. When CVPF Director Sheridan Steele presented John Seiberling with documentation of the devastation, Seiberling agreed to seek early legislative resolution.

Seiberling gave CVPF and NPS Director Gary Everhardt six days to submit a map and cost estimates for proposed additions in order that Seiberling could insert language in an omnibus parks bill pending before the House Interior Committee. Seiberling was unwilling to wait another year, but preferred to act immediately to prevent adverse development like that at Indexico.<sup>14</sup> NPS complied with Seiberling's request. DSC planners and Birdsell compiled a map and cost estimates for the Washington Office. The information was delivered without comment because the public review period was not finished and none of the input had been analyzed.<sup>15</sup>

John Seiberling took the information provided by NPS and CVPF and drafted language to add to H.R. 13713, the omnibus measure aimed at "Adjusting the Boundaries of Certain Units of the National Park System, and For Other Purposes." He favored CVPF's formula of adding

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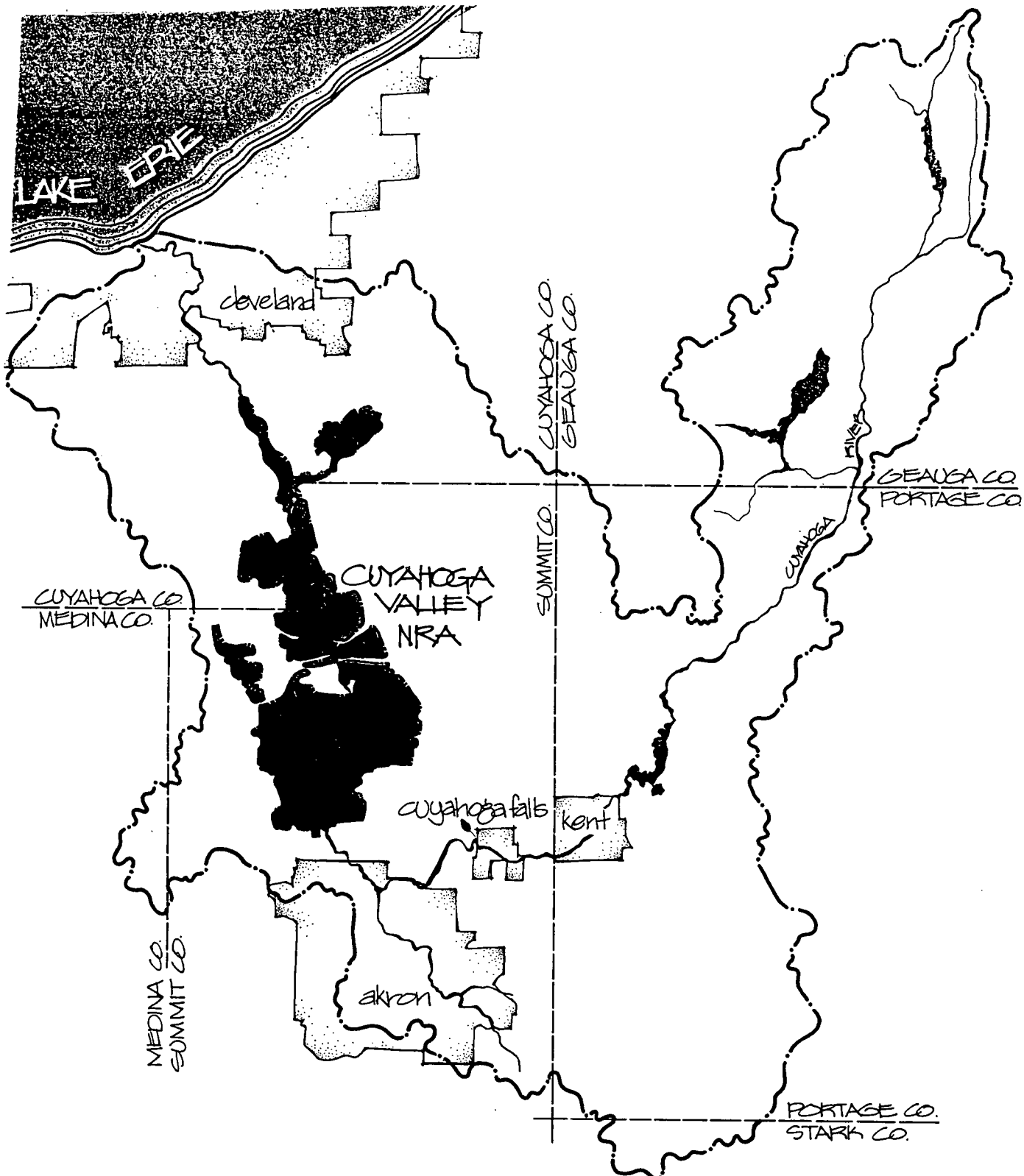
11. Sheridan S. Steele interview by Susan Garland and Ron Thoman, 29 July 1980 and 28 March 1982; Steele, *An Open Letter to Valley View Residents*, 16 March 1976; and CVPF newsletter, late summer 1976, CVPF files.

12. Acting MWR Director Robert L. Giles to Manager, DSC, 30 April 1976, L7617.

13. Steele to Birdsell, letter, 9 September 1976; and Steele, "Brief History of Boundary Concerns Regarding CVNRA," 5 October 1976, CVPF files. CVPF gathered petitions with 1,700 signatures and endorsement resolutions from Brecksville, Bedford, North Royalton, Hudson, Parma, and Parma Heights.

14. Seiberling to Everhardt, letter, 24 August 1976; and Steele to Seiberling, letter, 30 August 1976.

15. NPS Associate Director Richard C. Curry to Seiberling, letter, 31 August 1976.



**Figure 10: Boundary map.** (Source: *Environmental Assessment, General Management Plan, Cuyahoga Valley National Recreation Area, Ohio, 1976*)

## Chapter 7

908 acres--586 acres more than the GMP team recommended. CVPF proposed a buffer strip down the east side of Canal Road from Rockside to Sagamore roads in order to protect the wooded slopes, the canal setting, and landmarks such as the Frazee house and Alexander Mill. Also proposed were the wooded slopes west of the B & O Railroad tracks, the Independence Land Laboratory, and the Nature Conservancy's Burger Nature Preserve.<sup>16</sup>

CVNRA was the last of eleven parks mentioned in the omnibus bill. Seiberling testified that the 908 acres proposed for Cuyahoga Valley were "extremely significant to the park and are highly threatened by commercial and industrial development." Because the cost estimate was set at \$6.6 million, the park's land acquisition ceiling was elevated from \$34.5 to 41.1 million to begin in F.Y. 1978. Homes in the area were designated for scenic easements.<sup>17</sup> In an informational letter sent to area landowners, CVNRA emphasized that NPS did not initiate the proposed legislation, a move designed to distance the park from Capitol Hill machinations.<sup>18</sup>

Robert Taft, Jr., heralded the CVNRA provision in the Senate.<sup>19</sup> The Omnibus Park Act of 1976, introduced on June 3, passed both houses with amendments by October 1.<sup>20</sup> Although there were some who feared a presidential veto, President Ford, who had pledged himself to a strong parks platform during his 1976 campaign, signed it into law on October 21. The total authorized acreage of CVNRA now stood at approximately 29,950.<sup>21</sup>

### Public Law 95-625: November 10, 1978

Even before the president signed the 1976 bill, Cuyahoga Valley Park Federation Director Sheridan Steele began formulating a list of additional tracts possessing scenic and historical values along the periphery which should be added to CVNRA. The boundary expansion issue dominated the Park Federation's agenda. In March 1977, CVPF proposed the following three areas:

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16. Sheridan S. Steele, "Brief History of Boundary Concerns Regarding CVNRA," 5 October 1976, CVPF files.

17. "Remarks by Congressman Seiberling on H.R. 13713," House Report No. 94-1654 (P.L. 94-578), 22 September 1976, in Hutchison, *Legislative History, Vol. 1*.

18. Acting Superintendent Robert F. Holmes to "Dear Landowner," letter, 1 October 1976, L14. Holmes explained fee simple and easement acquisitions and enclosed a land acquisition question and answer booklet.

19. Taft, H.R. 13713, *Congressional Record--Senate*, 1 October 1976, in Hutchison, *Legislative History, Vol. 1*.

20. *Ibid.*, Public Law 94-578 (90 Stat. 2732).

21. Birdsell to files, telephone call with John Seiberling, 12 October 1976, A38; CVPF Advisory Board meeting, 18 October 1976, CVPF files; Hutchison, *Legislative History, Vol. 1*; and "CVNRA Briefing Book," 4 November 1986.

## History of Boundary Changes

dominated the Park Federation's agenda. In March 1977, CVPF proposed the following three areas:

1. The lower Tinkers Creek valley and its important archeological sites identified in the 1975 CVPF/Gund Foundation study by David Brose.
2. The area south of Brecksville Reservation, west of Riverview Road, and north of Echo Hills subdivision.
3. The unincorporated Boston Mills hamlet--an "island" inside CVNRA, but subject to Boston Township zoning which abruptly changed to "business and recreation."<sup>22</sup>

Not to be left out of the process, in July 1977, the Midwest Regional Office assembled a special team to formulate the NPS's boundary recommendations for Congress.<sup>23</sup>

It was during 1977 that a solid waste dump for metropolitan Cleveland was proposed in the Independence area on property owned by the Hydraulic Press Brick Company. Because Independence citizens opposed the landfill slated for the company's huge haydite quarry, the city approached Congressman Ron Mottl to add the property to the CVNRA in the hope that a landfill would not be permitted within a national park. The special NPS team opposed the Independence landfill area because of its exorbitant pricetag, and it saw the move as an effort by the community to solve a problem by means essentially unrelated to park values. Congressman Seiberling remained ambivalent, but decided to support it upon Mottl's insistence. NPS feared that if it remained in the boundary revision package, it could endanger the other recommendations.<sup>24</sup>

The CVNRA Advisory Commission asked the secretary to reconsider the Independence decision because it would serve as a needed buffer between CVNRA and the developed industrial area north of Rockside Road. The commission warned that if Congress went ahead and added the haydite quarry, the Hydraulic Press Brick factory itself would remain as an undesirable "hole

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22. "More Boundary Revisions are Proposed by Federation," *The Voice*, March 1977. CVPF wanted the Echo Hills development north of Snowville Road included in 1976 when there were only twenty homes completed. Birdsell, however, asked CVPF to wait until the planning team looked at it. According to Steele, agreeing to wait was a mistake because by the time the team looked at it and Congress acted in 1978, 150 homes were there and a prime natural area was gone. See Sheridan S. Steele interview by Susan Garland and Ron Thoman, July 29, 1980.

23. "Team to Begin New Boundary Studies in Cuyahoga Valley Area Next Week," MWRO press release, 13 July 1977. Team members were Bill Birdsell, MWRO Chief of Planning and Development Fred Kaas, DSC Park Planner Michael Donnelly; and NPS Realty Specialist Leonard Engler.

24. Birdsell to Regional Director Dave Beal, 20 September 1977, L14; and John Seiberling interview, 7-8 September 1989.

## Chapter 7

included, was worthwhile in order to avoid the landfill or any other commercial development.<sup>25</sup> Although NPS remained opposed to the haydite addition, Director Bill Whalen agreed not to lobby against it.<sup>26</sup> In terms of the park's future, NPS conceded that it was better to have it within CVNRA and under NPS control.<sup>27</sup>

On May 15, 1978, the House Subcommittee on National Parks and Insular Affairs, chaired by Congressman Phil Burton, approved CVNRA language for the National Parks and Recreation Act of 1978, yet another "park barrel" omnibus bill. From July until October 12, the bill bounced back and forth between the Senate and House as lawmakers inserted new stipulations. The final round of amendments ended on October 13, and President Jimmy Carter signed it on November 10, 1978.<sup>28</sup>

For CVNRA, the provisions were generous. The bill expanded CVNRA's acreage by 2,390 acres, thereby raising the acquisition ceiling to \$70,100,000. By simultaneously deleting 230 acres (mostly houses along Egbert Road near Bedford Reservation), the total acreage stood at approximately 32,500. Congress approved the use of that funding for building demolition and site cleanup. All of the aforementioned CVPF proposals were approved, and the Astorhurst Golf Course came into CVNRA as part of the 1,075-acre Tinkers Creek tract which helped tie the Bedford Reservation to the main CVNRA spine. Homes in the area were slated for scenic easements. While the controversial 380-acre proposed landfill site along Hillside Road in Independence was also included, a stipulation specified that NPS had the right of first refusal to purchase the Hydraulic Press Brick Company whenever it ceased to operate. The development ceiling likewise increased from \$500,000 to \$13 million. The cutoff date for building construction prior to which owners could retain use and occupancy changed from January 1, 1975, to January 1, 1978. The 1978 legislation also expanded the secretary's authority to assist local governments in establishing zoning ordinances.<sup>29</sup>

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25. Regional Director Beal to Washington Office Chief, Office of Legislation, 18 April 1978, D18.

26. Whalen to Birdsell, telephone record, undated. Whalen reported on his meeting with Independence Mayor Bontempo in Washington, D.C. Whalen said if Congress authorized the addition, NPS would ask for funds to acquire it. Whalen thought the factory should also be included.

27. John Kawamoto interview, 27 July 1989.

28. P.L. 95-625, in Hutchison, *Legislative History, Vol. II*.

29. Ibid; "Congress Provides Generously for Cuya. Valley Rec. Area," *The Voice*, November 1978; and *CVNRA Briefing Book*, 4 November 1986. In an interesting aside, technical amendments to the omnibus 1978 parks act included changing the designated map to its correct number, 64-90,001-A.

**Public Law 99-606, November 6, 1986**

While the 94th and 95th congresses considered and approved CVNRA expansion bills, none were introduced in the 96th Congress. With the 97th Congress, the administration of President Ronald W. Reagan took office and the prospects for additional boundary adjustments appeared unlikely, especially with the continuing economic recession. James Watt, the new secretary of the Interior, brought with him to the capital a conservative Republican staff which not only advocated halting expansion of the National Park System, but a desire to deauthorize several units, urban parks in particular. CVNRA appeared high on Watt's so-called "hit list" (see Chapters 11 and 12).

The new Watt-guided philosophy took early aim at how CVNRA's boundaries were determined. Watt authorized his inspector general's (IG) office to launch an investigation into allegations that CVNRA's boundaries were improperly set. In the spring of 1981, Watt ordered the IG to see if some property owners influenced the way boundaries were drawn to favor them. Watt threatened to go to the Justice Department to seek prosecution if improprieties were uncovered. In April 1982, the IG report indicated no wrong-doing and gave CVNRA a clean bill of health.<sup>30</sup>

While it is true that no CVNRA boundary revision was introduced in Congress during the first Reagan term, a desire to add the Cuyahoga Valley Line railroad corridor to the park germinated. In reality, the idea began as early as 1967 when Henry Lucas of the Cuyahoga County Fair and Siegfried Buerling of Hale Farm pursued establishing a valley steam passenger train with the B & O Railroad. Passenger service by the Valley Railroad ceased in 1962, and B & O did not wish to revive the unprofitable service. When the Chessie System Railroad assumed ownership, a renewed effort to get the steam train operating began in the early 1970s and received support from Cleveland business leaders, including Nick Mileti, developer of the Midwest Coliseum.

Sponsored by the Cuyahoga Valley Preservation and Scenic Railway Association (CVPSRA), the first season for CVL came in 1975. Engine No. 4070, the last operating steam engine of its type in the world, and cars were provided by the Midwest Railway Historical Foundation. From the Cleveland Zoo, the train stopped at Hale Farm and Village and continued on to Akron Junction at Quaker Square before returning to Cleveland. CVL operated on Saturdays, June through October.<sup>31</sup> The 1980 season was nearly canceled before it started

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30. Steve Snider, "Seiberling Promises Own Probe of Park Boundaries," *The Plain Dealer*, 15 May 1981; Rick Thomas, "No Wrongdoing Found in Valley Park Probe," *Cleveland Press*, 7 April 1982; and David Hess, "No Wrongdoing Found in Park Deals," *Akron Beacon Journal*, 7 April 1982.

31. Siegfried Buerling interview, 23 May 1989; and "Steam Locomotive to Bring Passengers From Cleveland,"  
(continued...)

## Chapter 7

because the Chessie increased its crew cost and use of track fees dramatically. CVPSRA successfully put together a corporate and community funding package to pay the \$100,000 operating cost.<sup>32</sup>

Recognized for its importance to the Cuyahoga Valley in the 1968 Rosenstock Study, the potential disruption of the popular steam train service initiated discussion of legislation to add the Chessie track and the CVL operation to CVNRA.<sup>33</sup> It gained impetus on September 5, 1984, when Chessie announced it petitioned the Interstate Commerce Commission for permission to abandon the 25-mile B & O route through the Cuyahoga Valley by the end of the year. Even before the public announcement, however, Chessie and NPS were already negotiating terms for purchase of the track to ensure CVL's continued operation.<sup>34</sup>

John Seiberling requested NPS's input in November 1985 in order to prepare a cost estimate and draft legislation. Seiberling wanted to include the railway corridor from CVNRA's southern boundary to the Howard Street boarding area in Akron.<sup>35</sup> MWRO concurred, and suggested that the right of way leading from Rockside Road to downtown Cleveland also be considered.<sup>36</sup> John Seiberling introduced H.R. 4645 during the 99th Congress on April 21, 1986. The bill provided for the acquisition of 1,127 acres and the following areas were initially proposed:

1. 14 acres: northeast corner of Brecksville along the west side of Riverview Road and north side of Fitzwater Road.
2. 77 residential acres: in Cuyahoga Falls, a 500-foot strip on the south side of Bath Road, from Northampton Road to the Botzum sewage treatment plant.

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31. (...continued)

*The Voice*, June 1975, CVPF files. Superintendent Birdsell served on CVL's board of directors as did his successor, Lew Albert. Albert resigned in 1984 to avoid the potential for conflict of interest when his spouse, Babs Albert, became CVL director. Mrs. Albert resigned her post when NPS began negotiations with Chessie to acquire the right of way.

32. Lou Mio, "Cuyahoga Choo Cancels Schedule," 23 April 1980; and Pauline Thoma, "Cuyahoga Choo, Refueled by Money, Will Chug Once Again," 21 May 1980, both in *The Plain Dealer*.

33. CVNRA Chief of Interpretation and Visitor Services (I&VS) Ron Thoman to Superintendent Birdsell, 15 July 1980, A22 Associations, 1980. Thoman called CVL "vital to our long-term development."

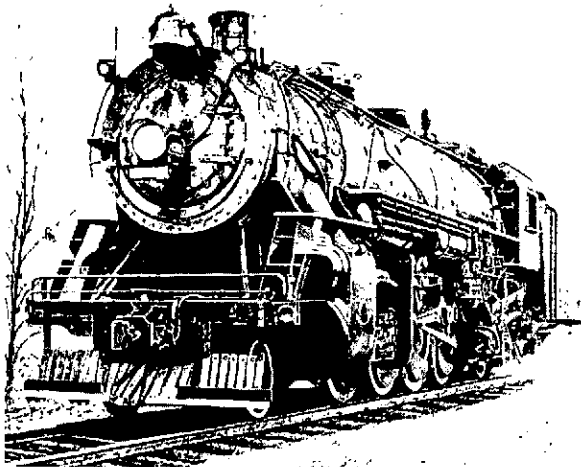
34. Chessie System Railroads news release, 5 September 1984; and Rick Reiff, "Park May Preserve Historic Rail Ride," *Akron Beacon Journal*, 9 December 1984.

35. Seiberling to Superintendent Albert, letter, 18 November 1985, L14 Acquisition of Lands.

36. Albert to Regional Director Charles Odegaard, 16 December 1985, L14; and Odegaard to Director William Penn Mott, 3 February 1986, W38 Legislation.

# ALL ABOARD!

## STEAM RAILROAD ADVENTURE



### SHORT EXCURSION RUN

For a shorter trip you may board the train at Hale Farm and spend about 1½ hours at Quaker Square, a unique shopping center built within the old Quaker Oats factory. There are specialty shops, several restaurants, and the world's largest model train display.

### 1977 SCHEDULE

<u>June</u>	4 Sat. Hale Farm	14 Sun. Hale Farm
	5 Sun. Hale Farm	20 Sat. Hale Farm
	11 Sat. Hale Farm	21 Sun. Hale Farm
	12 Sun. Quaker Square (Fund Raiser - \$50 per person)	27 Sat. Hale Farm
	18 Sat. Hale Farm	28 Sun. Hale Farm
	19 Sun. Hale Farm	<u>Sept.</u> 3 Sat. No Run
	25 Sat. Hale Farm	4 Sun. No. Run
	26 Sun. Hale Farm	10 Sat. No Run
<u>July</u>	2 Sat. Canal Sesquicen- tennial Special	11 Sun. Hale Farm
	3 Sun. No Run	17 Sat. No Run
	4 Mon. No Run	18 Sun. Hale Farm
	9 Sat. Hale Farm	24 Sat. Hale Farm
	10 Sun. Hale Farm	25 Sun. Hale Farm
	16 Sat. Hale Farm	<u>Oct.</u> 1 Sat. Hale Farm
	17 Sun. Hale Farm	2 Sun. Hale Farm
	23 Sat. Hale Farm	8 Sat. Hale Farm
	24 Sun. Hale Farm	9 Sun. Hale Farm
	30 Sat. Hale Farm	15 Sat. Canal Sesqui- centennial Special
	31 Sun. Hale Farm	16 Sun. Hale Farm
<u>Aug.</u>	6 Sat. Hale Farm	22 Sat. Hale Farm
	7 Sun. Hale Farm	23 Sun. Hale Farm
	13 Sat. Hale Farm	29 Sat. Hale Farm
		30 Sun. Hale Farm

Note: Schedule subject to change without notice.

# CUYAHOGA VALLEY LINE

### MAIN EXCURSION RUN

AN EXCITING AND NOSTALGIC 34 MILE ROUND-TRIP  
STEAM TRAIN RIDE THROUGH THE SCENIC CUYAHOGA  
VALLEY NATIONAL RECREATION AREA TO HISTORIC  
HALE FARM AND VILLAGE

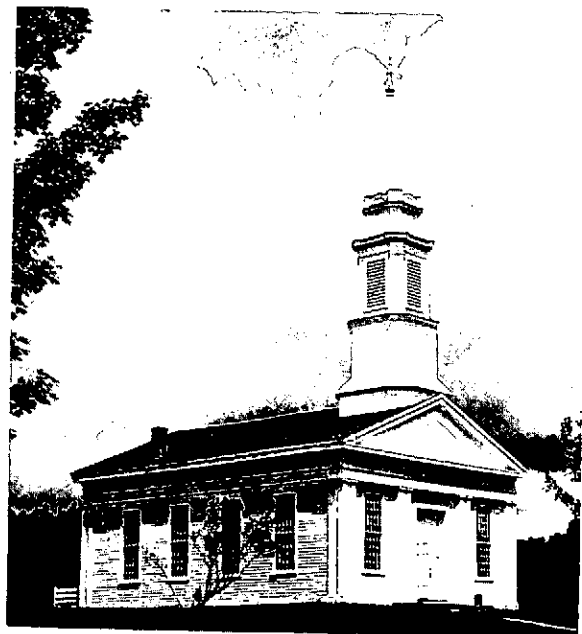
### SHORT EXCURSION RUN

AN EXCITING 21 MILE RUN FROM HALE FARM TO AKRON'S  
CHARMING QUAKER SQUARE AND RAILROAD MUSEUM

### 1977 SEASON

June 4 through October 30

SATURDAYS and SUNDAYS



One of several restored buildings at Hale Farm and Village

Figure 11: Cuyahoga Valley Line pamphlet for 1977 season.

## Chapter 7

3. 580 acres: including the Botzum complex (treatment and composting plants), and the Hardy Road landfill.
4. 396 residential acres: in Cuyahoga Falls, bounded by Sand Run Road on the west, CVNRA on the north, Chessie tracks on the east, and Sourek Road on the south.
5. 60 acres: Chessie System tracks from CVNRA's south boundary to the Howard Street area in Akron.

NPS Associate Director for Planning and Development David G. Wright testified in support of only the 60-acre Chessie acquisition; the other tracts, Wright argued, should be postponed until the GMP was reviewed in the early 1990s. Seiberling contended that the lands should be added immediately in order to prevent further development and create a buffer zone in the valley's south end. He argued NPS acquisition would be limited to scenic easements, holding the line on development to what current local zoning standards permitted. As long as the lands were not threatened, NPS need not bother to acquire the easements. As for the Botzum tract, current use would continue, but if Akron ever closed it or sold it, NPS would have the first option for purchase.<sup>37</sup>

To improve the chances of acceptance for the other parcels, Seiberling compromised by withdrawing the 580 acres of Botzum land from consideration in favor of a stipulation that it automatically be included in CVNRA if Akron wanted to donate it or if it was sold to a private owner. Thirty additional acres included track through the enclave of Peninsula and north of CVNRA along the tracks to Willow Junction in Independence. The new total to be added stood at 577 acres. The measure passed Congress during the fall of 1986. In last-minute machinations during a conference committee, the CVNRA measure ended up being attached to a bill regarding military lands in Nevada, Alaska, New Mexico, and Arizona.<sup>38</sup> President Ronald Reagan signed P.L. 99-606 on November 6, 1986.<sup>39</sup>

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37. William Hershey, "Seiberling, Official Split on Park Plan," 3 June 1986, and "Seiberling Predicts Victory in Quest to Add Land to Park," 4 June 1986, *Akron Beacon Journal*, media clippings file; and Hutchison, *Legislative History, Vol. II*, draft H.R. 4645.

38. William Hershey, "Panel Approves Expansion for Valley Park" 30 July 1986, "Expansion of Park Approved," 12 August 1986, "Bill Easing Valley Rail Buy Passes," 18 October 1986, and "Congress Approves Valley Park Expansion," 20 October 1986, all in *Akron Beacon Journal*. Seiberling removed the Botzum proposal because Akron feared that being within CVNRA might restrict Botzum's operation.

39. (100 Stat. 3326), *Land Protection Plan and Addendum, CVNRA First Biennial Revision* (NPS, December 1986). To ensure Congress authorized NPS acquisition of the Cuyahoga Valley Line during the 99th Congress, Seiberling inserted a stipulation to this effect in H.R. 5459 (Section 3), a bill dealing with transfer of land to Utah. Reagan signed P.L. 99-587 (100 Stat. 3326) on October 29, 1986 (see Hutchison, *Legislative History, Vol. II*).

## *History of Boundary Changes*

While legislation was being pondered, the CVL canceled its 1986 season after Chessie refused to renew its lease on the abandoned rail line because of insurance liability concerns. Negotiations bogged down later in the year after Chessie discovered it could not produce a clear title for the land. The same woes forced the cancellation of the 1987 season.<sup>40</sup>

In addition to congressional pressure from John Seiberling and Ralph Regula, an essential element in furthering negotiations was the Trust for Public Land (TPL) which offered to buy the property in order for NPS to use condemnation to clear title. Even after TPL paid for a three-foot thick title report, the issue remained murky. TPL's Cleveland manager, Tom Offutt, brought in TPL's top real estate attorney from California to work on the complicated transaction. When it looked like most of the technical and legal problems were being resolved, the Interior Department vetoed TPL's involvement.<sup>41</sup>

In April 1987, CVNRA Superintendent Lew Albert recommended NPS seek a declaration of taking to allow the courts to settle the matter.<sup>42</sup> Litigation was averted, however, following a summit meeting between the principal parties in Congressman Seiberling's office which led to NPS and Chessie completing a \$2.5-million deal on September 29, 1987.<sup>43</sup> After a two-year hiatus, the Cuyahoga Valley Line resumed operation under cooperative agreement with NPS for the 1988 season.<sup>44</sup>

### **1987 Boundary Amendment**

NPS proposed a minor boundary adjustment in the spring of 1987 by using the authority provided in the Cumberland Island National Seashore Act which allowed the secretary to make minor boundary changes after notifying the appropriate congressional authorizing committees. In March, MWRO prepared the proper notifications that CVNRA's boundary would be revised

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40. Pauline Thoma, "Cuyahoga Valley Line Halted; National Parks May Buy Track," *The Plain Dealer*, 15 May 1986; "Track Problems Derail Scenic Valley Train Rides," *Akron Beacon Journal*, 25 June 1987; and Siegfried Buerling interview, 23 May 1989.

41. Thomas W. Offutt interview, 25 May 1989. TPL relinquished its option on the CVL. Offutt credited the department's stance to Secretary Don Hodel's anger over TPL's involvement at Golden Gate NRA and the acquisition of Sweeney Ridge.

42. Albert to Regional Director Don Castleberry, 7 April 1987, L14.

43. John F. Seiberling interview, 26 January 1990; and Yalinda Rhoden, "Deal Puts Valley Line on Track," *Akron Beacon Journal*, 30 September 1987.

44. "1988 Cuyahoga Valley Line Steam Railroad," CVL promotional brochure.

## **Chapter 7**

to include 18.4 acres to allow a more economical construction of bridges for the Old Carriage Trail.<sup>45</sup>

Unfortunately, delays which were encountered in processing the request through the department resulted in the local landowner, the developer of adjacent Greenwood Village, changing his mind and backing out of the agreement. Although the boundary amendment failed, the Old Carriage Trail project did not. NPS proceeded with constructing three trail bridges to span Greenwood Village-owned ravines for the hiking and cross-country skiing trail. NPS completed the project in 1989.<sup>46</sup>

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45. Regional Director Don Castleberry to Director William Penn Mott, 13 March 1987, A18.

46. Robert P. Martin interview, 17 May 1989; and Einar Johnson interview, 16 May 1989.

## Chapter 8

### Transfer of State of Ohio Lands

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In light of the historical significance to the nation and to the recreation area, [the Ohio and Erie Canal] must be preserved and interpreted. We believe that the level of expenditure of Federal funds required to restore and to maintain the canal, and the issue of liability when open for public use, will require fee ownership.<sup>1</sup>

Superintendent Lew Albert

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#### Virginia Kendall Park

One of the key elements in the success of the Cuyahoga Valley National Recreation Area (CVNRA) Act (Public Law 93-555) was the strong support it received from the state of Ohio. Even as President Gerald R. Ford signed the bill on December 28, 1974, Ohio was undergoing a political transition. Democratic Governor John Gilligan and Ohio Department of Natural Resources (ODNR) Director William Nye were replaced in January 1975 by the Republican team of James Rhodes and Robert Teater respectively.<sup>2</sup>

Although Rhodes claimed credit for initiating the national park movement in the 1960s, some members of his administration, particularly within ODNR, were unenthusiastic. This attitude was not so much against the CVNRA, but the Gilligan/Nye promise to turn over Ohio-

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1. Superintendent Lew Albert to regional solicitor, Department of the Interior, 18 January 1984, L32.
  2. James S. Jackson interview by Susan Garland, 16 July 1980.

## Chapter 8

purchased lands as well as Virginia Kendall State Park to the National Park Service (NPS).<sup>3</sup> This reluctance painfully manifested itself when the NPS general management planning (GMP) team was unsuccessful in getting ODNR to relinquish data from its own master planning effort (*Cuyahoga Valley, 1975*) until past the point when it was of any great value.<sup>4</sup> (See Chapter 14)

Because of Governor Gilligan's promises during the field hearings, Section 2 of P.L. 93-555 specified that Ohio-owned lands could be acquired only by donation. ODNR did initiate proceedings for the transfer and determined the following approximate acreage:

1500 acres: acquired under Land and Water Conservation Fund (LWCF) for the national park.

1574 acres: Virginia Kendall State Park (administered by Akron Metropolitan Park District/AMPD).

100 acres: Ohio and Erie Canal lands (administered by Administrative Services, Ohio Public Works Department).

270 acres: lands donated to ODNR by Cleveland Electric Illuminating (CEI) Company.

The process came to a halt, however, when ODNR learned about a statute which prevented transfer of Ohio lands without just compensation. Therefore, because the governor did not have the authority to order a transfer, legislation was required to permit the donation. In the meantime, AMPD requested that the state do nothing about transferring Virginia Kendall State Park until the AMPD Board approved it via a written agreement.<sup>5</sup>

To satisfy the legislative requirement to clear a state land donation, Representative Vernon F. Cook of Cuyahoga Falls introduced House Bill 961 in January 1976. Because the canal and CEI lands had too many complicating factors, Cook's bill dealt only with ODNR's

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3. Meeting with former Congressman John Seiberling by Wright brothers preservationists from Dayton, Ohio. Handwritten notes by Fred Barenstein, 7 July 1989, Akron, Ohio. Seiberling said the transfer of Virginia Kendall to NPS "rankled the state, but they got over it."

4. Michael Donnelly interview, 29 June 1989; and John Kawamoto interview, 27 July 1989. NPS largely duplicated the ODNR planning effort. MWRO tried to get ODNR's research data released, but Omaha had no leverage in Columbus and the Bureau of Outdoor Recreation's relations with ODNR were not good. The GMP team gathered its own data and, when ODNR did finally turn over its research, NPS used it to verify its own findings.

5. Birdsell to Regional Director Dave Beal, 31 October 1975, L14. Ohio approved a bill on October 9 which authorized counties to transfer land to NPS. See CVPF Advisory Board meeting minutes, 4 November 1977, CVPF files.

## *Transfer of State of Ohio Lands*

Virginia Kendall and LWCF-purchased parklands. The general assembly acted swiftly and Governor Rhodes signed it on June 3. The Virginia Kendall transfer depended upon an agreement with AMPD; if none were forthcoming by September 2, 1977, the "life" of House Bill 961, new legislation would be required.

Fred Suarez of MWRO and Barry Sugden, AMPD's nominee to the CVNRA Advisory Commission, drafted the first NPS-AMPD agreement with a transfer date set at January 1, 1978. Superintendent Birdsell and AMPD Director John Daily hammered out the final wording on August 19, 1977.<sup>6</sup> The following provisions covered the interim period from August 25 to December 31, 1977:

1. Any funds or interest from the Hayward Kendall Trust Fund (\$120,000 a year) accrued during the interim period went to AMPD.
2. NPS had full access to all areas for planning and development purposes.
3. AMPD would provide all utility plans.
4. Both agencies would cooperate in conducting a physical inventory of property to be conveyed to NPS.
5. AMPD would continue to use the maintenance storage area with all AMPD materials removed by December 31.
6. AMPD would continue to bear legal liabilities for operations during the interim period.

Midwest Regional Director Dave Beal signed the agreement on August 23, and Birdsell had it hand-carried to each AMPD Board member, and then on to Columbus.<sup>7</sup>

Virginia Kendall Park, the first fully operational unit of CVNRA, came under NPS management on New Year's Day 1978. On May 26, the shelter house of Happy Days lodge (across Route 303 from the temporary park headquarters) opened as the "Happy Days Information Center." During the summer, a living history troupe presented "Johnnycake Village," a reenactment of life during the canal days, next to the visitor center. Two dozen Young Adult Conservation Corps (YACC) workers stained and painted the Kendall Civilian Conservation

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6. "Land Purchase Goes Forward After Congress Votes \$5 Million," February 1976, and "Land Buying Moves Ahead: State Transfer Imminent," August 1976, both in *The Voice*, CVPF files; "Parkland Transfer is Signed," *The Plain Dealer*, 4 June 1976; and Birdsell to Regional Director Beal, 19 August 1977, L1425.

7. Birdsell to Beal, 19 August 1977; and "An Agreement Between United States Department of the Interior National Park Service and Board of Park Commissioners, Akron Metropolitan Park District," L1425.

## Chapter 8

Corps (CCC)-built structures, installed new picnic tables, and rebuilt the toboggan slide. NPS was off and running at CVNRA with Virginia Kendall under its control.<sup>8</sup>

### The Ohio and Erie Canal

On the same day Assistant Secretary Nat Reed recommended against establishing the CVNRA, he reported favorably on H.R. 10650, a bill authorizing \$40,000 for an NPS feasibility/suitability study for preserving the Ohio and Erie Canal. Congressman Ralph Regula introduced this bill on October 2, 1973, and NPS recommended against it, arguing that it already possessed the authority to conduct such studies. The Department of the Interior and Office of Management and Budget probably endorsed the measure in order to offset the negative recommendation on CVNRA.<sup>9</sup>

President Gerald Ford signed P.L. 93-477 (88 Stat. 1447) on October 26, 1974. A Denver Service Center (DSC) study team arrived at CVNRA on January 20, 1975. The team ultimately included Team Captain Richard "Ric" McCollough, Superintendent Birdsell, Historian Ron Johnson, Environmental Specialist Skip Snow, and Graphics Specialist Karen Williamson. They surveyed the canal from Cleveland to Portsmouth, a 13-county swath across Ohio, and concluded the limited remains of the canal did not satisfy NPS national significance criteria for historical areas. With the resource lacking in terms of significance and integrity, it did not qualify for inclusion in the National Park System. The team recommended four segments be considered for the National Register:

1. Lock 2 and dry dock, Akron.
2. Canal Fulton (from that community to Lock 4, Stark County).
3. Canal from Locks 7 to 10 (Bolivar to Zoar, Tuscarawas County).
4. Lock 55 (at the southern terminus, Portsmouth, Scioto County).

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8. "NPS Takes Over Virginia Kendall," December 1977, "New Center at Happy Days," April 1978, and "Kendall Park Now Under Park Service Management," November 1978, all in *The Voice*.

9. Gerry Tays to Bill Dean, 10 July 1974; Nat Reed to James A. Haley, chairman, Committee on Interior and Insular Affairs, 28 February 1974; and NPS Associate Director Richard Curry to legislative counsel, Department of the Interior, 27 February 1974, all in L58.

## *Transfer of State of Ohio Lands*

It also recommended the Valley View national historic landmark boundary be extended three miles south through the Pinery Narrows where the canal flows into the Cuyahoga River.<sup>10</sup>

NPS took the charge of Congress seriously, and there was no advance decision precluding federal involvement.<sup>11</sup> However, NPS recognized its own manpower and funding limitations as well as Ohio's ability to develop recreation and interpretive programs. Supplemented by LWCF, NPS pledged to provide Ohio with technical advice on the canal.<sup>12</sup>

Interest in the canal intensified upon CVNRA's establishment. Many hoped to see the northern watered portion restored and canal boat rides instituted for visitors. In July 1975, Cleveland Metropolitan Park District (CMPD) in cooperation with U.S. Steel Corporation, dedicated a hiking and bridle trail along the canal towpath from Route 82 north to Valley View. Shortly thereafter CMPD applied to the Bureau of Outdoor Recreation to have the trail through the area known as Pinery Narrows designated as the "Cuyahoga Valley Towpath National Recreation Trail," a component of the National Trails System. Such designation was deferred at Bill Birdsell's request until the NPS general management plan was completed. Because it did not conflict with the GMP, the Heritage Conservation and Recreation Service (the new appellation for the Bureau of Outdoor Recreation), designated it as well as the entire towpath through CVNRA a national recreation trail on June 29, 1978.<sup>13</sup>

In the spring of 1978, the Cuyahoga Valley Park Federation (CVPF) and the Ohio Canal Restoration Commission asked NPS to prepare a cost estimate for restoring this same six-mile canal segment. On April 24, Regional Director Dave Beal asked the Denver Service Center to initiate a historic structure report to generate data such as existing conditions, restoration recommendations, and a cost estimate to permit the canal's use for boat traffic.<sup>14</sup> A preliminary DSC estimate for stabilization was set at \$650,000, while restoration would be \$5 to \$10 million. The latter figures were difficult to verify because of the numerous intrusions which needed to be removed, including six gas lines and three bridges too low to permit passing boat traffic. Another complication involved U.S. Steel's need for canal water; the company had an insurance

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10. DSC Team Manager, Midwest and Rocky Mountain Teams, Donald Purse to Regional Director Beal, 10 January 1975; and *Proposed Ohio & Erie Canal, Ohio: Suitability/Feasibility Study* (Denver, NPS, DSC, October 1975).

11. Dave Beal to author, letter, 4 October 1989; and John Kawamoto interview, 27 July 1989.

12. Ohio State Coordinator Bill Birdsell to Regional Director Beal, 12 December 1975, L58.

13. Acting Midwest Regional Director Robert L. Giles, to NPS Associate Director for Legislation Richard Curry, 2 October 1975, D30; and Birdsell to Beal, 29 June 1978, D24. HCRS Lake Central Assistant Regional Director Dave Shonk presented the certificate.

14. Beal to DSC Manager John Henneberger, 24 April 1978, H30. The historical data section by Harlan Unrau and Nick Scratish was approved in August 1984.

## Chapter 8

policy which would compensate it to the tune of \$50,000 per day if the supply were interrupted. DSC predicted a worse case scenario of costs exceeding \$20 million.<sup>15</sup>

No funds could be expended, however, until the canal lands were relinquished to NPS. In late 1978, NPS reaffirmed the importance the land transfer had to CVNRA and asked ODNR to help expedite the process.<sup>16</sup> Congressman John Seiberling spoke with Representative Vernon Cook about sponsoring a bill to transfer canal lands from Public Works, Department of Administration Services, to NPS, subject to respecting U.S. Steel's water rights. Legislation was necessary because the Ohio State Canal Lands Authority Act of 1959 only recognized the sale, and not donation, as the sole means for disposition.<sup>17</sup> An acceptable bill finally received a hearing in Columbus on November 27, 1979. NPS Management Assistant Sheridan S. Steele, who was formerly CVPF director (see Chapter 14), testified in favor of House Bill 676 and emphasized that no stabilization or restoration could begin until NPS gained ownership.<sup>18</sup> An enthusiastic public pressure group, the Canal Society of Ohio, also lobbied for passage. It formed a special "Cuyahoga Committee" to assist CVNRA with legislation, exhibits, interpretation, training, and research relating to the canal.<sup>19</sup>

The canal lands transfer bill did not progress because of U.S. Steel's opposition. The corporation feared adverse government regulation should its cheap source of water fall under NPS control, and the state would not support the transfer until the company's water rights were preserved. In the meantime, the company also worried about liability in case a visitor was injured during a guided hike along the canal.<sup>20</sup> The logjam broke in late 1984 when U.S. Steel closed its Cuyahoga Works and subsequently sold it, along with the water rights, to American Steel and Wire, a corporation which did not oppose the transfer of canal lands to NPS. In 1986, NPS succeeded in securing from Ohio an agreement for a 15-year easement on all unassigned canal lands, an action which permitted development of a multiple purpose trail along the historic towpath.<sup>21</sup> In January 1988, a canal lands transfer bill sailed through the general assembly and

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15. Assistant Manager, Midwest/Rocky Mountain Team, Don Purse to Regional Director Beal, 3 May 1978, H30. The HSR cost estimate was \$120,000.

16. George Watkins to Bill Birdsell, letter, 22 September 1978, L1425.

17. Birdsell to files, telephone conversation with Seiberling, 17 December 1976, A38; and Robert P. Martin interview addendum, 18 May 1989.

18. Steele, "Testimony Before the Ohio General Assembly, November 27, 1979," A2623.

19. "Talks Get Under Way on Canal Preservation," September 1980, *The Voice*; and Superintendent's Report for 1980.

20. Superintendent Albert to Regional Director Jimmy Dunning, 1 November 1983; Albert to regional solicitor, 18 January 1984; and Lewis S. Albert interview, 13 July 1989.

21. Superintendent's Report for 1986; Albert to Representative Vernon Cook, letter, 29 November 1984, A38; and Albert to Regional Director Charles H. Odegaard, 15 August 1986, L32.

## *Transfer of State of Ohio Lands*

its terms went into effect on July 20. In December 1989, at a dedication ceremony for the Locktender's House Canal Visitor Center, the canal lands deed, which included 299.7 acres within CVNRA, was presented to NPS.<sup>22</sup> Plans to construct the Towpath Trail were accelerated and construction began in 1990 on the three-year project.

### **Other State Lands**

CVNRA's 1974 boundaries included undeveloped land owned by Ohio and administered by the Department of Mental Health and Mental Retardation as part of the Western Reserve Psychiatric Habilitation Center (WRPHC). The 1976 boundary amendments included additional tracts in this area, as did the 1978 bill which featured WRPHC land along the valley wall along the northeast side of Canal Road. When ODNR informed NPS in 1977 that undeveloped state lands in this area were being declared surplus and would be sold, Superintendent Bill Birdsell wrote the department's director and informed him of NPS interest in having the land transferred to CVNRA per P.L. 93-555.

Birdsell never received an official reply. Informally, he learned of the department's intentions to use its special authority to sell the lands in order to benefit its own operations. Congressman John Seiberling's inquiries to Governor Rhodes resulted in responses that Ohio could not afford to give the land away. In 1978-79, public furor erupted over plans to build a maximum-security mental health hospital on WRPHC grounds, a "no-win" controversy in which Birdsell adopted a neutral position.<sup>23</sup> The hospital plan soon died, and the WRPHC lands eventually passed to CVNRA.

Progress to transfer ODNR's land donated to it by Cleveland Electric Illuminating (CEI) Co. came in mid-1979, when Senate Bill 57 passed in Columbus. A total of 244.33 acres were soon after transferred to CVNRA on the condition that they be used for historical, scenic, natural, and/or recreational purposes. In the unlikely event that the intended use not be honored, the land would revert back to the state.<sup>24</sup>

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22. Robert P. Martin interview addendum, 18 May 1989; *North Cuyahoga Valley Corridor, Inc., Corridor News*, April 1988; "Canal Lands Transfer," *The Voice*, July/August 1988; and Superintendent's Report for 1989. Assistant Superintendent Martin performed much of the legwork in securing the transfer. Canal lands previously transferred to AMPD (Deep Lock Quarry) remain in metropark possession.

23. Birdsell to Regional Director J. L. Dunning, April 17, 1979, L1419.

24. Birdsell to Seiberling, letter, 6 June 1979, A3815; and ODNR Director Robert W. Teater to Governor James Rhodes, letter, 14 June 1979; folder Governor Rhodes, box 30 Natural Resources Directors' Files, Records of the Department of Natural Resources, State of Ohio Archives, Columbus.

## **Chapter 8**

In the mid-1980s, Assistant Superintendent Robert P. Martin succeeded in securing the transfer of Stumpy Basin from Kent State University (KSU) to CVNRA. KSU agreed to transfer the 17.58-acre tract provided KSU could continue to access the area for biological research purposes.<sup>25</sup>

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25. Robert P. Martin interview addendum, 18 May 1989.

## Chapter 9

### History of the Land Acquisition Program

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*We have grave doubts and we are not optimistic that there will be any change. Certainly without any close overview by the NPS [the land acquisition] program will continue to flounder and could fail miserably. The NPS will shoulder any blame by the public.*

*We are completely frustrated by the circumstances of [the Corps of Engineers'] program and we keep hoping that the Midwest Regional Office will in some way assist us in improving our land acquisition situation. We believe it is a mess and that it is growing progressively worse.<sup>1</sup>*

Superintendent William C. Birdsell

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#### Land Acquisition Funding

In January 1975, the northeast Ohio congressional delegation heard the disheartening news from Assistant Secretary Nat Reed that Interior would request only \$1 million for Cuyahoga Valley National Recreation Area's (CVNRA) land acquisition program in Fiscal Year (FY) 1976.<sup>2</sup> At that rate, acquisition would proceed at a snail's pace and not come close to satisfying the six-year deadline imposed by Public Law 93-555. The local congressional delegation petitioned the House Appropriations Subcommittee to increase the figure to \$5 million. Republican Senator Robert Taft delivered a special plea.<sup>3</sup>

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1. Birdsell to Regional Director Merrill Beal, 11 February 1977, L14.
  2. David Hess, "\$1 Million Sought for Valley Park," *Akron Beacon Journal*, 23 January 1975.
  3. Glenn Waggoner, "Mosher, Taft Urge Action on National Park," *Akron Beacon Journal*, 11 May 1975; and Robert Taft, Jr., letter to author, 21 September 1989.

## Chapter 9

Thus began a lengthy battle between the two branches of government over funding for the controversial CVNRA. In mid-July 1975, the House Interior Appropriations Committee approved the \$5 million FY 1976 request, thanks in large part to one of its members, Ralph S. Regula (Republican-Ohio).<sup>4</sup> But the battle was far from over. An Office of Management and Budget (OMB) move to halt all land acquisition for FY 1977 brought about an immediate congressional rebuke.<sup>5</sup> The 1976 presidential race in which President Gerald R. Ford harkened back to his days at Yellowstone National Park as a seasonal ranger, however, prompted the president to ignore OMB and approve more spending for national parks, a measure called the Land Heritage Program. Ford's FY 1977 \$5.7 million request for CVNRA ultimately resulted in Congress upping the ante to a whopping \$25,400,000.

By mid-1976, it became clear that valley land prices were escalating by ten to fifteen percent a year, and if the federal portion of CVNRA was ever to be realized within the six-year period, the appropriations had to be increased mightily.<sup>6</sup> This goal appeared achievable in September 1976 when President Ford signed John Seiberling's bill which tripled the annual allocations of the Land and Water Conservation Fund (LWCF) from \$300 million to \$900 million.<sup>7</sup> During the decade, however, Congress increased CVNRA's boundaries and land acquisition ceilings twice, raising the 1974 ceiling of \$34.5 million, to \$41.4 million in 1976, and then to \$70.1 million in 1978. Because of the park's two expansions and the nation's mounting economic woes which were exacerbated by inflation, the December 1980 deadline for acquiring the federal share of CVNRA's land base was not achieved.

Congress provided a boost to all active NPS land acquisition programs through the National Parks and Recreation Act of 1978. In what was popularly known as the "Park Barrel Bill," Congress gave each NPS unit the ability to exceed its acquisition ceiling by ten percent a year for an indefinite period. The mechanism allowed NPS flexibility against inflation or unforeseen costs rather than having to go back to Congress repeatedly to get individual land acquisition authorizations increased.<sup>8</sup>

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4. David Hess, "\$5 Million 'Starter' Fund OK'd for Valley Park," *Akron Beacon Journal*, 18 July 1975.

5. Hess, "Park Funds Cut Sparks Angry Reply," *Akron Beacon-Journal*, 20 December 1975.

6. Hess, "5.7 Million Allotted for Valley Park Land," *Akron Beacon Journal*, 21 January 1976; and "Congress Gives Good Support to Cuyahoga Appropriation," *The Voice*, August 1976. Land acquisition figures for this section were provided by Fred Meyer, Chief, Land Resources, MWRO.

7. Hess, "Ford Signs Land Bill: Valley Park Benefits," *Akron Beacon Journal* (29 September 1976); and "Land Buying in Cuyahoga Moves Faster Than Expected," *The Voice* (December 1977).

8. John F. Seiberling interview, 26 January 1990.

## *History of the Land Acquisition Program*

CVNRA land acquisition enjoyed two banner years at the end of President Jimmy Carter's administration. In FY 1979, Congress doubled the initial \$6 million appropriation by allowing NPS to reprogram funds set for Yellowstone National Park to CVNRA to end the year at \$12.7 million.<sup>9</sup> For FY 1980, the House approved \$15 million, but the Senate balked, citing the president's request to curb federal spending. Lobbying by Senator Howard Metzenbaum (Democrat-Ohio), however, got the funds restored in conjunction with an increase in the federal allocation of the LWCF.<sup>10</sup> By the conclusion of the Carter administration, CVNRA land acquisition allocations stood at \$59 million for roughly 11,000 acres which were classified as follows: 10,555 acres (603 tracts) in fee and 153 acres (64 tracts) in easement. Six thousand acres remained to be negotiated.<sup>11</sup>

With the January 1981 dawning of President Ronald W. Reagan's administration, however, many charged that there was a hidden agenda to destroy the National Park System. Opponents pointed to Interior Secretary James G. Watt's March 1981 moratorium on all park land purchases as evidence of this scheme which Watt claimed was merely an effort to help reduce federal spending. John Seiberling, chairman of the Public Lands and National Parks Subcommittee, vowed to oppose the Reagan/Watt moratorium and fight for adequate funding to complete NPS land acquisition programs at parks like CVNRA.<sup>12</sup> Leaks from the department the same spring about "deauthorizing" controversial parks like CVNRA by turning them over to the states did nothing to allay opponents' fears.

In June 1981, the House subcommittee unanimously approved \$5 million to buy CVNRA land in FY 1982. Casting aside the moratorium, subcommittee member Ralph Regula asserted, "[Watt] can talk about deauthorizing urban parks like the Cuyahoga Valley, but Congress makes policy and his job is to execute policy. Right now, the policy is to build the park."<sup>13</sup> Secretary Watt, however, delayed the release of acquisition funds saying he wanted to upgrade facilities at well-established parks like Yellowstone instead of buying new parkland. When Interior suggested reprogramming CVNRA funds, Congressman Seiberling threatened a lawsuit to force the department to obligate the funds for CVNRA land.<sup>14</sup>

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9. William Canterbury, "\$6 Million Approved for Valley Park Land," *Akron Beacon Journal*, 23 February 1979.

10. Hess, "Metzenbaum 'Stumbles' onto Park Funds," *Akron Beacon Journal*, 17 September 1979.

11. "Land Buying to Resume as Fiscal Year Starts," *The Voice*, September 1980. Of the 603 tracts, 334 were residential units with 184 (55%) electing a retention of occupancy.

12. Robert Hoiles, "Completion of Valley Park in Jeopardy," *Akron Beacon Journal*, 10 March 1981.

13. Bill Sloat, "\$5 Million Slated for Valley Park," *Akron Beacon Journal*, 12 June 1981.

14. Susan Smith, "Seiberling Vows Park Funds Fight," *Akron Beacon Journal*, 30 January 1982) FY 1982 obligated funds stood at \$3,768,684--\$1 million less than Congress authorized.

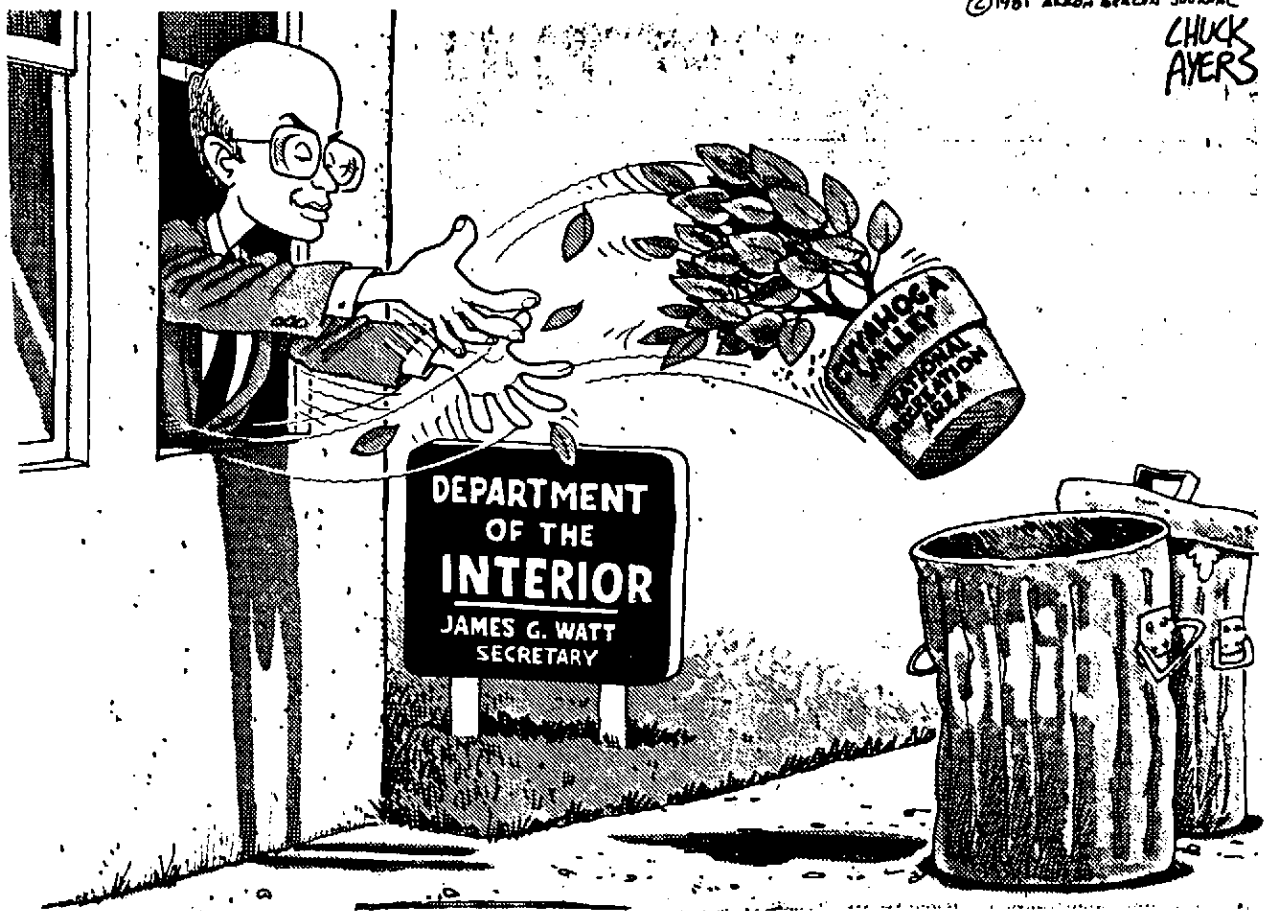


Figure 12: This editorial cartoon captures the cavalier attempts of Interior officials (Secretary James Watt, in particular) to eject units like the Cuyahoga Valley National Recreation Area from the National Park System. (Source: Chuck Ayers, *Akron Beacon Journal*, 24 October 1981)

Controversial Secretary Watt resigned in September 1983 and was replaced by William Clark, former national security adviser and a personal friend of the president. Clark thawed out the NPS land acquisition program and, bowing to political reality, he reversed the previous policy by asking for \$5 million in FY 1984 for Cuyahoga Valley.<sup>15</sup>

15. Bill Sloat, "Watt Reversed; Funds Sought for Park Land," *Akron Beacon Journal*, 11 February 1984. The figure represented five percent of the NPS's meager land acquisition budget. After this fiscal year, the Reagan and Bush administrations resumed their zero funding requests.

## *History of the Land Acquisition Program*

Relations between the department and Congress warmed for a two-year period, but threatened to cool again when new Interior Secretary Donald Paul Hodel, former under secretary during the Watt years, endorsed the administration's stand on zero funding and called for a halt to park land-buying. The suggestion fell on deaf ears, however, particularly since Ralph Regula became senior ranking minority member on the House Interior Appropriations Committee, a key role in assisting Chairman Sidney Yates (Democrat-Illinois) in marking up appropriations legislation.<sup>16</sup>

Upon the ten-year anniversary of CVNRA land acquisition in 1985, the program stood at eighty percent complete, 14,746 acres, with total expenditures of \$85,179,500.<sup>17</sup> For the next five years (1985-90), CVNRA's annual land acquisition funding averaged \$3 million so that by the beginning of the 1990s, the program neared completion. In fact, in 1988, with the Midwest Region's land program substantially complete, the region closed all of its land field offices, including CVNRA's, and consolidated the function in Omaha. (See Appendix for FY Land Acquisition Budgets.)

### **Dissatisfaction with the U.S. Army Corps of Engineers, 1975-77**

Following Secretary Rogers C. B. Morton's formal establishment of Cuyahoga Valley National Recreation Area on June 26, 1975 (six months after congressional authorization), the National Park Service entered into a memorandum of agreement with the U.S. Army Corps of Engineers to conduct CVNRA's land acquisition program. NPS contracted with the Corps out of necessity because of tight personnel ceilings, hiring freezes, and financial restrictions imposed by the Office of Management and Budget through the Department of the Interior.<sup>18</sup>

The "Cuyahoga Valley Real Estate Project Office" opened at 1730 Akron-Peninsula Road on July 1, 1975, and the first "hardship" fee cases began being processed on August 27.<sup>19</sup> An initial \$100,000 to launch the program came from NPS funds reprogrammed from Ozark National Scenic Riverways, Missouri.<sup>20</sup> Corps Manager Glenn J. Suhorepetz, Jr., who reported to the

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16. William Hershey, "Regula Gets Pivotal Role on Park Bills," *Akron Beacon Journal*, 16 February 1985.

17. Ron Thoman, report to CVNRA Advisory Commission, 25 April 1985. Easements totalled 89, residential units 395, and commercial sites 97.

18. Assistant Secretary for Development and Budget R. C. Hughes to Director Gary Everhardt, 9 May 1975. Interior suggested that CVNRA would be an area in which NPS could enter into "comprehensive operations and maintenance agreements with State or historic or other organizations currently operating all or portions of facilities."

19. Superintendent Lew Albert to Edwin F. Wesely, Jr., letter, 21 August 1984.

20. Associate NPS Director J. Leonard Norwood to director, Bureau of Outdoor Recreation, 7 April 1975.

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North Central Division Office in Chicago, oversaw an initial four-man staff.<sup>21</sup> Under the memorandum of agreement's terms, however, all Corps transactions had to be approved by CVNRA Superintendent Bill Birdsell.

The Corps program began smoothly enough. NPS made special efforts through the news media to inform the public about the various acquisition options included under Public Law 93-555: fee simple (including a term of retention and use of up to 25 years, or a life estate) and a scenic/preservation easement. Residents could not choose between fee and scenic easement. That decision could only be made by park management, and because Superintendent Birdsell operated alone in this early post-establishment period, the responsibility rested squarely on his shoulders.

Unfortunately, Cuyahoga lacked a detailed, comprehensive plan to guide the land acquisition program. Therefore, acquisition priorities communicated to the Corps by Birdsell were in constant flux, especially as adverse development threatened. This situation did nothing to help assuage apprehension about the federal land-buying effort. In fact, rumormongers unleashed a flood of misinformation which engendered confusion, fear, and hostility among Cuyahoga Valley residents.<sup>22</sup> To counter the growing dissent, CVNRA released its first informational brochure on the the Corps project in March 1976. Compiled by Sheridan S. Steele and James Jackson, the informative ten-page question and answer pamphlet included a fold-out park boundary map which proved to be a useful item to many landowners who were uncertain if their property was inside or outside the park. When inquiries continued to flood into park headquarters, NPS circulated an eight-page supplement in October to help answer 35 additional commonly asked questions.<sup>23</sup>

Despite these efforts, the public education campaign did not quell the public's growing dissatisfaction. Bill Birdsell did not discourage any homeowner's request for fee purchase. Corps of Engineers realty officers, frequently accused of being insensitive, either did not understand or chose not to present the various options regarding retained use and occupancy. The Corps' approach appeared to have a singular motive: to buy all tracts in fee. Curiously enough, at one public meeting, a Corps official could not answer questions concerning scenic

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21. "Corps Names Manager for Cuyahoga Valley Real Estate Project Office," Midwest Regional Office news release, 28 July 1975, K34. When Suhorepetz retired on July 31, 1976, the Corps replaced him with Robert R. O'Donnell.

22. Randall R. Pope to author, letter, 25 October 1989; Robert Holmes to author, letter, 20 November 1989; and Lew Albert to Edwin F. Wesely, Jr., letter, 21 August 1984.

23. *Questions and Answers Concerning the Acquisition of Your Real Estate by the Government*, NPS, March 1976; Jim and Margot Jackson interview, 29 October 1980; and *A Message to Landowners in the Cuyahoga Valley National Recreation Area*, NPS, October 1976. BOR was so impressed by the scope of these publications that it circulated copies to its regional offices to be adapted to other BOR projects.

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easements.<sup>24</sup> The Corps' aggressive rhetoric was typical, however, of Corps flood control projects where retention rights could not exist in the middle of a pool of water, and the use of eminent domain was common.<sup>25</sup>

Beset by the public outcry, NPS launched an investigation of the the Corps' CVNRA project in October 1976. Charles C. Haslet and William E. Weidenhamer of the Washington Office and George Pastrick of Midwest Region's Chicago Field Office determined that the five-member staff was not adequate and recommended it be expanded. The Corps agreed to increase its staff by one realty specialist and two clerk-typists and ordered Project Manager Robert O'Donnell to assist in negotiations. Although NPS seriously contemplated terminating the 1975 memorandum of agreement and completing the program with its own limited manpower, a decision to proceed with the Corps came from Omaha on November 1, 1976.<sup>26</sup>

By early 1977, however, public criticism of the Corps project did not abate and it appeared uncertain if FY 1977 funding could be expended before year's end. An exasperated Superintendent Birdsell declared that the program "is a mess and... is growing progressively worse."<sup>27</sup> The crescendo of protest came when the Cuyahoga Valley Park Federation, backed by Congressman John Seiberling, called on NPS to terminate the memorandum of agreement. On March 15, 1977, NPS Director Gary Everhardt met with Corps officials to inform them that NPS would take the Cuyahoga land program over on July 1. The two-year contract, battered by stormy relations, was at an end.<sup>28</sup>

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24. Jim and Margot Jackson, interview by Susan Garland and Nick Scratish, 29 October 1980. The Jacksons, told by NPS their property was in an easement area, were surprised to receive a Corps of Engineers letter (sent in error) stating it was to be a fee purchase. The same scenario happened with John Seiberling's property.

25. Dave Beal to author, letter, 4 October 1989; Tedd McCann interview, 27 June 1989; Sheridan Steele interview, 28 June 1989; and John Kawamoto interview, 27 July 1989. According to Kawamoto: *The Corps operates differently than we do. They don't have to care. When they go in to buy land, they are going to buy it. I mean, they are going to build a dam and they are going to have a reservoir and they are not going to fiddle-faddle around with willing sellers and willing buyers and all of that sort of stuff. They are just going to go in and buy it. If you don't want to sell it, they are going to condemn you.*

26. "Overview of Land Acquisition Program, CVNRA," 27 December 1976, report by Assistant Chief, Operations, Land Acquisition Division William E. Weidenhamer to Chief, Land Acquisition Division, L1425-640. Midwest Region's own investigation was critical of George Pastrick being stationed in Chicago when the majority of his duties were at CVNRA. *CVNRA Operations Evaluation Report*, December 1976.

27. Birdsell to Regional Director Merrill Beal, 11 February 1977, L14.

28. Everhardt to John F. Seiberling, letter, 24 March 1977, L14. Everhardt said five positions earmarked for CVNRA operations would be redirected to the lands office while the remaining positions would be taken from other NPS programs. He declared, "In any event, you can be sure that we will take every step possible to expedite this land acquisition program." Simultaneously, the House approved adding 1,000 new positions to the NPS personnel ceiling.

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### National Park Service Assumes Control

There are many reasons why the Corps of Engineers project was unsuccessful, but a principal one involved lack of manpower. Throughout this two-year period, the Corps at times did not have sufficient staff to handle the burden. The sudden glut of more than \$25 million in FY 1977 funds swamped the Corps effort. Additionally, seasoned Corps veterans operated by a different set of standards. For the Corps, land acquisition was cut and dried: full fee simple, and if negotiations stalemated, the agency initiated condemnation proceedings. This insular philosophy was a negative element which soured NPS/community relations.

As for NPS, it too lacked the necessary staff to oversee the Corps program. One of the principal mistakes at CVNRA was that personnel ceilings did not permit hiring critically needed staff for the rapidly growing and developing park. The Washington Office and Midwest Regional Office, operating under the same constraints, were powerless to help. Superintendent Bill Birdsell, later joined by Management Assistant Bob Holmes, could devote only limited time to monitoring the acquisition program aside from the crush of park administrative duties. Birdsell and Holmes expended considerable effort trying to assuage the complaints and misinformation of landowners.<sup>29</sup>

Perhaps the biggest stumbling block was the lack of an adequate land acquisition plan (LAP). As stated in P.L. 93-555, the secretary had to prepare and submit such a plan to Congress within one year of the park's authorization. Congress did not authorize additional funding or personnel to accomplish such a plan, and NPS had an acute shortage of both. Normally, two years was the traditional time period to develop an LAP, but Congressman Seiberling believed one year was sufficient in light of the groundwork provided by Tedd McCann's studies as well as Ohio's *Cuyahoga Valley 1975* report.

Superintendent Birdsell and Midwest Region Chief of Lands John Wright worked together in order to submit the LAP to Congress by the December 28, 1975 deadline. They produced a basic outline for the six-year acquisition program which was forwarded to the Washington Office.<sup>30</sup> Assistant Secretary Nat Reed thought he beat the deadline by submitting a December 11, 1975, letter spelling out the Corps' progress with an acquisition schedule showing no easements would be purchased until the fourth year. Reed noted that \$29.4 million would be needed from FY 1977 to 1980, but warned, "This level of funding is not deemed likely in

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29. John Kawamoto interview, 27 July 1989; and Robert F. Holmes letter to author, 20 November 1989.

30. Merrill D. Beal letter to author, 4 October 1989; James S. Jackson, "Reason for Cuyahoga Valley National Park's Name Change," *Akron Beacon Journal*, 18 January 1975; Robert Holmes letter to author, 20 November 1989; and Sheridan S. Steele interview by Susan Garland and Ron Thoman, 28 March 1982.

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consideration of other high priority projects that must also be accommodated."<sup>31</sup> House Interior and Insular Affairs Committee Chairman James Haley (Democrat-Florida) immediately criticized the lack of detail in Reed's letter and responded that it did not constitute an acceptable LAP.<sup>32</sup> Haley's Senate counterpart, Henry M. Jackson (Democrat-Washington), concurred and warned the department that if it failed to obey congressional mandates and acquire designated park lands, Congress would bypass Interior and do it through use of legislative declarations of taking.<sup>33</sup>

The lack of a detailed land acquisition plan proved to be costly in terms of public understanding and acceptance of NPS goals. Because Superintendent Birdsell was a "one-man show" (see Chapter 12), land acquisition priorities remained in constant flux, undergoing weekly (and sometimes overnight) revisions. Residents became understandably frustrated when NPS obtained titles, appraised properties, and took other preliminary acquisition steps only to do an about-face once new priorities developed.<sup>34</sup>

The growth of a national organization which opposed federal land acquisition policy easily gained converts among Cuyahoga Valley residents already disenchanted by both the Corps and NPS programs. The uproar caused by Charles Cushman's National Inholders Association (NIA) prompted NPS Director William Whalen to mandate in August 1979 that each park with an active land acquisition program had to have an approved land acquisition plan by year's end.<sup>35</sup> He recognized that regional directors and superintendents were "out of the loop" because the function was highly centralized in the Washington Office. To force these field managers to come to grips with the program by developing specific land acquisition plans, Whalen hoped they would get more involved in it while at the same time diffusing the negative campaign waged by

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31. Reed to Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, letter, 11 December 1975, L1425.

32. Haley to Reed, letter, 18 December 1975.

33. Jackson to Reed, letter, 26 January 1976. Interior responded that current funding levels would make the six-year deadline unobtainable, and it offered a draft bill to extend the period until 1982. It also advocated and requested use of declarations of taking to complete the program in time. See Acting Secretary Kent Frizzell to Henry Jackson, letter, 11 March 1976.

34. Author's review of land acquisition records; and Midwest Regional Director J. L. Dunning to Superintendent Lew Albert, 24 December 1980, D18.

35. Regional Director J. L. Dunning to Birdsell, 17 August 1979, L1425. Cushman chortled that most NPS superintendents had to scramble to assemble their park's legislative histories to find out just what Congress intended in order to prepare their land acquisition plans.

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Cushman and his NIA (see Chapter 11).<sup>36</sup> CVNRA's complex plan, largely compiled by Management Assistant Sheridan Steele, took until the end of April 1980 to complete.<sup>37</sup>

The acquisition plan revealed that initial priorities before completion of the general management plan (GMP) were to acquire undeveloped lands, those threatened by adverse uses, floodplain tracts, and "hardship" cases. First priority in importance were the floodplain tracts in the park's north end which were either zoned industrial or contained archeological resources. Deviations from this formula included tracts faced with specific threats such as the CEI electric transmission line (obtained through declaration of taking; see Chapter 21), new subdivisions, topsoil removal operations, and other construction. The GMP process, which went through four stages of public meetings and workshops, also included a land acquisition plan identifying general areas slated for fee simple and preservation easements. The GMP echoed the earlier decision to defer easements until the last quarter (or the fourth year) of acquisition. NPS justified making fee acquisition a priority because of the rapid escalation of valley land prices, threats to undeveloped lands, and existing adverse uses.<sup>38</sup>

The most heated point of contention between NPS and local critics was the scenic easement verses fee purchase issue. Opponents claimed that easements were cheaper and less disruptive to the local communities. NPS found that easements were not practical on large undeveloped tracts because potential development substantially raised an easement's appraised value. Appraisals had to reflect the property's full potential value once developed. Therefore, costs were tremendous, often soaring to 95 percent of fee value. Additionally, easements only preserved the status quo; taxpayer's money was being spent to preserve land taxpayers could only look at and not use while the residents enjoyed an exclusive setting protected from adverse development. Therefore, NPS turned to the use of partial fee/easement on larger tracts where an existing house and its immediate site was not necessary for park purposes. NPS marked the portion of the tract already fully developed, i.e., the house, support structures, and immediate vicinity, for easement (usually ten percent of fee value) while the surrounding land went for fee acquisition.

CVNRA encouraged visitors to explore the park's green open space. While concentrated housing areas posed few problems, those scattered individual private properties were subject to trespass and confused visitors as to the location of public use areas. Many regarded the scattered

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36. William Whalen telephone conversation with author, 6 September 1989. Whalen conceded he may have helped exacerbate the situation because he took a strong stand on using the power of condemnation, especially in western parks where property owners seemingly were "jerking around" NPS.

37. Sheridan S. Steele interview, 28 June 1989.

38. *Cuyahoga Valley National Recreation Area Land Acquisition Plan* (National Park Service, 1980).

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private homes, roads, and utility lines as intrusions on the park's landscape.<sup>39</sup> Valley residents naturally resented being viewed as intrusions. The residents themselves were critical of the number of houses NPS was acquiring in fee in areas previously earmarked for scenic easements. They argued that the park's enabling legislation and Congress' intent was to preserve as much of the valley through easements as possible, thereby lessening the impact on communities.<sup>40</sup>

However, from the first day Superintendent Birdsell arrived at CVNRA, he was inundated by landowners' requests to sell. Many cited various hardships as the basis of their pleas, and hardship cases, according to P.L. 93-555, were to be given swift consideration. Therefore, because they were willing sellers, Birdsell accepted *all* offers to sell, and thus fee acquisition, with the majority electing to retain the right of use and occupancy, became the *modus operandi* at Cuyahoga. Despite the fact that NPS plans stated easements would not be purchased until the last quarter of the acquisition program, NPS began acquiring easements in mid-1978 because it was instructed by the House Interior Committee to do so.<sup>41</sup>

Congressman John Seiberling became involved in the easement controversy, not because of the dissidents, but because he feared CVNRA would run out of funding. During a tour of the park with Bill Birdsell, Seiberling realized that Birdsell's ultimate goal of "letting nature reign supreme" also included few inholdings and removing as many buildings as possible, all at a total price of \$160 million. Seiberling responded that neither he nor the Congress intended to spend that much money, and that preservation of the natural and cultural aspects of the park should carry equal weight. According to the congressman, the only houses to be acquired should be eyesores, incompatible uses, or those in areas designated for public recreational use.<sup>42</sup>

Birdsell's view was held by most traditional, old-line NPS officials, and was one which did not conform to the realities of an urban recreation area. Birdsell believed that "if you are going to manage it, you have to own it."<sup>43</sup> It was a position which local landowners used to vilify him. One of Birdsell's colleagues responded:

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39. Sheridan S. Steele, "Questions and Answers," 7 April 1980, K5415.

40. Martin Griffith interview, 22 May 1989; and Leonard Stein-Sapir interview, 24 May 1989.

41. Author's review of CVNRA land acquisition files; and Executive Assistant to the Regional Director Bill Dean to Regional Director Dave Beal, 26 May 1978, A24.

42. John Seiberling interviews, 22 May and 7-8 September 1989; and "Remarks by Congressman Seiberling on the Omnibus Parks and Recreation Act of 1978," *Congressional Record*, 26 June 1978, in Janet Hutchison, *Legislative History, Part II*. Apparently Birdsell expressed to his superiors in Omaha that strict fee acquisition was the policy of Congressman Seiberling (see John Kawamoto interview, 27 July 1989). Birdsell told a colleague that he envisioned every square inch of CVNRA to someday be owned by NPS in fee (see Ron Thoman interview, 26 May 1989).

43. Michael Donnelly interview, 29 June 1989.

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*People were screaming about it, but had Bill not taken that aggressive posture on land acquisition, I am convinced that this park never would be what it is today. I for one have been really sick and tired of hearing "Birdsell bashing" because it is the thing to do. I think some day people, if they understand, will thank Bill Birdsell for that very aggressive stand that he took to get what he could get while the getting was good.*

*The reason the park was created was because it was going to be eaten alive. After all, the Congress just said, "Here is a boundary." That was easy. Bill had the tough part. He had to come in and save what was within that boundary. There was only one way to save it and that was to buy it.<sup>44</sup>*

Disgruntled homeowners also objected to the growing number of vacant fee properties in which the former owners elected not to retain use and occupancy. NPS first attempted to identify uses for non-historic structures. Should NPS, other government agencies, or compatible non-profit organizations have no need for a particular building, CVNRA must initiate a paperwork process to remove it. Called the report of survey, the review must pass through MWRO, WASO, and the State Historic Preservation Office before a building can be eliminated. Once it is put up for public sale and no one is found who wants to move it out of CVNRA, the final step is to put it in a demolition/removal and site restoration contract. The entire process is as cumbersome as it is prolonged.<sup>45</sup> In the meantime, the boarded up homes, with overgrown, weed-infested lawns, were subject to vandalism and arson. Because funding for building removal and/or demolition came only sporadically, the government-created eyesores were a constant wellspring of bad publicity.<sup>46</sup>

When the NPS-operated land acquisition program began on July 1, 1977, Michael J. Sweeney was in charge of ten permanent and seven temporary employees.<sup>47</sup> The land acquisition division operated with a degree of autonomy, controlled by the Washington Office, and with officers reporting to suboffices at Indiana Dunes National Lakeshore or one in Minneapolis. When Superintendent Lew Albert arrived at CVNRA in late 1980, he insisted that he gain control of the program in order to provide daily oversight.<sup>48</sup>

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44. Ron Thoman interview, 26 May 1989.

45. Einar Johnson interview, 16 May 1989. The total number of removed and/or demolished structures is between 350 to 400.

46. Cuyahoga Valley Park Federation Report on Issues, 1 February 1978, CVPF files; and Superintendent Albert to Deputy Director Ira J. Hutchinson, 4 May 1981, D30.

47. Washington Office Chief, Land Acquisition Division, Charles Rinaldi to the files, 30 September 1977, L14.

48. Chester V. Hamilton letter to author, 24 October 1989.

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Much of the public dissatisfaction with federal acquisition activities developed because of previous land-purchasing efforts. Before CVNRA's establishment, the state and the metropolitan park districts were actively acquiring sizeable tracts. The metroparks, with scant resources allotted to purchase land, were more circumspect on land deals while federal officials, backed by sizeable Land and Water Conservation Fund (LWCF) reserves, were not. The inflationary spiral of the 1970s, however, saw U.S. real estate prices escalate. In the Cuyahoga Valley, prices skyrocketed and the public was dismayed by the seemingly exorbitant prices the federal government paid. Greed, compounded by dissatisfaction, simmered in the Cuyahoga Valley.<sup>49</sup>

The land controversy captured public attention in 1978 when the local resident's group, the Cuyahoga Valley Homeowners and Residents Association, filed its first lawsuit challenging NPS's right to buy residential property. The case involved Peninsula resident David Hazelwood's property at 4906 Wetmore Road, on which he wished to negotiate a scenic easement rather than accept Superintendent Birdsell's demand for fee acquisition. The Homeowners Association charged that because the NPS master plan showed no park facilities were planned in that vicinity, Hazelwood should not be compelled to sell it in fee. The litigants asked the U.S. District Court to declare NPS's actions illegal, to stop similar measures, and to clarify CVNRA's enabling act.<sup>50</sup> The Homeowners Association backed Hazelwood as well as a similar suit by Dr. and Mrs. Thomas Bear who opposed NPS efforts to acquire their property on Oak Hill Road (see Chapter 11).<sup>51</sup>

During this same time, the General Accounting Office (GAO) began its first investigation at CVNRA as part of an overall review of the effectiveness of national recreation areas in providing open space and recreational opportunities to urban residents.<sup>52</sup> The GAO report criticized some of NPS's acquisition methods and recommended that the Interior secretary encourage state and local governments to take the lead in park ownership and management in order to reduce federal spending.<sup>53</sup>

As public opposition grew throughout the country (see Chapter 11), NPS Director William Whalen ordered a review of land acquisition at a number of parks. The Washington

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49. Harvey R. Swack telephone conversation with author, 5 September 1989.

50. Steve Hoffman, "Suit to Challenge Park Land Purchase Plan," *Akron Beacon Journal*, 19 July 1978; "Peninsula Owners Sue to Halt Park Takeover," *The Cleveland Press*, 20 October 1978; Leonard Stein-Sapir, letter to the editor, *Akron Beacon Journal*, 18 January 1980. On April 13, 1982, U.S. District Judge John Manos ruled in favor of NPS by stating use of eminent domain did not violate landowners' Fifth Amendment rights of due process. See Cathy Kissling, "Park Service Land Grabs OK'd by Federal Judge," *The Cleveland Press*, 14 April 1982.

51. Robert Hoiles, "Effect of Court Ruling in Park Suit Debated," 30 June 1980, and "Valley Park Decision a Victory for the Area," 5 July 1980, both in *Akron Beacon Journal*.

52. Acting Superintendent Robert J. Byrne to Regional Director Beal, 27 July 1978, A60.

53. GAO Director Henry Eschwege to Secretary Cecil Andrus, letter, 19 June 1979.

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Office team reported "nothing unusual" at the two Midwest Region parks being investigated in the Servicewide review, Cuyahoga Valley and Saint Croix National Scenic Riverway, Wisconsin/Minnesota. At Cuyahoga, the team noted the public had a clear delineation between Corps of Engineers and NPS personnel. The team met with Homeowners Association's Leonard Stein-Sapir to assess the views of his group and other valley residents. Team Leader Joe Rumburg reported that while residents were frustrated and angry, they did not feel harassed:

*The notable exception was the period of time when the Corps of Engineers was operating within the national recreation area. Most of those interviewed felt that the Corps left a very bad taste and were guilty of indeed intimidating and/or harassing landowners. Though a very clear line is drawn and those interviewed indicated that the NPS personnel were competent and personable, there is still a "bad taste" left in the valley from the Corps days that lingers on.<sup>54</sup>*

Many residents felt that NPS was "influencing" homeowners to sell and take any retention by not immediately salvaging purchased homes which remained as targets for vandals. This was seen as a form of intimidation because, by making the valley a less desirable place to live, it made some people *want* to move.

A common misconception was that residents, like Hazelwood and Bear noted above, and not park management, made the decision on fee verses easement. This in part could be attributed to numerous "flip-flops" by NPS on what type of land settlement was reached. On these inconsistencies, the team reported:

*It appears that in most cases changes were made in an attempt to meet the needs of the landowner. This has caused other landowners to protest. Management then in an effort to be very even-handed in its dealings, made the decision to allow no further deviation which has in turn brought on criticism of being bureaucratic, unbending and unsympathetic to landowners.*

*It is our belief that management has made an honest effort to determine the most satisfactory method of acquisition commensurate with the needs of the landowner yet meeting the requirements of the legislation pertaining to the area. While there may be acquisitions that seem to be based on other than the above, we have not found them.<sup>55</sup>*

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54. Rumburg to Task Force Chairman Stanley Albright, 13 September 1979.

55. Ibid.

## *History of the Land Acquisition Program*

The special NPS investigative team submitted eight recommendations for Servicewide application based on lessons learned at Cuyahoga:

- 1. In order to make superintendents fully responsible for local acquisition, areas of responsibility, lines of authority, and cooperative relationships should be clearly delineated.*
- 2. The general management plan should be completed first and then a detailed land acquisition plan should be prepared prior to the purchase of any park land. In this way, landowners can be given a definitive answer on how their land is to be used.*
- 3. NPS should provide more input into formulating park enabling legislation to ensure that acquisition language is unambiguous.*
- 4. Each contract appraiser should be educated about a park's legislative purpose and why certain tracts are needed.*
- 5. Adequate funding needs to be appropriated to ensure an expedient acquisition program.*
- 6. A superintendent should enter on duty at a new acquisition project prior to any management decisions being made regarding land acquisition priorities or specific actions.*
- 7. A management assistant should be provided to each superintendent of a new area to render help in park operations, public relations with landowners, and contacts with the media.*
- 8. Training programs should be developed involving both land acquisition and park management employees focusing on relationships with each other, landowners, and other parties.<sup>56</sup>*

Another GAO investigation began in late 1979 and continued for 22 months. It came upon the request of Senator Ted Stevens<sup>57</sup> (Republican-Alaska) which again involved CVNRA and a number of other NPS areas on acquisition-related matters. One aspect involved whether or not John Seiberling received preferential treatment from NPS when it acquired a part of his land. The congressman himself welcomed the probe which uncovered no special treatment over the Seiberling property.<sup>58</sup>

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56. Ibid.

57. The relationship between Stevens and Seiberling was bitter, especially since Seiberling was a champion of the Alaska parks bill which Stevens adamantly opposed.

58. David Hess, "GAO Declares Seiberling Land Sale OK," *Akron Beacon Journal*, 4 September 1980; and Superintendent Birdsell to Assistant to the Director Dave Sherman, 24 March 1980.

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While the aforementioned investigations were on-going, the first disruption in the NPS acquisition program came from a surprising source, two members of the local congressional delegation: Senator Howard Metzenbaum and Congressman John Seiberling. As early as January 1980, Seiberling asked NPS Director William Whalen to reevaluate the CVNRA program. Filings of condemnation actions halted immediately while the assessment was underway. The Seiberling/Metzenbaum request was released publicly in a March 14, 1980, letter which cited budgetary concerns as well as the poor state of public relations in the area.<sup>59</sup> The disruption lasted only a short time until the new land acquisition plan was released in May. The interim period helped create a better political atmosphere.<sup>60</sup>

Beginning in 1981, Superintendent Lewis S. Albert made his imprint on CVNRA by changing course from a preoccupation with land acquisition to action based on park development and visitor service programs. Albert discontinued the use of condemnation because he found it unnecessary. Fortunately, many of the controversial tracts, i.e., those whose resource values were threatened by adverse development, were already acquired. There were plenty of willing sellers and during his seven years (1981-1987), NPS bought land "like gangbusters" with few of the problems experienced during the Birdsall years (1975-1980). Albert opposed acquiring easements on residential properties because the terms were largely unenforceable and most people normally took good care of their homes. According to Albert:

*Rarely did a week go by that one or two people weren't in asking why we wouldn't buy them next or first. I consider that to be a successful part of the program, from one of absolute hostility to government purchase at every level by everybody, to one where it was not only welcome, but a desirable outcome for a lot of people.<sup>61</sup>*

After Secretary Watt's acquisition moratorium expired in August 1981, Albert's policies went into effect with the following priorities:

1. parcels threatened with incompatible use.
2. large, undeveloped tracts.

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59. John Seiberling interview, 7-8 September 1989; Metzenbaum and Seiberling to Whalen, letter, 14 March 1980; and David Hess, "Halt is Sought in Some Valley Park Purchases," *Akron Beacon Journal*, 18 March 1980.

60. Jimmie L. Dunning letter to author, 4 October 1989; and Director Whalen to John Seiberling, letter, 2 April 1980.

61. Lewis S. Albert interview, 13 July 1989.

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3. hardship cases.
4. residential properties acquired through negotiations.
5. agricultural lands are not to be acquired as long as they remain under cultivation.

Albert proposed amending CVNRA's land acquisition plan to provide flexibility to move tracts up or down on the list depending on new circumstances or threats.<sup>62</sup>

In an attempt to slow NPS's land acquisition machine, Secretary Watt instructed NPS Director Russell Dickenson to withdraw from the ten regional directors authority to accept offers for the sale of property to the U.S. and mandated that all such actions undergo departmental review prior to approval. Of four CVNRA offers submitted in 1982, three were denied. Acquisition was in such disfavor that Interior refused to use the word. "Land resources" became the bureaucracy's new terminology, and divisions and offices were renamed accordingly.<sup>63</sup>

To the CVNRA staff, the investigations began to be routine. In fact, Superintendent Albert's first visitor upon walking into his office the first day at work was a GAO inspector. Clearly, the spate of investigations were politically motivated. Investigators admitted to CVNRA staff that they found no improprieties, but when the team returned to report this back to their superiors, they were sent back "to go find something" and to compile a report which was satisfactorily critical. At each park closeout session, investigators shared their preliminary report, but the implication was clear that it was subject to change by their superiors.<sup>64</sup>

The GAO released its long-awaited report in September 1981. Systemwide, the GAO blasted NPS for wasting tax dollars "unnecessarily" to purchase land not needed for specific park purposes. GAO was particularly critical of the millions spent at CVNRA and advocated NPS "sell back to private citizens land it acquired but does not need." The report was not specific as to how much money was wasted, how much land should be sold back to private owners, or

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62. Lewis S. Albert interview, 13 July 1989; CVNRA Advisory Commission minutes, 23 April and August 27, 1981; and Albert to Regional Director J. L. Dunning, 18 March 1981, L14. Albert used condemnation three times: twice in friendly proceedings to clear title, and once on an adverse use.

63. Lewis S. Albert interview, 13 July 1989; Superintendent's Report for 1982; and Associate Regional Director, Operations, Warren H. Hill to All Areas and Offices, 19 November 1981, A64.

64. Lewis S. Albert interview, 13 July 1989; Sheridan S. Steele interview with Susan Garland and Ron Thoman, 28 March 1982; and Russell Dickenson interview, 18 July 1989. Dickenson said the GAO report was the "work of Cushman behind the scenes" and "just a way of trying to gut and decimate the land acquisition program itself."

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which parcels NPS should not have purchased in the first place. It clearly missed the boat as to what parks were all about. Without a manageable land base, CVNRA would be nothing but a scattering of half-acre picnic sites with no wide open space. Although Congressman Seiberling stated he would work on a sell-back bill, the effort never progressed beyond the discussion stage.<sup>65</sup>

Nineteen eighty-one saw Secretary Watt order the department's inspector general (IG) to launch yet another investigation of CVNRA's land practices. Watt asked the IG to address allegations concerning NPS misrepresentation of land acquisition costs in new park expansion areas, that park boundaries were drawn to benefit private interest groups and landowners,<sup>66</sup> and that owners were not treated fairly or consistently. On the first two points, no improprieties were discovered. The IG did note that the failure to buy easements in the past and the sudden purchase of easements was inconsistent and unfair.<sup>67</sup>

At the same time Watt imposed a moratorium on use of the Land and Water Conservation Fund (LWCF) he launched a billion-dollar Park Restoration and Improvement Program (PRIP). LWCF money was to be used only for outstanding court awards, unspecified emergencies, and hardship cases. The bottom line was no new parkland. Congress refused to allow LWCF monies to be used for PRIP, an activity for which Congress provided generous appropriations. For FY 1982-84, it appropriated \$322,205,000 Systemwide for land acquisition, or two and a half times the amount requested by the Reagan administration.

Watt's 1981 moratorium<sup>68</sup> on spending LWCF appropriations translated into NPS's obligation rate dropping from 75 to 51 percent in FY 1982. Under the Impoundment Control Act of 1974, the deferral "may have constituted an illegal impoundment of funds" according to

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65. Bill Sloat, "GAO: Millions Wasted on Valley Park," *Akron Beacon Journal*, 20 September 1981; and Lewis S. Albert interview, 13 July 1989; and Jerry Masek, "Congress Eyes Selling Back Valley Park Land," *The Cleveland Press*, 8 October 1981. In an area where private housing was plentiful, the report also criticized the nine NPS-acquired homes used for park housing, a violation of departmental policy. See Masek, "GAO Says Cuyahoga Valley Park Flouts Federal Rules," *The Cleveland Press*, 20 September 1981.

66. The area in question concerned the buffer between Peninsula and the Midwest Coliseum. See Seiberling interview, 7-8 September 1989.

67. Inspector General Richard Mulberry to Assistant Secretary, Fish and Wildlife and Parks G. Ray Arnett, 31 March 1982, L14. Four other areas were targeted: Santa Monica Mountains National Recreation Area, California; Fire Island National Seashore, New York; Indiana Dunes National Lakeshore, Indiana; and Sleeping Bear Dunes National Lakeshore, Michigan. Although Watt informed a reporter of his actions, no one at NPS, including Director Dickenson, knew anything about it. See Russell Dickenson interview, 18 July 1989; and "U.S. Park Land Probe Challenged," *Akron Beacon Journal*, 15 May 1981.

68. Adding to the chaos and confusion in 1981, Watt abolished the Heritage Conservation and Recreation Service (HCRS), the former Bureau of Outdoor Recreation, and directed NPS to absorb HCRS programs and personnel en masse.

## *History of the Land Acquisition Program*

a 1984 report released by the House Subcommittee on Public Lands and National Parks. Chaired by John Seiberling, the subcommittee released its findings from its three-year oversight of the department. The administration's policies, the report concluded, caused substantial hardships on landowners and posed numerous threats to park resources. The congressional review cited fifty willing sellers in 1983, some of whom were retirees or unemployed, who needed to sell their properties, but the department would not release more than \$6 million from LWCF. Because the review highlighted the folly of its policy, upon the end of Secretary Watt's tenure, the administration reversed itself and allowed acquisition to continue in newer park areas such as Cuyahoga Valley.<sup>69</sup>

At the local level, CVNRA's credibility suffered because commitments had to be withdrawn, thus disrupting the plans of many willing sellers. Once the moratorium lifted, it took time to heal this credibility gap with valley landowners.<sup>70</sup>

In late 1982, the department discarded the land acquisition plans compiled in 1979 and mandated that "land protection plans" be prepared for each park. One of the land protection plan mandates was to identify cost-effective alternatives to federal fee acquisition of private lands, and if acquisition was necessary, to obtain only the minimum interests necessary to meet management objectives. Acknowledging that CVNRA was beginning "one of the most challenging and important projects that this park will ever face," Superintendent Albert assembled a task force of eight employees to compile the land protection plan over the ensuing six months. Four seasonal employees were subsequently hired and some Volunteers in Parks (VIPs) assisted the planning team.<sup>71</sup>

On the land protection plan initiative, CVNRA was under intense scrutiny from the department. According to Lew Albert, at one meeting, Ric Davidge, assistant to the assistant secretary, warned him that "Yours had better be absolutely complete, absolutely perfect."<sup>72</sup> CVNRA Historical Architect Ed Adelman led the effort with some technical assistance provided by MWRO's David N. Given and the Washington Office's Warren Brown. The land protection plan task force identified all cultural and natural resources, examined requirements for public use, researched existing land protection programs, interviewed private property owners, and held public meetings. Through a thorough understanding of the resource base, recreational needs, and

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69. *Land Acquisition Program of National Park Service*, Subcommittee on Public Lands and National Parks of the Committee on Interior and Insular Affairs, 97th Congress and 1st Session, 98th Congress, report issued in 1984. When asked if he took any specific actions to protect CVNRA, Seiberling replied, "I didn't need to. I was there sitting on the controls." See interview, 7-8 September 1989.

70. Einar Johnson interview, 16 May 1989.

71. Superintendent Albert to staff, 21 December 1982, A5427; and Ed Adelman letter to author, 13 September 1989.

72. Lew Albert interview, 13 July 1989.

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landowners' plans, the group developed a range of land protection strategies and proposed specific ones for each tract of non-federal land.<sup>73</sup>

The result was one of the most extensive land protection plans completed throughout the National Park System. While initially motivated by politics, the process yielded a remarkable tool for determining the overall context of CVNRA and provided a means for managers to make informed decisions concerning land acquisition. The narrative data and appendix material covered several volumes and exceeded two thousand pages. In November 1983, Albert and Adelman presented the land protection plan to NPS Director Dickenson and Deputy Director Mary Lou Grier, Assistant Secretary G. Ray Arnett, and their immediate staffs. So well received was the land protection plan that none of the report's recommendations were changed.

CVNRA subsequently produced an executive summary and accomplished some editing to reduce the document's size. The land protection plan recommended a lower overall level of federal land acquisition than proposed in other plans. Reduction of fee lands to easement was 150 acres; fee to partial easement/fee, 305 acres; partial easement/fee to only easement, 55 acres; and fee to fee with leaseback (for agricultural purposes or under the historic property leasing program), 500 acres. The plan encompassed the entire CVNRA land base and was subject to biennial updating.

The benefits of the land protection plan have been many. It generated a computerized database. It served as the preliminary format for CVNRA's cultural landscape report. In fact, the land protection plan's section on land protection strategies was used verbatim in the Service's 1985 cultural landscape guidelines. Most importantly, the plan helped curb the local opposition. When NPS published the land protection plan, people no longer lived in fear of nebulous federal government actions. With a collective sigh of relief by the community as well as NPS, the land acquisition issue dissipated by the mid- to late 1980s.<sup>74</sup>

### Assistance from the Trust for Public Land

Upon the suggestion of NPS Director William Whalen, the Trust for Public Land (TPL) agreed in 1977 to establish an Ohio office to help launch the new park. TPL proved to be of

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73. Ed Adelman letter to author, 13 September 1989; and *Land Protection Plan and Addendum, CVNRA, First Biennial Revision*, December 1986. The first LPP was approved on October 22, 1984.

74. Edward H. Adelman to author, letter, 13 September 1989; and Steven Elkinton to author, letter, 20 September 1989.

## *History of the Land Acquisition Program*

considerable help at emerging parks such as the Gateway national recreation areas in San Francisco and New York, and Point Reyes National Seashore in California. Because TPL's mandate is to create public spaces near urban areas, assisting NPS in obtaining a manageable CVNRA land base was a natural occurrence. The Gund and Cleveland foundations helped fund the initial TPL operation.

Headquartered in San Francisco, the private, non-profit organization purchased parkland and held it until NPS found the financial resources to buy the tracts. TPL negotiated on high-priority tracts and purchased them at less than fair market value. Benefits to the seller included being able to sell when ready and then taking the difference in the sale price and fair market value as a charitable deduction upon filing annual income tax returns. TPL shared any inherent savings with NPS. On a nationwide basis, in the two years since its founding in 1973, TPL purchased \$6 million worth of real estate and rolled it over for \$8 million. After splitting the proceeds with the government, TPL devoted its "profit" to paying its own costs as well as to finance additional land deals.<sup>75</sup>

In September 1977, TPL set up a field office in Peninsula until it moved to the historic Old Arcade in downtown Cleveland where it broadened its focus to a region roughly centered in Michigan, Ohio, and West Virginia. Occupying a suite adjacent to the Ohio Conservation Foundation (OCF), TPL worked closely with OCF and adopted its concept of using land trusts as a tool to protect park boundaries.<sup>76</sup>

Tom Offutt provided the greatest degree of continuity in TPL's Cuyahoga Valley effort. Offutt, employed by TPL from the late 1970s until his retirement in 1990, supported the concept of purchasing historic buildings for addition to CVNRA. Its first significant purchase in this regard was the Stephen Frazee house,<sup>77</sup> a canal-era brick structure which is believed to be one of the oldest buildings in the valley. TPL's California-based board frowned on using TPL money to rehabilitate old buildings, so Offutt turned to the Ohio Conservation Foundation which conducted a local fund raising campaign to stabilize the precariously tilting structure. These measures saved the Frazee house from collapse.

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75. Tom Offutt interview, 25 May 1989; William Whalen telephone conversation with author, 6 September 1989; and "Thanks to Land-Buying Trust," editorial, *Akron Beacon Journal*, 18 December 1975.

76. CVPF Advisory Board meetings of 9 and 30 December 1975; and Tom Offutt interview, 25 May 1989. The first TPL staff person was Lawrence Stein.

77. Prior to TPL's intervention, a group of local people saved the house from a developer by securing a \$500 option to buy. The effort was spearheaded by Norm Godwin and Jim Kuth. Funding was provided by Mr. and Mrs. Earl Anderson, Mr. and Mrs. Dan Holmes, Mr. and Mrs. William Hutchison, Akron Junior League, and Valley View Historical Society.

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Backed by the Gund and Cleveland foundations, Tom Offutt launched a \$1 million fund-raising drive in 1980-81 among the Cleveland and Akron corporate communities to build a revolving fund to augment the NPS land acquisition program. To demonstrate NPS support, NPS Deputy Director Ira Hutchison attended the kick-off breakfast to address the chief executive officers of 30 local corporations. Despite a personal letter from the chairman of Standard Oil of Ohio to each of his colleagues and contributions from SOHIO, TRW, and Parker Hannifin, the fund never grew beyond \$45,000. Local corporations could not be convinced of the wisdom of helping Uncle Sam.<sup>78</sup>

As controversy enveloped the land program in the late 1970s, CVNRA turned to TPL for help on several "hardship" cases. Often involving a bankruptcy or health emergency, hardships became difficult to address when properties were low on the priority list. When Birdsell's common practice of promising hardship cases a swift purchase came under scrutiny, he adopted a more "by the book" approach, then enlisted TPL's assistance to buy the property with the hope of NPS purchasing it within three to four years.

TPL's impact at Cuyahoga has been moderate, but continues to the present. The lack of personnel and resources as well as its West Coast bias caused TPL's presence to be less than what it should have been. The effective throttling of land acquisition by the department during the Reagan era also contributed to TPL's moderate level of success.<sup>79</sup>

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78. Tom Offutt interview, 25 May 1989; Lawrence E. Stein to Superintendent Birdsell, letter, 1 November 1978; and Superintendent's Report for 1980.

79. Offutt interview, 25 May 1989. It was Offutt who tipped off a *Barron's* reporter about CVNRA purchasing the Knapp house, a canal-era building listed on the National Register of Historic Places, which saw action as a bordello. The incident served as a lead-in to the cover-page article critical of Secretary Watt's policies. (See 6 September 1982 issue).

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### Relations with the Community

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*There was a lot of misinformation. Just as one quick example, one owner would come in and say, "I want to sell my property. I really need to do it quickly, but I don't want anybody to know that." So we would end up buying their property; their neighbors would think they were "forced out." There was a lot of that kind of misinformation around that ended up reflecting negatively on us. So if there was a morale problem, it probably related to that kind of atmosphere more than anything.<sup>1</sup>*

Management Assistant Sheridan S. Steele

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#### Zoning Concerns and Other Matters

The establishment of the Cuyahoga Valley National Recreation Area (CVNRA) brought change to the lives of Cuyahoga Valley residents. As land acquisition progressed, a myriad of baffling new National Park Service (NPS) policies, came in to play over fee and easement lands. This added level of federal regulation understandably evoked community resentment and cast the otherwise friendly NPS rangers as unwanted interlopers. For many residents, the quality of life decreased as the surrounding residential community declined in number. With neighbors few and far between, vandalism and theft of vacant properties increased. Remaining taxpayers had to absorb the brunt of increased police and fire protection as well as other emergency services. NPS regulations ranging from keeping pets on leashes to getting permission prior to using chemicals on crops or cutting down dead or diseased trees alienated many people.<sup>2</sup> In short, the

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1. Sheridan S. Steele interview, 28 June 1989.

2. Susan Smith, "The Rangers vs. the Settlers," *Akron Beacon-Journal*, 24 February 1985.

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reality of living within a national park unit came as a rude awakening to the community, including those who lobbied for CVNRA's authorization.

Almost immediately, CVNRA Superintendent Bill Birdsell began working with local communities to discourage the proliferation of commercial activities inconsistent with park purposes. Birdsell tackled many brush fires head-on such as timber-cutting, topsoil removal, quarrying for sand and gravel, and oil and gas speculation. Birdsell and his successors enjoyed close, productive relations with local jurisdictions, but a few proved to be openly hostile.

Perhaps the earliest organized community effort to resist the NPS presence came in late 1975 from Boston Township. In October, the zoning commission approved a petition from landowners to rezone 450 acres on Akron-Peninsula Road from residential to business-recreation. Birdsell feared the rezoning, if successful, could set a precedent and encourage a valley-wide escalation in land prices. While the Boston Township trustees denied that particular rezoning request, in January 1976 it asked the zoning commission to look into rezoning more than 8,000 township acres to business-recreation.<sup>3</sup> Birdsell's worst fears appeared to be coming true. He denounced it as a

*vain effort, a move which could have no lasting effect at all. I don't understand it. It's all so futile. If there is a question of whether there should be a park, it's too late. The whole thing is futile because the National Park Service now has complete responsibility of land use inside park boundaries.<sup>4</sup>*

*This is an adverse move and an attempt to thwart the park. But it is a vain one because we are charged by law to develop this park, and we will do just that.<sup>5</sup>*

The township's action came in understandable reaction to the troubled history its citizens experienced with past land acquisition efforts when the traditionally isolated community began being impacted by a number of outside forces. Over a period of several decades and intensifying in the 1960s, the Akron Metropolitan Park District acquired sizeable tracts within Boston Township for park purposes. Utility companies purchased extensive right of way rights throughout the area. Construction of the Ohio Turnpike (Interstate 80) and Interstate 271 necessitated acquisition of considerable township acreage. With the dawning of CVNRA, Boston Township citizens were baffled by a succession of confusing maps, some of the earliest of which omitted the Oak Hill Road neighborhood and Boston Village. The inclusion of these areas of the

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3. Cuyahoga Valley Park Federation Advisory Board meeting minutes, 23 October and 9 December 1975.

4. Don Winbush, "Boston Trustees Flip Stand on Park Land," *Akron Beacon Journal*, 27 January 1976.

5. Pauline Thoma, "Valley Park Hassle Feared," *The Plain Dealer*, 2 February 1976.

## *Relations with the Community*

township into CVNRA, compounded by the aggressive land acquisition program conducted by the Corps of Engineers and backed by Superintendent Birdsell, caused many to believe that "retentions and easements were simply rhetoric, not land protection techniques that were to be practiced." Faced with the apparent inevitability of fee purchase, many Boston Township citizens lobbied to secure the greatest market value for their properties.<sup>6</sup>

Yielding to widespread public pressure, on February 9, 1976, the zoning commission recommended that all of Boston Township within CVNRA, 8,422 acres, be changed from residential to business-recreation use. Reacting angrily to the trustees' approval, pro-CVNRA opponents promised to circulate petitions to put it on the ballot. Birdsell, prohibited by law from lobbying in the public political arena, turned to the Cuyahoga Valley Park Federation (CVPF). CVPF subsequently launched a successful campaign to educate voters. When the referendum came in June 1977, the narrow vote was 81 to 70 against the rezoning.<sup>7</sup>

The National Park Service's failure to adopt any nationwide, systematic approach to zoning has proven to be a detriment in the Cuyahoga Valley. The 1974 CVNRA act instructs NPS to provide technical assistance to local communities in developing compatible zoning ordinances. Unfortunately, because of a lack of funding and staff, the CVNRA has been unable to fulfill this requirement and is forced to respond to adverse developments in a reactive, rather than a proactive, manner. An appeal to the NPS Washington Office revealed that there were no models of good zoning ordinances to follow because of varying circumstances throughout the country.<sup>8</sup> When CVNRA managers cannot rely on local laws to stop adverse development inside or adjacent to the park, they have been adept at working behind the scenes, away from the scrutiny of the media. Efforts aimed at zoning commissions and city governments have stopped many projects at the proposal stage, including a proposed racetrack near Boston Heights Village in 1975 and a penal institution at the park's northern gateway at Canal and Rockside roads in 1984.<sup>9</sup>

Despite an aggressive public education campaign, rampant misinformation about the land acquisition program fueled the public controversy. Individual cases became legendary. The Szalay family came under NPS scrutiny because, in addition to selling their own sweet corn and

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6. Review comments of Randolph S. Bergdorf, Boston Township Trustees vice-chairman, letter to author, 29 August 1991.

7. "Rezoning Scheme in Boston is under Heavy Attack," *The Voice*, February 1976, CVPF files; and Birdsell to files, 7 June 1977 with undated postscript, L14.

8. Acting NPS Director Bill Briggie to Sheridan S. Steele, CVPF, letter, 17 November 1976, A22. NPS has also been reluctant to provide this assistance because it does not wish to "dictate" standards to or usurp the authority of local governments. See John Kawamoto interview, 27 July 1989.

9. CVPF Advisory Board meeting minutes, 9 December 1975, CVPF files; and Superintendent Lewis S. Albert to Ronald Bernstein, city of Valley View, letter, 29 June 1984, L32.

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other produce at their open-air market, they sold a diverse variety of fruits and vegetables from outside the valley as well. NPS policies required that the Szalay's commercial enterprise apply for a permit and go through the bidding process like any other concession. Birdsell's philosophy was to purchase agricultural land in order to control land usage and treatment. With the slowdown in the acquisition program in the early 1980s, Superintendent Lewis S. Albert changed course and determined that NPS would not buy agricultural land. Szalay sweet corn, a Cuyahoga Valley tradition, remains in private ownership.<sup>10</sup>

Other examples which contributed to public confusion and mistrust can be found in the fallout of the acquisition program itself. In one instance, in 1977 NPS paid \$108,900 for a house, only to have the former owner purchase the salvage rights for \$4,500 and move it across Oak Hill Road. Corps of Engineers, township, and county officials allegedly neglected to inform the family that the new homesite was still within CVNRA. NPS secured an immediate declaration of taking and purchased the house again for \$57,700. Henceforth, officials ensured that all salvage contracts specified that homes were removed from CVNRA.<sup>11</sup>

NPS also faced problems from unscrupulous real estate speculators and profiteers who subdivided land for development, with the clear knowledge that the land was within CVNRA. The problem was particularly acute in Sagamore Hills Township where officials routinely approved building permits for tracts within CVNRA. The action resulted in a June 1977 letter circulated to all local and county officials signed by Representatives John Seiberling, Charles Vanik, and Ronald Mottl warning that NPS had unrestricted authority to eliminate all construction initiated inside the park after December 31, 1974.<sup>12</sup>

One acquisition which generated considerable controversy involved Greenwood Village. Launched in 1967 as one of the largest housing developments in northeast Ohio, Greenwood Village developers envisioned 4,000 units ranging from single-family homes to large high-rise apartments on 900 acres near Ohio 82 and 8 in Sagamore Hills Township. After 718 housing units accommodating 1,800 people were built, chronic financial problems led to bankruptcy in

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10. John Seiberling interview, 7-8 September 1989; Ron Thoman interview, 26 May 1989; and Barbara Mudrak, "Valley Farm Gets a Break: Park Land-Buying Halted; Corn Still Grows," *Akron Beacon Journal*, 12 May 1981.

11. Charles Lally, "U.S. May Pay Twice for House," 18 June 1977, and "Double Dip: Second Purchase Costs U.S. \$57,700," 14 January 1978, both in *Akron Beacon Journal*.

12. Sheridan S. Steele interview, 28 June 1989; and David Hess, "Congressmen Warn Park Homebuilders," *Akron Beacon Journal*, 13 June 1972. One realty company adopted the name "Cuyahoga National Park Realty" and used an arrowhead on its realty signs, inferring an official relationship with NPS and CVNRA. After it generated numerous telephone inquiries from confused citizens, a letter outlining why the practice was prohibited by Title 18, USC Section 701 solved the problem. See Birdsell to Cuyahoga National Park Realty, Hudson, Ohio, letter, 18 December 1979, W1823.

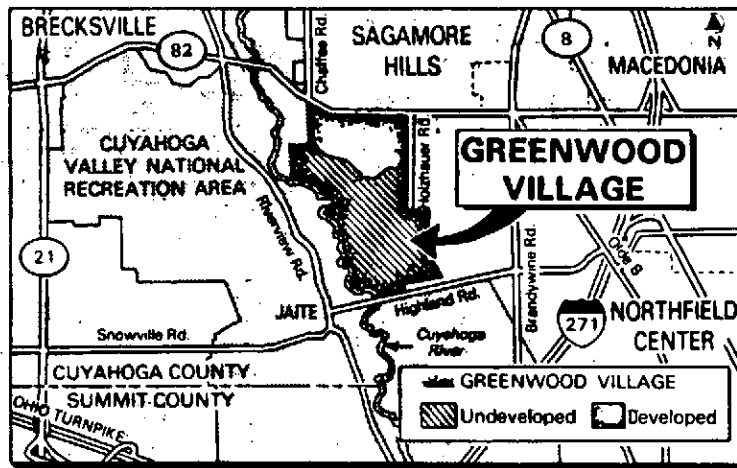


Figure 13: Map of Greenwood Village, 1981 (Source: *Akron Beacon Journal*)

1973. In 1981, a settlement resulted in the prospect of renewed development activity. Determined that it would not become another Towpath Village, Superintendent Albert moved Greenwood Village to the top of CVNRA's acquisition priority list and in June 1983, filed a declaration of taking at an estimated price of \$1.5 million for six undeveloped tracts adjacent to the Greenwood Village developed area. In 1984, NPS negotiated a cooperative agreement with Summit County to remove the Greenwood Village sewage treatment plant.<sup>13</sup>

The high-cost buy outs of Towpath and Greenwood villages caused the residents of another unwanted CVNRA residential development, the 104-unit Valley Trailer Park on Riverview Road in Northampton Township, to cry foul when it could not garner a similar purchase agreement. Charges that the government accommodated the wealthy and ignored the middle- to low-income proliferated when purchase negotiations bogged down and the Corps of Engineers wanted to push it down on the priority list. Superintendent Birdsell stopped the move and pressed ahead with fee acquisition of the eyesore, but no settlement in the course of two years could be reached with the trailer park's owners.<sup>14</sup>

13. CVNRA Advisory Commission meeting minutes of 29 January and 26 March 1981, and 28 January 1982; "Greenwood Suit Attacks Sagamore Zoning," *Akron Beacon Journal*, 26 February 1981, and "U.S. Seizing 519 Acres for Valley Park," *Cleveland Plain Dealer*, 22 June 1983; and Superintendent's Report for 1984.

14. Assistant Chief, Operations, Land Acquisition Division, William E. Weidenhamer to Chief, Land Acquisition Division, Washington Office, "Overview of Land Acquisition Program, CVNRA," 27 December 1976, L1425-640; and Mark Faris, "Anxiety Invades the Happy Valley," *Akron Beacon Journal*, 30 November 1977.

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Meanwhile, trailer park residents lived in limbo, uncertain about their future. While negotiations continued, those who wished to move could not receive relocation benefits. Even if NPS began condemnation proceedings, residents would be kept waiting for years. Sympathetic to their plight, Birdsell drafted a letter for Senator Howard Metzenbaum's (Democrat-Ohio) signature to NPS Director William Whalen asking for a declaration of taking to speed up the process. The letter also pointed out the unfairness of compensating residents only for relocation expenses; rather, NPS should determine the trailers themselves, many of which were too old or fragile to be moved, as real, not personal, property, and buy them outright. The effort proved fruitless, however, and the stalemate continued.<sup>15</sup>

Congressman Seiberling intervened to change government policy by giving mobile home owners the same rights as real property owners, including rights of retained use and occupancy. To this end, in May 1980, Seiberling inserted a provision in what became the National Parks and Recreation Act of 1980, only to see it quietly removed, without Seiberling's knowledge, by Representative Phil Burton (Democrat-California). The issue remains unresolved, but the property is a long-range goal for acquisition and eventual removal.<sup>16</sup>

Former Management Assistant Bob Holmes succinctly stated the primary complaints of landowners as follows: "They weren't told when their land was to be purchased. They weren't paid enough. They weren't informed of their options. The 'big wheels' got all the attention and their land was not purchased. They were told different things at different offices."<sup>17</sup> Many residents tried to go political and pull Congressman Seiberling into their particular acquisition negotiation, but to no avail. Birdsell maintained continuous contact with Seiberling's local district office, and even drafted a letter for Seiberling's signature to send to constituents elaborating the congressman's *laissez-faire* policy in regard to CVNRA land acquisition matters.<sup>18</sup>

By the mid-1980s, much of the rancor had diminished because of the various forms of community outreach in which NPS engaged. As Superintendent Albert commented:

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15. Metzenbaum to Whalen, letter, 23 March 1978, L1425 [An attached note from "Nancy" of Metzenbaum's staff read: "Bill, This is the copy of the letter sent over to Park Service on behalf of the Trailer Park residents. You write a great letter!!"]; and Acting Associate Director Robert Stanton to Metzenbaum, letter, 3 April 1978.

16. Janet Hutchison, *CVNRA Legislative History, Part II*: Report on H.R. 7279, 6 May 1980, and House report 96-1024, 16 May 1980, 96th Congress, 2d Sess.; John Seiberling interview, 7-8 September 1989; and John P. Debo, Jr., interview, 25 May 1989. Debo intends to resolve the issue during his tenure by seeking a phase-out of the trailer park over a 10- to 20-year period.

17. Robert F. Holmes letter to author, 20 November 1989.

18. Birdsell to files, notes on phone conversation with John Seiberling, 17 December 1976; and Birdsell to Regional Director (hereafter cited as RD), 23 December 1976; Corps of Engineers/NPS acquisition files.

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*We're going to be 20 years and maybe longer before the conflicts die down. Maybe it's going to be generations before we have learned all the things we need to know about what the local resident needs and they begin to understand that we don't necessarily march to the local drummer, that we have broader responsibilities. We'll learn to love each other. It's going to take time.<sup>19</sup>*

Because much of the public relations dilemma involves misunderstanding, few residents can fully comprehend what living within a national park unit means.

### **Cuyahoga Valley Communities Council**

Maintaining clear, regular communication with the seventeen political subdivisions contiguous with CVNRA was a nagging problem in the park's infancy. Bill Birdsell needed to make local officials aware of NPS concerns as well as to be informed of their concerns relating to CVNRA's development. For his first six months on duty, Birdsell found himself attending local governmental public meetings practically every night, including weekends. With conflicting times, it was impossible to attend every meeting in which NPS representation would be helpful. Birdsell tried working through the two regional planning commissions, Northeast Ohio Area Coordinating Agency (NOACA, serving Cuyahoga County), and Northeastern Four County Area-wide Planning Agency (NEFCO, serving Summit County), but the rivalry between the two was too intense. At Birdsell's request, on October 27, 1975, the congressional delegation (Seiberling, Mottl, and Vanik) hosted a meeting which resulted in agreement by county officials to form an organization to oversee CVNRA development in partnership with NPS.

The first organizational meeting of the Cuyahoga Valley Communities Council (CVCC) came on December 3 at Boston Elementary School in Peninsula. Chaired by the presidents of both county commissions, the group discussed the importance of land use planning on the periphery of a national park. Birdsell compared slides of the crass commercialism in and around Gettysburg National Military Park to scenes of the Cuyahoga Valley and stressed that, indeed, "It can happen here!"<sup>20</sup>

In 1976, CVCC expanded its membership to include school districts, and in December 1977, it reorganized as a non-profit corporation. Membership included representatives from municipalities and townships, school districts, NPS, and the Cuyahoga and Summit county

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19. Susan Smith, "The Rangers vs. the Settlers," *Akron Beacon Journal*, 24 February 1985.

20. Birdsell to Regional Director, 8 December 1975, A3815. Earliest references to CVCC utilized "Park" in the middle of the title. Birdsell also used "Committee" instead of "Council."

# WORKING TOGETHER

**Figure 10:** This pamphlet circulated in the late 1970s to promote cooperation between governmental and civic groups operating in the Cuyahoga Valley. (Published by National Park Service, CVNRA Advisory Commission, Cuyahoga Valley Communities Council, Cuyahoga Valley Association, Cuyahoga Valley Park Federation, Cuyahoga Valley Perimeter Protection Project, Oak Hill Center for Environmental Studies, Akron Regional Development Board, Trust for Public Land, and Cuyahoga Valley Roundtable.)



Beacon Journal Drawing

*for the  
Cuyahoga Valley*



## *Relations with the Community*

boards of commissioners.<sup>21</sup> A year later, CVCC received its Section 501(c)(3) status from the Internal Revenue Service and became a recipient of Cleveland and George Gund Foundation grants to open an office and hire a part-time executive director, full-time administrative assistant as well as retain technical support services. Peter Henderson was the first and continuing director of the Communities Council.

CVCC went a long way toward combating the spread of public misinformation. Bi-monthly meetings were covered by the media and citizens had an opportunity to ask questions of Superintendent Birdsell during the public forum. An offshoot group, the Cuyahoga Valley Roundtable, incorporated staff members of public and private organizations to meet and discuss each other's activities, avoid duplicating efforts, and generate ideas to solve area concerns.<sup>22</sup>

CVCC proved effective in addressing collective issues related to CVNRA operation and development. Of principal concern to communities was the loss of tax revenue as land passed into federal ownership, particularly on tracts for which owners retained use and occupancy. It was not equitable to have those citizens continue to benefit from community services free of charge. Birdsell worked with the CVCC to research other NPS areas, namely Cape Cod National Seashore and Indiana Dunes National Lakeshore, where state laws were changed to end tax-free retained occupancies.<sup>23</sup> Upon CVCC's initiation, a 1978 bill sailed through the Ohio General Assembly designed to tax reserved occupancy residents during their period of retention.<sup>24</sup>

The Communities Council played a key role in instituting the provisions of the Payments in Lieu of Taxes Act of 1976. John Seiberling had CVNRA foremost in his mind when he authored the legislation which provided payments over five years of up to one percent of appraised value to local governments to offset the temporary loss of tax revenues caused by federal acquisition. A CVCC-sponsored study revealed that potential tax shortfalls within CVNRA were minimal except for in Boston Township and the Woodridge School District with a loss of 10.5 and 14.9 percent respectively. The total amount of compensation in 1977, the first year of the program, was \$24,564 valleywide.<sup>25</sup>

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21. By 1983, CVCC's membership list was as follows: *Cities*: Akron, Bedford, Brecksville, Cuyahoga Falls, Fairlawn, Independence, Stow; *Villages*: Boston Heights, Hudson, Peninsula, Richfield, Valley View, Walton Hills; *Townships*: Bath, Boston, Hudson, Northampton, Northfield Center, Richfield, Sagamore Hills; *School Districts*: Brecksville-Broadview Heights, Cuyahoga Heights, Hudson, Independence, Nardon Hills, Revere, Woodridge, Cuyahoga Valley Joint Vocational School; and *Counties*: Cuyahoga and Summit.

22. 1978-79 Annual Report of the Cuyahoga Valley Communities Council, Inc.

23. Birdsell to Regional Director Beal, 1 February 1977, L14.

24. Birdsell to Beal, 1 February 1977 and 4 December 1978, L14 and W34.

25. 1978-79 Annual Report of the CVCC, Inc.; "Impact Studies Show Tax Loss to Communities to be Small," *The Voice*, March 1977; "Area to Get Park Money," *Akron Beacon Journal*, 20 September 1977; and Superintendent (continued...)

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CVCC facilitated improvement of community and park services. In 1979, the Council helped NPS negotiate agreements with local fire districts to continue providing service within CVNRA. In law enforcement, it lobbied the U.S. attorney to end the logjam NPS faced in prosecuting misdemeanors in federal court by establishing a collateral bond system whereby violators could waive a court appearance by acknowledging guilt and paying the ranger-issued fines. Concerned by traffic congestion from increased visitation, the Communities Council played a key role in the NPS' transportation planning effort as well as produced its own study to encourage orderly development along CVNRA's periphery. CVCC's school curriculum committee assisted NPS in promoting the environmental, historic, and other educational resources of the park by sponsoring a needs assessment survey of area school districts for the Oak Hill Center for Environmental Studies.<sup>26</sup>

In 1980, Congress viewed CVCC's activities so significant to CVNRA's development that it included \$10,000 as an annual line item appropriation in the NPS budget.<sup>27</sup> CVCC has been an important ally in supporting NPS positions such as an alcohol prohibition regulation, controlling development along State Route 8, opposing the haydite sanitary landfill, and providing input in parkwide trail and land protection plans. In 1984, the Council called on Congress to share costs with local governments for road improvements and maintenance within CVNRA, something NPS could not voluntarily do because park roads are not federally owned.<sup>28</sup>

If the Communities Council has had shortcomings, it lies in key officials failing to recognize CVCC's importance and not appointing high-level, motivated representatives to serve. Some have designated the first person to express an interest, not who was best qualified. Some members have had their own personal agendas to promote. Nonetheless, the Communities Council continues to act as a forum for public officials and citizens as well as providing a direct line of communication with NPS.<sup>29</sup>

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25. (...continued)

Albert to public affairs officer, Midwest Region, 27 March 1986, P4415. Loretta Neumann of Seiberling's staff helped draft the bill which she said had been around for twenty years until they generated the necessary data to convince Congress of its merits. See Neumann interview, 27 June 1989.

26. Ibid.; and "Communities Council Backs Orderly Development," *The Voice*, September 1980, CVPF Files.

27. Superintendent Albert to Regional Director, 3 January 1983, A22.

28. Superintendent's Reports for 1982, 1983, and 1984.

29. Sheridan S. Steele interview, 25 March 1982; and Lewis S. Albert interview, 13 July 1989.

## **The Metropolitan Park Districts**

Prior to CVNRA's establishment, the metropolitan park districts of Cleveland (CMPD) and Akron (AMPD) engaged in their own land acquisition programs in advance of the proposed federal park (see Chapter 4). While AMPD's Cuyahoga Valley program halted in the early 1970s, CMPD's continued up to 1977, focusing primarily on the area between its Brecksville and Bedford reservations.<sup>30</sup>

While CMPD bought land with every intention of donating it to NPS, AMPD unsuccessfully lobbied Congress to purchase its new acquisitions. In addition, several wealthy private landowners promised to donate large tracts to the CVNRA. To date, no donations have either been requested by NPS or made by these parties.<sup>31</sup>

Of the two districts, NPS relations with AMPD have been more constant and close. An agreement to relinquish management of Virginia Kendall State Park to NPS took effect on January 1, 1978. When AMPD removed all portable property from Virginia Kendall prior to this date for use in other areas, the move caught CVNRA off-guard when such items as litter containers were not available. Apparently, such mundane matters were overlooked during the course of negotiating the transfer.<sup>32</sup>

In the mid-1980s, the AMPD board voted to donate two small tracts of land to accommodate NPS' reconstruction of the Everett Road Covered Bridge, namely, to improve access and provide visitor parking. Mandatory review of the decision by the Summit County Probate Court revealed no provision in Ohio law to permit disposition of land by donating it to CVNRA. NPS subsequently worked with Ohio Representative Vern Cook to get the appropriate legislation passed in Columbus. Unfortunately, the bill did not progress and Cook subsequently died.

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30. CMPD Executive Director Harold Schick to ODNR Director Teater, letter, 18 August 1975, Box 50, Director's Files, Records of the Department of Natural Resources, State of Ohio Archives, Ohio Historical Society, Columbus. Following CVNRA's establishment, Schick requested a reprogramming of \$2.8 million in Land and Water Conservation Fund monies to other CMPD areas, while retaining only \$500,000 for the Cuyahoga Valley. Schick stated the move would "act as a buffer from the citizens groups in the valley, as well as the 'Feds,' in order to prevent the attitude of pulling out of the valley entirely." The land would be turned over to NPS, and CMPD staff would help the agency "until they get into full swing."

31. Bill Birdsell interview by Ron Thoman and Susan Garland, 14 August 1980; and James S. Jackson interview by Susan V. Garland and Nicholas Scrattish, 16 July 1980. Both metropolitan park district boards told Birdsell that as soon as NPS had the appropriations to take these areas over, they would be transferred to CVNRA. With AMPD, a phased plan to acquire existing metroparks was as follows: Deep Lock Quarry, O'Neil Woods, Hampton Hills, and Furnace Run.

32. John Daily interview, 22 May 1989; John Kawamoto interview, 27 July 1989; Merrill D. Beal letter to author, 4 October 1989.

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Unwilling to let the long-delayed bridge reconstruction project languish further, NPS requested and received an easement on the tracts.<sup>33</sup>

The Everett Road case was part of a broader understanding designed to lead to an eventual transfer of lands in order to rationalize land management between AMPD and NPS. AMPD owned isolated parcels throughout the valley and as much as 500 acres adjacent to the Virginia Kendall Unit which logically should come under NPS administration. Similarly, AMPD units such as Furnace Run, Hampton Hills, and O'Neil Woods could be expanded for improved operations. Superintendent Albert explored the possibility with vigor from 1985-87, but was discouraged by a negative reaction from the department's regional solicitor in Denver. His successor, John P. Debo, Jr., continued to search for an equitable transfer arrangement, including state and federal authorization. Transfers remain a real possibility with both park districts.<sup>34</sup>

Relations with CMPD were extremely close during CVNRA's first five years (1975-1980), but when district management changed from Harold Schick to Lou Tsipis, the association soured. In a November 18, 1981, letter to Congressman Ron Mottl, Tsipis asked that all 2,600 acres of NPS land in Cuyahoga County be "deeded over" or leased to CMPD and that NPS withdraw its Canal Visitor Center to Summit County. Tsipis contended that NPS and CMPD were duplicating services and federal activities sapped the vitality of his agency. The Tsipis "run" on CVNRA brought an angry rebuke from the eight local congressmen who earlier in the year nixed a "deauthorization" plan devised by subordinates of Interior Secretary James Watt.<sup>35</sup>

The affair, dubbed by the media as "park wars" and a "turf grab," apparently came about with the fall 1981 installation of CVNRA entrance signs and the opening of the visitor center on Canal Road in Valley View. These meager symbols of NPS development in Cuyahoga County were viewed as a threat by Tsipis and the CMPD board. Attending a December 9, 1981, board meeting, Superintendent Albert listened to the CMPD proposal and responded that NPS was not a threat to CMPD's existence, that NPS would not abandon its congressional mandate, and that CVNRA would continue to develop visitor facilities in Cuyahoga County.<sup>36</sup> The CVNRA

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33. John Daily interview, 22 May 1989; and Robert P. Martin interview addendum, 18 May 1989.

34. John Daily interview, 22 May 1989; Daily to Superintendent Albert, letter, 6 May 1985; Albert to Regional Director Odegaard, 15 August 1986, L32; Superintendent John Debo to Regional Director Don Castleberry, 12 October, 1988, L32; and John P. Debo, Jr., interview, 25 May 1989. Transferring the extreme south end of CVNRA to AMPD from Steels Corners and Ira roads has been proposed.

35. Bill Sloat, "Proposal for Valley Park Takeover Draws Fire," *Akron Beacon Journal*, 22 December 1981; and Thomas Offutt interview, 25 May 1989. Congressmen opposed to the Tsipis plan were John Seiberling, Louis Stokes, Donald J. Pease, Ron Mottl, Dennis E. Eckart, Mary Rose Oakar, J. William Stanton, and Ralph Regula.

36. CVNRA Advisory Commission meeting minutes, 28 January 1982; Lewis S. Albert interview, 13 July 1989; Ron Thoman interview, 26 May 1989; and Jerry Masek, "Park Wars: Cuyahoga Valley, Metroparks Square Off

(continued...)

## *Relations with the Community*

Advisory Commission roundly denounced the Tsipis plan. By the mid-1980s, relations between the two agencies improved substantially to a state of peaceful coexistence.

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36. (...continued)  
over 2,600 Acres," 31 December 1981, and "Metroparks Anger Citizens Panel," 29 January 1982, *The Cleveland Press*.

**Chapter 10**

## Chapter 11

### The "Sagebrush Rebellion" Spreads to Ohio

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*When you're living in an area where everything is owned by a term of years or "life estates," you're living in a community with no future. In every year another person is going to die or their term of years is up, and the government is going to come in and tear the house down. So it is a dying environment. It is not one that people want to live in.... You had deteriorating roads, deteriorating health service, deteriorating fire service. It was a tragic situation and became increasingly apparent to the people that were there that it was not the type of situation that they wanted to live in.<sup>1</sup>*

Former valley resident and Cuyahoga Valley Homeowners and Residents Association member Leonard Stein-Sapir

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#### Cuyahoga Valley Homeowners and Residents Association

No other group in Cuyahoga Valley National Recreation Area's (CVNRA) history has resisted National Park Service (NPS) plans and policies as actively or vocally as did the Cuyahoga Valley Homeowners and Residents Association in the late 1970s and early 1980s. The Homeowners Association organized because of the widespread discontent emanating from the Corps of Engineers-directed land acquisition program (see Chapter 9). However, throughout the western United States, disenchanting property owners were organizing against federal acquisition programs. Therefore, the Homeowners Association's efforts were by no means unique, but did help lend increased visibility to a national organization which stood up in defiance of land-acquiring federal agencies, particularly NPS.

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1. Leonard R. Stein-Sapir interview, 25 May 1989.

## Chapter 11

During the tenure of NPS Director George B. Hartzog, Jr. (1964-1972), NPS produced a study comparing the cost of fee acquisition versus permitting the development of private inholdings into townsites. The analysis determined that long-term costs were considerably higher to "allow these environmental cancers to remain than it would to eliminate them."<sup>2</sup> In the late 1970s, Interior Secretary Cecil D. Andrus, backed by a group of congressmen led by Phillip Burton (Democrat-California), instructed NPS to acquire in fee the inholdings in western parks. The aggressive policy resulted in grassroots organizing of affected landowners and the formation of what became known as the National Inholders Association (NIA). The NIA nurtured this discontent to such a feverish pitch that the protest movement, which became known as the "Sagebrush Rebellion," effectively scuttled this federal policy. Sagebrush Rebels called for the wholesale transfer of public lands to the states.<sup>3</sup> NIA enjoyed considerable support from corporate America, particularly the extractive industries of mining, oil, and timber and their unquenchable thirst for the vast natural resources on public lands. It was these same corporate interests which fought environmentalists in Congress over a wide array of conservation bills enacted in the 1960s and 1970s, and which gleefully used the NIA to fight unfavorable federal laws and regulations.<sup>4</sup>

The Sagebrush Rebellion came in reaction to two decades of unprecedented expansion of the National Park System. It soon became apparent that the tremendous growth of the System had outstripped NPS's ability to protect and maintain it. Carving parks out of privately-owned lands only encouraged the cries against big government interfering in the interests of individuals and private enterprise.

With Ronald Reagan's election in 1980, this anti-government, conservative backlash found a comfortable home in the executive branch. Reagan turned to former Bureau of Outdoor Recreation Director James G. Watt to be secretary of Interior. Watt, a Colorado lawyer, had led the Mountain States Legal Foundation, a conservative group which helped lumber, oil, and mining companies combat environmentalists in the courts. His appointment caused great apprehension in Congress.<sup>5</sup> James Watt also had ties with the Heritage Foundation, which

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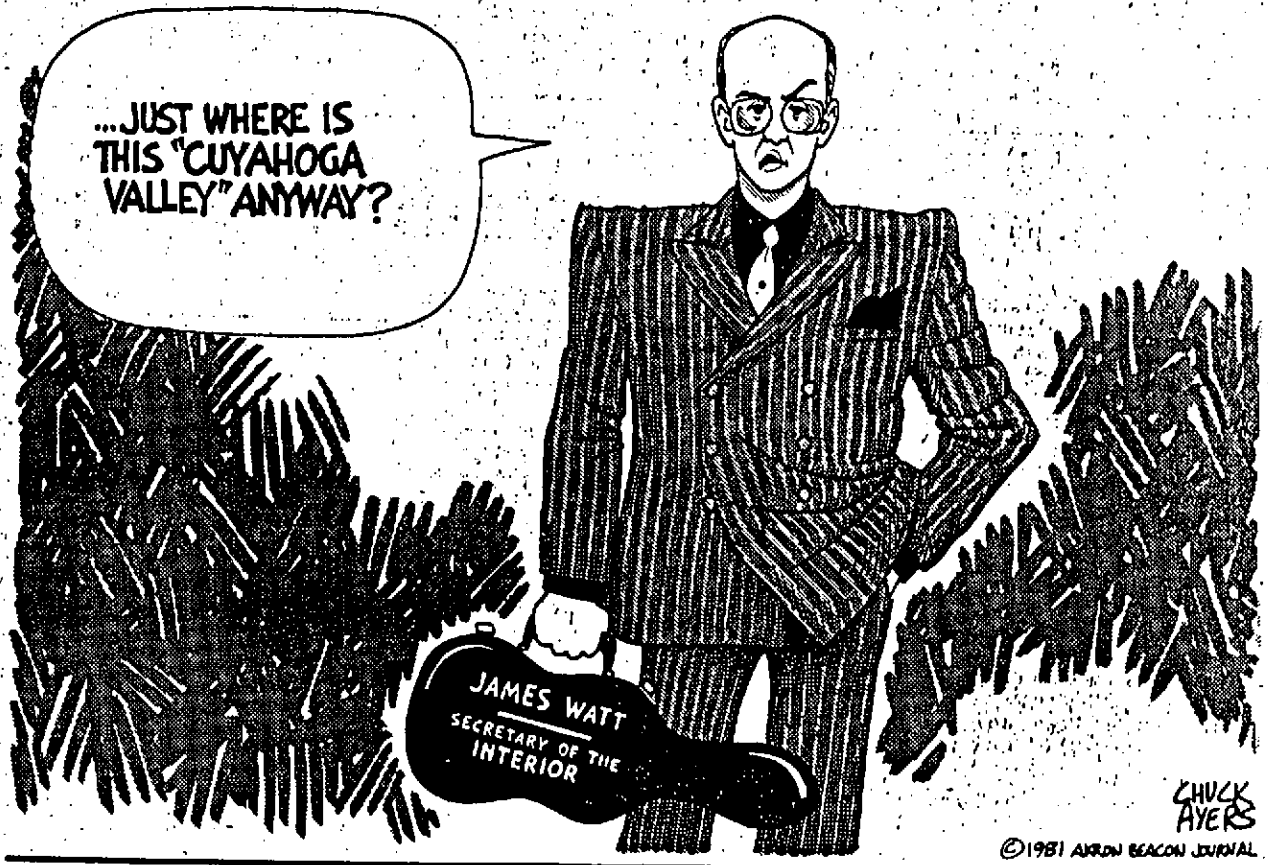
2. Hartzog, *Battling for the National Parks* (Mt. Kisco, New York: Moyer Bell Limited, 1988), 5.

3. *Ibid.*

4. John F. Seiberling to Karen Rikhoff and Janet B. Hutchison, Cuyahoga Valley League of Women Voters of Cuyahoga County, letter, 29 January 1980. Seiberling commented, "These particular industries, having found themselves unable to intimidate or seduce Senator Bumpers or me, have clearly embarked on a campaign to attempt to embarrass us and the agencies of the government who stand in their way."

5. According to NPS Director Russell E. Dickenson, Watt had two managerial personas: public and private. Privately, Watt was easy-going and likeable. In public, he became a prophet and an enforcer of conservative Republicanism. Watt did not expect to be in office for long. According to Dickenson: "One of the first things he  
(continued...)

*The "Sagebrush Rebellion" Spreads to Ohio*



**Figure 15:** Dressed as a mob "hit man," Secretary James Watt's subordinates worked to knock the Cuyahoga Valley National Recreation Area and other controversial urban park units out of the National Park System. (Source: *Akron Beacon Journal*, 30 April 1981)

produced for the Reagan administration a 20-volume plan for eliminating a half-century of liberal policies from the nation's political infrastructure. Watt helped draft recommendations for Interior, among which were to curtail land acquisition and transfer parks not of "national significance" to state or local control. Watt held close to his ideology which stressed small

5. (...continued)

told me was that he expected to be fired within 18 months from the day that he and I first talked. And that was simply because he recognized that he was going to adopt a persona of confrontation, and he was going to advocate programs which would simply infuriate the environmentalists. He was trying to turn around a long-standing set of policies, to bring them more in line with his philosophical view of the world. He knew his time was going to be numbered. As it turned out, he was pretty close." See Russell E. Dickenson interview, 18 July 1989.



United States Department of the Interior

OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

Received April 29, 1981

Memorandum

To: Director, National Park Service  
Acting Director, Heritage Conservation and Recreation Service

From: Assistant Secretary Designate for Fish and Wildlife and Parks

Subject: History of Your Agencies' Opposition to Congressional Designation and Creation of New Areas within the National Park Service

Please review the files with respect to national recreation areas, lakeshores and seashores. Of principal interest are those areas created over the last 10 years by Congress over the objection of the agency. Please compile this by area. Examples - specific statements in testimony by the agencies raising objections to the creation of areas; documents (studies) internally that address the problem.

In addition to the specific documents on specific areas, please research the files to identify generic materials expressing concern with the expansion of the system in previous Administrations. Documents expressing concern with the designation of NRA's absent any organic act respective of that classification. I would appreciate a prioritization of research. First focus on Santa Monica Mountains NRA, secondly on Cuyahoga Valley NRA, then Fire Island NS, Indiana Dunes NL, Sleeping Bear Dunes NL, etc.

Please provide this material as soon as possible as it will provide a basis for assessing historic objections to the creation of areas now within the federal estate.

APR 29 1981

Memorandum

To: Director, National Park Service

From: Assistant Secretary Designate for Fish and Wildlife and Parks

Subject: Cuyahoga Valley National Recreation Area

Please prepare a brief paper outlining what is necessary for divestiture of Cuyahoga Valley NRA to state ownership provided there is a request from Governor Rhodes for that activity to take place. In the event that such request is not forthcoming from the Governor, what is necessary for divestiture of this area to state control and/or ownership?

Please note this is not a discussion of whether or not it should be done but rather a request of procedures through which it may be done.

Additionally, please provide a short paper on the procedure for divestiture of the Santa Monica Mountains NRA to the state and local government specifically reviewing the intent of Congress with respect to eventual divestiture to state and/or local control. Please give attention to the question of this grant to the states--Federal acquisition of land and then transfer to the state--the equity questions evolving out of that situation.

Also, when the Superintendent of the area is in Washington, which hopefully will be soon, we would like to have a meeting with him to discuss political activities in the area and his assistance in an accelerated divestiture program.

*This is a process request, not a policy request.*

Figure 16: The above correspondence to Director Russell E. Dickenson are the two April 1981 memoranda from Assistant Secretary G. Ray Arnett which placed CVNRA on a "hit list" of areas to be divested from the National Park System.

## *The "Sagebrush Rebellion" Spreads to Ohio*

government and acting in partnership with other jurisdictions, but avoiding federal ownership and administration. He therefore sympathized with the Sagebrush Rebellion, a movement he believed was created because of arrogant federal officials, especially within Interior, who refused to consult with anyone before making land use decisions on public lands.<sup>6</sup>

As secretary of the Interior, James Watt undermined the purpose of the Land and Water Conservation Fund (LWCF) by refusing to spend the allocations on land acquisition. In addition to appointing fellow travelers to key Interior posts, he named the head of the NIA, Charles Cushman, to the National Park System Advisory Board, politicizing and decimating the long-held professional image of that body. Under Secretary Watt's tutelage, department officials acted with unveiled hostility toward CVNRA, which they believed did not belong in the National Park System. As Bureau of Outdoor Recreation director in 1974, James Watt testified vociferously against CVNRA's authorization using the same arguments. Assistant Secretary for Fish and Wildlife and Parks G. Ray Arnett<sup>7</sup> authored two memoranda which clearly reflected the Heritage Foundation's blueprint and were denounced by Congressman John Seiberling as a "hit list." Arnett directed NPS to evaluate how to achieve the deauthorization of CVNRA, Santa Monica Mountains National Recreation Area (near Los Angeles), Fire Island National Seashore (near New York City), Indiana Dunes National Lakeshore (near Chicago), and Sleeping Bear Dunes National Lakeshore (near Traverse City, Michigan). Arnett was especially interested in relinquishing management authority and ownership of CVNRA to the state, even over Governor James Rhodes' objections. When the actions were made public, Secretary Watt<sup>8</sup> disavowed any knowledge of Arnett's activities and denied any intention to transfer NPS units to the states.<sup>9</sup>

While machinations within the Interior department further stoked the flames of dissent, the Sagebrush Rebellion flickered to life in the Cuyahoga Valley in the summer of 1977 with the

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6. Ibid.; John D. Cherry interview, 13 July 1989; *National Recreation and Park Association's Washington Action Report*, 12 January 1981; and Amos A. Kermisch, "Cuyahoga Valley Region's Future May Hang in Balance," *The Plain Dealer*, 24 May 1981. After his resignation, Watt became director of the Heritage Foundation.

7. NPS Director Russell E. Dickenson said that the anti-CVNRA activities came from Arnett's staff, namely Ric Davidge, who was "running wild" within the department trying to implement the Reagan/Heritage Foundation manifesto. Dickenson saw evidence of considerable behind-the-scenes manipulation between Cushman and Davidge. Dickenson believed Arnett's claim of not knowing what his own staff was doing. See Dickenson interview, 18 July 1989.

8. Secretary Watt ignored Arnett (who was appointed by the White House Personnel Office over his objections) and dealt directly with NPS Director Dickenson. The two were friends from earlier years when Watt was director of the Bureau of Outdoor Recreation and Dickenson was NPS deputy director. When Watt became Secretary, he personally requested that Dickenson remain at the helm of NPS. See Russell E. Dickenson interview, 18 July 1989.

9. John Seiberling interview, 7-8 September 1989; Arnett to Dickenson, 29 April 1981 (two memoranda); "Elimination of National Park Here Proposed in Government Memo," 30 April 1981, "Arnett: Cuyahoga to Stay in Nation's Park System," 25 June 1981, and "Watt Criticized on Parks," 30 May 1981, all in *The Cleveland Press*; and "Interior Aide Lied, Says Seiberling," *The Plain Dealer*, 21 May 1981.

## Chapter 11

formation of the Cuyahoga Valley Homeowners and Residents Association. The group issued the following statement of purpose:

To initiate and maintain communication channels both with our political leaders, representatives and National Park Service officials.

To provide the association membership with current and reliable information about the progression of the Cuyahoga Valley National Recreation Area (CVNRA), and how we can deal with it and the possible steps which can be taken.

To consider pending legislation affecting the membership and to make an effort to influence the legislation in a constructive manner.

To provide a forum for members to discuss developments of problems relating to the CVNRA and to advise the National Park Service as necessary.

To develop a positive posture or plan as to what type park developments will enhance rather than destroy the residential community.

To constantly study the plans and the implementations for plans by the CVNRA and to exert a positive influence on them so as to protect and enhance the residential community as well as the CVNRA.

To encourage homeowners and the residents of the Valley to remain in the Valley so that the residential community may be preserved.<sup>10</sup>

The Homeowners Association's executive committee consisted of Chairperson Patricia Morse, Vice Chairman Martin Griffith, Treasurer Doris Schumacher, Secretary Pro Tempore Ann Porterfield, and Recording Secretary Freida Johnson.<sup>11</sup> The group claimed membership of several hundred people, but others have claimed that it actually had few members and did not represent the views of the majority of the community. All valley residents were invited to attend Homeowners Association meetings and while many did, some refused to pay dues allegedly because they were told that "it would go hard on them if they were opposed to the park."<sup>12</sup> This type of fear and paranoia was common during the active phase of the land acquisition program.

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10. Cuyahoga Valley Homeowners and Residents Association literature found in James S. Jackson papers, provided by Margot Jackson. A postscript states: "We do not oppose the park--We support the residents." [Emphasis in original]

11. "Valley Residents Want Rights," letter to the editor, *Akron Beacon Journal*, 5 August 1977. Committee chairpersons were as follows: Pat Benson and Jean Wilson (roads); Lilly Fleder (public relations); and John F. Pearne (legal).

12. Leonard R. Stein-Sapir interview, 24 May 1989.

## *The "Sagebrush Rebellion" Spreads to Ohio*

Homeowners Association members charged that NPS, local officials, and the mass media provided no encouragement for residents to remain in their homes. Disenchanted homeowners felt they were unwanted intrusions which NPS only wanted to "force out" of the valley. Morale plummeted when, for example, new plans on a park transportation system appeared to restrict easy movement within the valley community.<sup>13</sup> Members were concerned and confused about NPS plans. Attending NPS public information meetings, many residents became frightened and frustrated because they felt outnumbered and intimidated by the larger numbers of people attending from outside the valley. A strong lobbying faction of motorcycle enthusiasts pressing for CVNRA facilities were especially upsetting to residents. According to the Homeowners Association's Martin Griffith:

*I think that most of the residents came out of these hearings with a real sense of frustration because they came with a lot of questions. Very few if any of the questions relating to their properties were ever answered and it seemed like an exercise in futility.*

*I think that the community reaction was that the Park Service had the mandate to hold a certain number of hearings. They were holding the hearings. They were doing what they were supposed to do legally, and I don't think there was a feeling that what was said at these meetings was really going to cut much ice.<sup>14</sup>*

During the general management plan meetings, there was little or no discussion of the park's impact on valley communities, but considerable attention was given to impacts on wildlife and flora. Preservation of the community was notably absent. Residents were frustrated when only form letters came from area congressmen. The Homeowners Association, therefore, provided a forum for residents to obtain answers to questions.<sup>15</sup>

Superintendent Birdsell devoted considerable time on the telephone explaining acquisition, park development, and related matters to homeowners. He found that the discontent was largely a communication problem. Reporting to the Midwest Regional Office, Birdsell noted: "...the

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13. Homeowners Association to CVNRA Advisory Commission, letter, 20 August 1977, James S. Jackson Papers, provided by Margot Jackson. A Homeowners Association-commissioned study done by the Institute for Liberty and Community does not substantiate the "forced out" charge. Surveying the remaining 480 residential households (150 having sold and relocated), the report asked: "If you have conveyed fee title of your property to the federal government, did you do so, in part, because you felt threatened with condemnation?" Sixty-eight percent said no. When asked if they would do it differently, only 15 percent said they would arrange a scenic easement. See *Cuyahoga Valley Report* (Concord, Vermont: Institute for Liberty and Community, September 1979).

14. Martin Griffith interview, 22 May 1989.

15. Ibid. Griffith viewed Birdsell as "extremely insensitive to the community," "dictatorial," and "confrontational."

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rumors and distortions regarding our programs continue to run rampant up and down the valley. Only time will resolve much of this, for there certainly does not seem to be any other way."<sup>16</sup> Birdsell continued to urge residents to bring questions directly to him for resolution rather than relying on hearsay. He took every opportunity to denounce homeowners who subdivided their land in order to increase its value. In such a manner, the tracts could be sold to the government at inflated prices. Another method was to remove topsoil or piling it up so that the "personal property" had to be purchased separately and then relocated at government expense.

In the fall of 1978, the Homeowners Association filed a lawsuit in U.S. District Court in Cleveland with the aim of obtaining a ruling against the government using eminent domain unless there were approved standards or plans clearly detailing the land was needed for a specific park development such as a trail or visitor facility. To prosecute the suit, the Homeowners Association retained Bart Craig from Kentucky's Salmon P. Chase School of Law.<sup>17</sup>

Assisting in the legal battle was Peninsula resident and attorney-at-law Leonard R. Stein-Sapir. Stein-Sapir initially resisted involvement in the Homeowners Association, but changed his mind and became its leader because of what he perceived as continuing deleterious effects of the federal land acquisition program on his community. He had personal reasons as well. An Ohio native living in New York City, Stein-Sapir moved to Peninsula in 1974. Admittedly oblivious of the push to authorize CVNRA, he purchased a 78-acre farm on Oak Hill Road at a bankruptcy auction as an investment as well as a pastoral place to raise his family. After the federal land program began, the Oak Hill Road area became the site of the first CVNRA development plan (see Chapter 15), and fee acquisition, not scenic easement, was the only option available. Because NPS plans were nebulous, many suspected the project was "hatched" simply to silence NPS critics, many of whom were Homeowners Association members in the Oak Hill Road area. Leonard Stein-Sapir, whose own property was targeted, fought back.

As early as 1977, Stein-Sapir spearheaded a petition drive asking Congress to exclude the Oak Hill Road area from CVNRA. Through investigating NPS plans and maps and determining that no developments were planned for the Oak Hill<sup>18</sup> area, Stein-Sapir circulated the petition among his neighbors, most of whom enthusiastically signed. As media attention spread word of

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16. Birdsell to Regional Director Dave Beal, 3 March 1978, A22. After requesting an opportunity to address a Homeowners Association meeting, the request was granted six months later on March 23, 1978. Over 100 people attended the three-hour meeting. *Ibid.*, 23 March 1978.

17. Leonard R. Stein-Sapir interview, 24 May 1989; and Steve Hoffman, "Park Land Practices Run into Opposition," *Akron Beacon Journal*, 20 August 1978.

18. CVNRA development plans were not conceived until well into the initial land acquisition phase. Funding for phase one of the Oak Hill Day Use Area did not come until 1981 and included development of several lakes for recreation (fishing, ice-skating, etc.) hiking, horse and cross-country ski trails, picnicking, access road and parking, open-field recreation areas, environmental education facilities, and open space for nature study and exploration.

## *The "Sagebrush Rebellion" Spreads to Ohio*

the petition, these same families came back to Stein-Sapir and asked that their names be dropped. According to Stein-Sapir, his neighbors genuinely feared that if their names remained on the petition, NPS would seek retribution during acquisition negotiations. Stein-Sapir shelved the petition and decided to become not only an outspoken critic of NPS, but to pursue his own case at every level to the bitter end.

When the case went into condemnation, the three-week jury trial saw Stein-Sapir vigorously arguing against the government's right to take his property. At the end of the first week, the judge determined that NPS did have the right of condemnation under the 1974 act and then went on to the issue of value. Stein-Sapir, who believed that federal prosecutors wanted to damage him because of his Homeowners Association leadership role, successfully defended his own appraisal price by proving that the government's comparable sales examples were not equitable.<sup>19</sup>

The Stein-Sapir case was similar to lawsuits brought by David Hazelwood and Thomas F. Bear<sup>20</sup> (see Chapter 9) in that it hinged on the section of the park authorization act which stated: "Fee title to such improved properties shall not be acquired unless the secretary finds that such lands are being used, or are threatened with uses, which are detrimental to the purposes of the recreation area, or unless such acquisition is necessary to fulfill the purposes of the act." So, too, in both the Hazelwood and Bear cases, the courts ruled in favor of NPS. The Hazelwood lawsuit, which was a class-action supported by the Homeowners Association, was appealed to the U.S. Supreme Court, but the high court in December 1983 declined to hear the case.<sup>21</sup>

While the legal arena generated much publicity for the Homeowners Association, the media, electronic and print, furnished generous coverage of the group's other activities which tended to exacerbate their "anti-park" image in the public mindset. A January 1980, gathering in Peninsula to show a park-related film turned into an angry debate between the audience and a spectator: John Seiberling.<sup>22</sup> Homeowners Association picketing during an April 1980 luncheon meeting of the Cuyahoga Valley Association (CVA) also drew attention.<sup>23</sup> Heated letters to the editor on both sides of the spectrum appeared constantly in area newspapers,

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19. Leonard R. Stein-Sapir interview, 24 May 1989. The Peninsula lawyer pressed his case to the highest levels, including a meeting with NPS Director Russell E. Dickenson. Because of the pending litigation, Dickenson courteously listened, but could not say too much on the advice of counsel. See Dickenson interview, 18 July 1989.

20. "Peninsula Owners Sue to Halt Park Takeover," *The Cleveland Press*, 20 October 1978, and "Valley Residents Sue to Curb Park Service," *The Plain Dealer*, 20 October 1978.

21. Robert Hoiles, "Effect of Court Ruling in Park Suit Debated," 30 June 1980, and "Valley Park Decision a Victory for the Area," 5 July 1980, both in *Akron Beacon Journal*.

22. Betsy Lammerding, "Seiberling Debated by Angry Park Foes," *Akron Beacon Journal*, 18 January 1980; and Peter Almond, "Homeowners in Peninsula Fight for Land," *The Cleveland Press*, 18 January 1980.

23. Leon Dobbs, "Cuyahoga Valley Residents Protest U.S. Park Buying," *Akron Beacon Journal*, 27 April 1980.

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culminating in a five-piece 1980 series by *The Cleveland Press* which focused on the Homeowners Association's grievances and an editorial which concluded, "some fresh management talent" was needed at CVNRA. *The Press* series ultimately led to a lawsuit alleging libel and slander filed by Leonard Stein-Sapir against Superintendent Birdsell.<sup>24</sup> The ultimate move by the group was a direct appeal to Secretary Watt, imploring him to seek the deauthorization of CVNRA.<sup>25</sup>

The Homeowners Association heavily lobbied the national media to draw attention to its plight. An effective tool to do just that was a documentary film produced by Mark and Dan Jury<sup>26</sup> of Waverly, Pennsylvania, entitled "In Condemnation--The Cuyahoga Valley" which enjoyed an advanced showing in New York City in late 1979. The story was picked up by the NBC-TV program "Prime Time Sunday" anchored by newswoman Jessica Savitch and produced by James Gannon. Aired on December 16, 1979, the "Prime Time Sunday" segment on CVNRA lasted five minutes and was part of an overall eleven-minute report on "federal land grabs" at CVNRA, Grand Teton National Park (Wyoming), and Buffalo National River (Arkansas). The report outlined homeowners' complaints while largely omitting the larger community's or the NPS' viewpoints.<sup>27</sup>

"Prime Time Sunday" interviews with Superintendent Birdsell, NPS Director Whalen,<sup>28</sup>

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24. "The National Park's Mistakes," editorial, *The Cleveland Press*, 24 April 1980; Leonard R. Stein-Sapir interview, 24 May 1989; and Civil Action C80 1133 In the U.S. District Court for the Northern District of Ohio, Eastern Division, Leonard R. Stein-Sapir v. William Birdsell, filed 3 July 1980. The suit was based on Birdsell's allegations that Stein-Sapir was "trying to rip-off the government" and that his activities were "unethical." The plaintiff asked the court to award \$100,000 in compensatory damages and \$200,000 in punitive damages. Stein-Sapir dropped the suit in the aftermath of Birdsell's death.

25. Leonard R. Stein-Sapir to Secretary James G. Watt, letter, 20 February 1981. Surprisingly, the department referred Stein-Sapir's letter to NPS for response. CVNRA staff prepared the draft reply citing no change in policy. Another response to a Stein-Sapir to Watt letter regarding the Oak Hill Day Use Area, also prepared by CVNRA, went out unchanged with Watt's signature. See Sheridan S. Steele interview, 25 March 1982.

26. The Jury brothers received their inspiration to film events in the Cuyahoga Valley from what transpired in their own area, namely, the community resistance to the Corps of Engineers' Tocks Island Dam project which affected 8,000 people in Pennsylvania's Delaware Water Gap.

27. Leonard R. Stein-Sapir interview, 24 May 1989; and *CVHRA Newsletter*, January 1980.

28. Whalen said that Savitch and Gannon wanted to "do a number on" NPS as well as John Seiberling. They were searching for an opening in order to tie Seiberling personally to unethical conduct, particularly to show that Seiberling benefitted personally from his dealings with NPS. Whalen said that Seiberling is such a gentleman and so far above reproach (near the category of sainthood) that their efforts were laughable. They portrayed NPS as uncaring and unsympathetic to area residents in its zeal to grab as much land as possible, draw a line around it, and call it a national park. Whalen was forewarned about the Savitch interview; any misstatement would be used as the dynamite to help blow the lid off. He was careful not to give her a single comment to use against NPS. In order to protect himself, he recorded the entire interview and had it transcribed and delivered to all representatives and

(continued...)

## *The "Sagebrush Rebellion" Spreads to Ohio*

and Congressman Seiberling<sup>29</sup> were conducted, but little of substance was aired. The line of questioning was highly biased and provocative. For example:

**Gannon:** *Do you feel that there has been more disruption to owners than was necessary?*

**Birdsell:** *I certainly do not. To the contrary, the law provides for all single-family residential owners living in the valley at the time of the authorization the right to stay on their property the rest of their lives.*

**Gannon:** *A great deal of suffering has occurred in the valley. What is your reaction to that?*

**Birdsell:** *I believe suffering is a very strong word to use here. There have been some people who were not excited about the prospect of the park, but there have been landowners who were thrilled with the National Park Service coming here and who have been extremely pleased with their negotiations with the National Park Service.*

**Gannon:** *Isn't something lost in America when we take over so much land?*

**Birdsell:** *No, quite to the contrary, for something is being saved for America and for the citizens to benefit from for all time. This land will be for all United States citizens for use in perpetuity rather than being held for only a select few or used for commercial development. Instead of commercial or industrial use, the land will now be preserved and used by all people for all time.*

**Gannon:** *Preservation means status quo, does it not, so why not let all the houses remain?*

**Birdsell:** *It is impossible to develop a park for public use with all private homes remaining. A park cannot be developed on a checker-board pattern, with public lands open for access and privately-owned land not open to trespass. It is necessary to acquire blocks of land for the development of public use for recreation and education, as is called for by the mandate of Congress and in the general management plan for the park.<sup>30</sup>*

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28. (...continued)

senators on the Interior-related committees. When Savitch learned of Whalen's actions, she became very angry. See William Whalen telephone conversation with author, 6 September 1989.

29. At the onset of Seiberling's interview, Savitch began questioning the congressman about the scenic easement Seiberling gave to AMPD before CVNRA was authorized. Because that was not the expressed purpose of the interview, an angry administrative assistant stood in front of the camera to halt the interrogation. See Loretta Neumann interview, 27 June 1989.

30. "What NBC's 'Prime Time' was Told--But Didn't Use," *The Voice*, January 1980.

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The piece did not present viewpoints of any willing seller or those who elected to retain use or a life estate. In fact, "Prime Time Sunday" did not address the issue of retained use.<sup>31</sup> A similar scathing expose appeared as an editorial in the *Wall Street Journal*.<sup>32</sup>

A successor to the Jury brothers' "In Condemnation--The Cuyahoga Valley" came in 1983 with a 75-minute documentary entitled "For All People, For All Time." The same newswoman took notice of what had proven to be an attention-grabbing, emotional story. Jessica Savitch narrated an hour-long documentary sponsored by the Public Broadcasting Service (PBS) for its "Frontline" program. Entitled "For the Good of All," Savitch continued her advocacy journalistic style by tracing the emotional battles of five families and the Homeowners Association in opposing the NPS. The deceased Bill Birdsell was portrayed as the classic villain. Savitch asserted that Birdsell wanted a "wilderness park where every tree and flower and animal would be protected"; that scenic easements were cheaper than fee and would have preserved the community which was "clearly what Congress had intended"; and that NPS "thwarted the will of Congress" and "ignored the law of the land."<sup>33</sup>

The "Frontline" show had substantial impact because it was a PBS documentary which therefore gave it added credibility. The NIA used it to promote the Sagebrush Rebellion by convincing audiences around the country that the government intentionally deceived homeowners regardless of the law. NIA found a receptive public at the Upper Delaware National Scenic River and the proposed Columbia River Gorge park area. Hundreds of people joined a movement at Upper Delaware to get the park deauthorized. As one observer noted:

*Viewers come away with the clear impression that the NPS illegally forced people to move out of Cuyahoga Valley. Yet, the courts have repeatedly ruled that NPS actions were consistent with the law. NPS opponents across the country are using the film--and its one-sided views--as a scare tactic, stirring up misapprehensions and violence among local residents. Unfortunately, this flawed*

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31. William Canterbury, "Valley Park Homeowners' Plight on TV," 16 December 1979, and "Park Chief Calls TV Show a 'Hatchet Job,'" 18 December 1979, both in *Akron Beacon Journal*.

32. "Wall Street Journal View: The Silent Scandal," 25 May 1982 reprinted with permission in *Akron Beacon Journal*, 7 June 1982. See also rebuttal entitled "Park Service Actions Don't Deserve Attack" in same issue. Cuyahoga Valley Homeowners and Residents Association Vice Chairman Martin J. Griffith accompanied the New York reporter during his tour of the valley. See "'Appalling Ignorance' in Park Story," letter to the editor by Martin J. Griffith, *Akron Beacon Journal*, 17 June 1982.

33. "For the Good of All," narrated by Jessica Savitch and produced for "Frontline," PBS, 6 June 1983; William Hickey, "Birth of Cuyahoga Park Focus of 'Frontline' Show," *The Plain Dealer*, 6 June 1983; and David Bianculli, "Cuyahoga Valley Park Story is One-Sided, but Good," *Akron Beacon Journal*, 6 June 1983.

So you're going to see  
**"For All People, For All Time"**

**WARNING!**

The League of Women Voters and the Sierra Club  
have determined that  
*This film is PROPAGANDA . . . not a documentary*  
Its contents are  
. . . slanted . . . distorted . . . inaccurate . . .

*"deliberately distorted and highly emotional"*  
(Congressman Seiberling in the *Congressional Record*)

*"simply not an 'objective documentary'"*  
(William Turnage, Executive Director, The Wilderness Society)

The film, about the Cuyahoga Valley National Recreation Area (CVNRA),  
REPEATS TWO FALSEHOODS:

falsehood #1: The CVNRA is forcing people from their homes.

**FACT: Nobody has been forced from his or her home in the CVNRA.**

Under federal law

—Homeowners whose property the park wishes to buy may still remain for their lifetimes or for whatever years they choose to negotiate.

—People who choose to move out are paid top market prices, closing costs and moving expenses.

Even James Watt's Inspector General concluded: "Our review disclosed no instances of mistreatment of property owners during (Cuyahoga's) acquisition period."

falsehood #2: The CVNRA is destroying communities.

**FACT: Far from being destroyed, communities are being rescued and rehabilitated.**

—The old company town of Jaite is not "destroyed or boarded up." It has become the Park Headquarters. The buildings are restored, even painted their historic yellow color.

—Tiny Everett, built in the canal era, will be restored to use as a resident arts and crafts village.

**Even the people in the film are misrepresented.**

—The "farmer," though loving animals, made his living in an Akron rubber factory.

—The "handyman" owned a sprawling eyesore junk yard that was conveniently omitted from the film.

—The florist is prospering now in her new highly visible spot in a shopping area.

**Figure 17: Sponsored by the League of Women Voters and the Sierra Club, this flyer was distributed to patrons viewing the local premier of the film "For All People, For All Time" in 1982.**

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*perception of the Cuyahoga Valley NRA will be used again and again to thwart federal land-protection efforts by painting the NPS as a cadre of devious lawbreakers.<sup>34</sup>*

Groups opposed to new federal areas sought speakers from the Cuyahoga Valley Homeowners and Residents Association. In 1986, Homeowners Association officer Martin Griffith traveled to the Columbia River Gorge in the Washington/Oregon area where 41,000 people were to be impacted by a proposed 200,000-acre federal park. Griffith was invited by Columbia Gorge United, a local homeowners group, to tell about CVNRA's impact on the community. Griffith's message, which compared CVNRA events to what would happen in the Pacific Northwest should NPS become involved, enjoyed considerable media exposure.<sup>35</sup> The specter of CVNRA turmoil has helped stall progress on subsequent new area proposals. Nebraska's proposed Niobrara National Park/Scenic River floundered in 1989-90 in part because of it.<sup>36</sup>

NIA founder Charles Cushman has effectively used the Cuyahoga Valley Homeowners and Residents Association's cause to further his own organization. The Homeowners Association welcomed Cushman as a sympathetic national spokesman, but the local organization's leadership regarded Cushman with caution because of NIA's transparent attempt to "leverage [the Homeowners Association's] situation into a power position for themselves."<sup>37</sup> During the Reagan years, Cushman enjoyed an enhanced position through an appointment to the National Park System Advisory Board.<sup>38</sup> Another NIA officer, Ric Davidge, became an assistant to Assistant Secretary G. Ray Arnett. Cushman and Davidge helped press the plight of the Homeowners

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34. Ed Wesely, "Public TV's Frontline Attack on the National Park Service," *National Parks Magazine*, September/October 1984. "For the Good of All" was shown several times at the Upper Delaware River with the warning that what happened at Cuyahoga "can happen here." So villainous was the portrayal of Bill Birdsell that audiences reportedly reacted with gleeful cheering when the documentary informed them of his death.

35. "Cuyahoga Valley and Columbia Gorge," *Your Community News* (Homeowners Association newsletter), August 1986, from the James S. Jackson Papers. The masthead of this publication contains the following: "'First you get control of the land.' Karl Marx".

36. Paul Goodsell, "Scenic-River Foes Enlist Assistance of National Group," *Omaha World-Herald*, 2 February 1990. The bill passed in 1991 and was signed by President George H. W. Bush.

37. Leonard R. Stein-Sapir interview, 24 May 1989. NIA was originally incorporated as two groups: National Park Inholders Association and Federal Land Inholders Association, in South Lake Tahoe, California.

38. While Cushman promoted his views to this group, he did not do so very effectively. According to NPS Director Dickenson, "Interestingly enough, there was very little substantive reaction on the part of the board because they recognized an individual who had an ax to grind... and so the impact on the board was minimal." See Russell E. Dickenson interview, 18 July 1989.

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Association before the upper echelon of the Department of the Interior.<sup>39</sup> No monetary relationship existed between NIA and the Homeowners Association, however.<sup>40</sup>

Cushman first brought his version of the western range war to CVNRA in July 1978 when he branded NPS as a bureaucratic tyrant riding roughshod over the rights of private property owners. Cushman was an able performer, appearing as a common man before valley residents clad in a flannel shirt, yet surfacing the next morning on Cleveland television dressed in a dark three-piece business suit portraying a dignified lawyer, the consummate protector of citizen's rights.<sup>41</sup> Cushman returned the following year and met personally with Bill Birdsell who strongly suspected Cushman of tape-recording their conversation. Because of Cuyahoga, Cushman launched a nationwide Freedom of Information Act request for the complete legislative history of every NPS unit. Cushman also lobbied for investigations of John Seiberling's scenic easement.<sup>42</sup>

## **The "Counter Campaign"**

Superintendent Bill Birdsell could not visualize the Cuyahoga Valley National Recreation Area as a legitimate national park when there were hundreds of people living within it. While Birdsell viewed the small village of Peninsula with its services and shops as an amenity to CVNRA, the widely dispersed, individual residences were not something he wanted to see remain. Birdsell believed CVNRA's future lay in providing green open space to the urbanized Northeast Ohio region. He did not want to administer a patchwork quilt of private/public ownerships with people unable to use the park because the large number of privately-owned tracts prevented having linear trails. Because he did not recognize the existence of a cohesive "valley community," under the willing seller/hardship mechanism of the CVNRA act, Birdsell allowed the land acquisition program to proceed with removing these undesirable enclaves whenever the

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39. Sheridan S. Steele interview, 25 March 1982. According to NPS Director Dickenson, after the Arnett/Davidge moves of 1981, there were no other serious attempts to divest CVNRA. "There were still some occasional references during meetings within the department," Dickenson commented, "but that would be considered very much in-house and just shop talk." See Russell E. Dickenson interview, 18 July 1989.

40. Martin Griffith interview, 22 May 1989; and Leonard R. Stein-Sapir interview, 24 May 1989.

41. Review comments provided by Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

42. "Tyranny of Parks is Charged Here," *The Cleveland Press*, 11 July 1978; Birdsell, memorandum of meeting with Charles Cushman, 23 June 1979, A44; Birdsell to Regional Director Jimmie L. Dunning, 12 July 1979, A22; and "Cuyahoga Valley Park Probe Sought," *Akron Beacon Journal*, 18 June 1982.

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opportunity arose. His viewpoint was a typical NPS policy, one which managers practiced all across the United States.

When the Homeowners Association dispute erupted, Birdsell imposed his own anti-residents viewpoint on his staff by insisting that acquired tracts be called by their historic names, and not by their recent owners. He was adamant about not memorializing families simply because they were recent owners. If structures were not historic and were not going to be retained, Birdsell instructed his staff to call them by their individual tract numbers. In this manner, he sought to break the bonds that the local community had on these tracts.<sup>43</sup>

To counter the tide of negative publicity, Birdsell sought support for NPS to produce its own pro-CVNRA documentary to use in the public relations campaign against the Jury brother's film. In a March 1980 appeal to the NPS Harpers Ferry Center (HFC), he wrote:

*Their campaign is filled with lies, half-truths, facts out of context, innuendo, etc. This, of course, is to their benefit in distorting the facts of NPS programs. We are concerned that this could have an effect on the future of Cuyahoga Valley being the best possible park to serve the millions of citizens in this area. The time has come when we can no longer sit back as the "good guys" and continue to be on the defensive only. Our "White Smokey Bear Hat" is being badly soiled by this smear campaign. We must get the facts out to our publics and set the record straight.<sup>44</sup>*

Birdsell's proposal that HFC produce a pro-NPS audio-visual program met with a negative response. Departmental policy prohibited developing such programs to promote an agency, its role, or its programs. Even if donated funds were used and it was produced outside NPS, CVNRA could not use such a film. Onsite programs and printed materials remained the only method available to convey a pro-CVNRA message.<sup>45</sup>

Concerned about the public protest, Congressman John Seiberling called a special Capitol Hill meeting on May 22, 1980, to discuss ways to turn public opinion around. It marked the first time in NPS history that such a congressional inquiry had been held to address problems at a single NPS unit.<sup>46</sup> Seiberling's informal meeting was a brainstorming session to find ways to

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43. Ron Thoman interview, 26 May 1989.

44. Birdsell to Harpers Ferry Center Manager Marc Sagan, 20 March 1980, K3019.

45. Sagan to Birdsell, 1 April 1980.

46. Russell E. Dickenson interview, 18 July 1989. Participants included Seiberling; Senator Howard Metzenbaum; Assistant Secretary Bob Herbst; Congressman Ron Mottl; staff members from the following congressional offices of Regula, Vanik, Pease, Glenn, Metzenbaum, Stokes, and Stanton; Janet Hutchison, Siegfried Buerling; and from

(continued...)

## *The "Sagebrush Rebellion" Spreads to Ohio*

accentuate the positive about CVNRA resources and opportunities. The group produced a two-page list of ways to counter the anti-park movement. The fundamental consensus was that CVNRA needed to break from its preoccupation with land acquisition and begin to establish a visible NPS presence. While no new resources were provided in terms of staff or budget, congressional encouragement was given to increasing informational programs and activities.<sup>47</sup>

The "counter campaign" led to the rebirth of the Cuyahoga Valley Association (CVA) as a park friends organization. Ironically, the many citizens groups which helped lobby for CVNRA had evaporated upon the park's establishment because they assumed NPS could handle everything on its own. It took the crisis generated by the Cuyahoga Valley Homeowners and Residents Association to convince these citizens groups that pro-park advocacy was still important. CVA and Sue Klein of the defunct Cuyahoga Valley Park Federation (CVPF) pressed supporters to engage in a vigorous letter-writing campaign to counter the anti-park initiative.<sup>48</sup> The pro-park fervor still burned bright as Advisory Commission member Norman Godwin wrote to the *Akron Beacon Journal* in July 1980:

*The Homeowners [Association] like every other private interest group should have their story told but I am tired of hearing their lies rehashed again and again. The Journal is well aware of the benefits millions of Americans will glean from the historic, scenic and natural treasures in the CVNRA. The public wants a park, they paid for a park, and by God they're going to get a park.... The National Park Service is accomplishing an impossible dream in record time and in the best interest of the public. Park Superintendent Bill Birdsell will go down in history as the hardest working, most thoughtful and talented project manager the NPS ever had.*

*The valley has been saved; adverse development is stopped and cleanup has begun. If you think it looks bad in places, and I do too, just consider what five more years of strip mining, land filling and housing developments would have wrought. Thanks to the NPS for preserving my parents' rec area, my rec area and my children's rec area and making it available to everyone.<sup>49</sup>*

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46. (...continued)

NPS: Birdsell, Assistant Superintendent Richard Peterson, Management Assistant Sheridan S. Steele, Chief of Interpretation and Visitor Services Ron Thoman, and Land Acquisition Officer Jack Blanton. Joe Wilson, National Council for the Traditional Arts, attended a part of this meeting.

47. Report on CVNRA meeting, 22 May 1980, Washington, D.C.; and Superintendent's Report for 1980. For several years, Loretta Neumann of Seiberling's staff urged Birdsell to move ahead on interpretive programs, signs, and visitor facilities to establish an NPS presence, but nothing ever happened. CVNRA was trapped in a land acquisition mode. See Neumann interview, 27 June 1989.

48. Ron Thoman interview, 26 May 1989; and Sue Klein to CVPF members and friends and affiliates, undated. Klein implored, "We must not allow a greedy few to kill the dream of millions!"

49. Godwin, letter to the editor, *Akron Beacon Journal*, 8 July 1980, typewritten copy found in CVPF files.

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Private citizens loyal to the CVNRA worked diligently to correct what they perceived as rampant misinformation being spread across the nation by NIA concerning their park. Norm Godwin visited California to address meetings at Santa Monica Mountains National Recreation Area. Janet Hutchison maintained extensive contact with a Columbia Gorge support group to correct information being disseminated about CVNRA in the Pacific Northwest.<sup>50</sup>

The most significant result of the NPS counter campaign was the implementation of a cultural arts and special events program. Beginning in the summer of 1981, a series of festivals were held which met with tremendous success. In addition to special event festivals, NPS interpreters staged art and photography competitions, nature shows, and the Cuyahoga Valley Lyceum program. By 1983, CVNRA hosted the National Folk Festival and continued to do so in 1984 and 1985. These high-visibility, special interest activities helped secure for NPS a positive image. Media coverage turned from heavily negative to predominantly positive as attention moved away from the land acquisition program. NPS gave priority to removing vacant structures, a prime target for critics. In 1981, a new visitor center opened in CVNRA's north end, thereby announcing a real presence in Cuyahoga County.<sup>51</sup>

As a more positive image emerged in the early 1980s, the attention paid to the Homeowners Association dwindled. Homeowners Association tactics alienated many officials and as its credibility declined, the public simply lost interest. After the failed legal battle, leaders like Leonard Stein-Sapir moved away, further weakening the organization.<sup>52</sup> Superintendent John P. Debo, Jr., established a businesslike working relationship with the Homeowners Association, and only muted criticism has been directed at NPS. It is Debo's philosophy that if the Homeowners Association did not exist, NPS would have to create it.<sup>53</sup>

It has been argued that the Cuyahoga Valley's version of the Sagebrush Rebellion and the legacy of James Watt were beneficial to the evolution and long-term survival of CVNRA. The publicity gave the park increased visibility and helped educate the public about what the valley has to offer. Within NPS itself, CVNRA launched a concerted effort to change the negative image of "the burning river" into a positive one. By weathering the storm of criticism, CVNRA emerged intact, with greater confidence and a stronger feeling of legitimacy.<sup>54</sup>

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50. Review comments provided by Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

51. Ron Thoman interview, 26 May 1989; Sheridan S. Steele interview, 25 March 1982; and Superintendent's Report for 1981.

52. Leonard R. Stein-Sapir interview, 24 May 1989; and Susan Smith, "Homeowners Remain Vocal About Park Development," *Akron Beacon Journal*, 24 February 1985.

53. John P. Debo, Jr., interview, 25 May 1989.

54. Ron Thoman interview, 26 May 1989.

## Chapter 12

### Part I:

## Managing the Cuyahoga Valley National Recreation Area

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*Few people have the opportunity ... to establish a legacy of the magnitude that Bill Birdsell has left behind. He breathed life into the coals of the legislation establishing Cuyahoga Valley National Recreation Area. No detail escaped his eye, his mind, and his heart. He loved and agonized over every acre acquired and he reached out to increase the circle of those who would help to create a vital space for people. Whether one agreed with him or not, everyone in this area knew Bill Birdsell and what he stood for. As you escape from the mad pace around this Valley and as you retreat to the quiet paths and gentle slopes, you will share this dear man's legacy.<sup>1</sup>*

Director Russell E. Dickenson

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### William C. Birdsell, Keyman and Project Manager

"For all intents and purposes," said National Park Service (NPS) Legislative Analyst Gerald Tays, "the president signed the bill because it would have been political suicide for him to veto it." Speaking to an Ohio journalist, Tays continued:

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1. Statement from Russell E. Dickenson read by NPS Midwest Regional Director J. L. Dunning at William C. Birdsell's memorial service, 24 August 1980, Peninsula, Ohio.

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*It's my personal view that he signed it because there were just too damn many Ohio congressmen urging him to sign it. We haven't changed our minds—we're still opposed to it. Our policy continues to be that mainly local or regional parks should be the responsibility of local or regional governments. But that's the secondary issue now, and it's really no longer an issue. It's ours now and we're going to abide by the law.<sup>2</sup>*

NPS was confronted by a determined Ohio congressional delegation which in January 1975 had two new faces on Interior-related committees: Senator John Glenn and Representative Ralph S. Regula, the latter of whom was in a position to influence the infant Cuyahoga Valley National Recreation Area's (CVNRA) budget.<sup>3</sup>

To keep the momentum rolling, Congressman John F. Seiberling organized a January 22, 1975, meeting with Assistant Secretary Nathaniel P. Reed to discuss future plans for the park. Also present were Representatives Charles Vanik, Ralph Regula, Bill Stanton, and Ron Mottl, as well as Senator Robert Taft, Jr., and a staff assistant to Senator Glenn. The message was clear. Because of the department's hostility and recalcitrance, the delegation intended to be closely involved in determining CVNRA's future health and well-being.<sup>4</sup>

While NPS rank and file remained perplexed about their newest urban park, the logical choice for "keyman"<sup>5</sup> of Cuyahoga Valley was already performing those duties with great enthusiasm. William Carroll Birdsell, general superintendent of the Ohio NPS Group,<sup>6</sup> served as NPS's eyes and ears during Cuyahoga's pre-authorization years. Within a week of President Gerald R. Ford's signature on the CVNRA bill, Midwest Regional Director Merrill D. Beal tagged Bill Birdsell as CVNRA keyman. Simultaneously, Birdsell became the Midwest Region's keyman<sup>7</sup> for the Denver Service Center (DSC)-produced Ohio and Erie Canal feasibility study.<sup>8</sup>

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2. Richard Thomas, "National Park Backers Forge for July Funding," (Brecksville, Ohio), *Sun Courier*, 23 January 1975.

3. "Regula, Glenn Get Key Posts," *Akron Beacon Journal*, 25 January 1975.

4. Loretta Neumann interview, 27 June 1989; Seiberling, Taft, Vanik, Regula, Stanton, and Mottl to Nathaniel P. Reed, letter, 27 January 1975; and Seiberling to Hays, Mosher, J. Stanton, and Stokes, letter, 24 January 1975. Following the meeting with Reed, the delegation met with Regional Director Beal and Keyman Birdsell.

5. Keyman is an archaic designation for a park professional sent to a newly authorized area prior to its official establishment, i.e. when a sufficient land base has been acquired. Contemporary titles include ranger-in-charge or site manager.

6. The administrative unit, established on December 30, 1970, and terminated on July 15, 1975, also included William Howard Taft National Historic Site and Perry's Victory and International Peace Memorial.

7. In this instance, keyman meant coordinator. With more women entering professional ranks, this sexist term was phased out.

8. Merrill D. Beal letter to author, 4 October 1989 (The appointment did not become official until mid-January (continued...))

## Part I: Managing the CVNRA

Bill Birdsell, age 45, and an imposing 6 1/2-foot, 250 pounds, was a veteran NPS manager. Birdsell's father was a contractor who built facilities at several national parks in the southwest. Birdsell attended college at the University of Denver and the University of New Mexico with a major in geology. His NPS career began as a ranger at Carlsbad Caverns National Park, with subsequent positions at Gettysburg National Military Park, Eisenhower National Historic Site (where he enjoyed a close relationship with Mamie Eisenhower), Fort McHenry National Monument and Historic Shrine, and the Southwest Regional Office in Santa Fe before transferring to his Ohio post in 1971. Birdsell was under consideration for the superintendency of Virgin Islands National Park when he accepted the post at CVNRA.<sup>9</sup>

With the establishment of the new park set six months following its legislative authorization, Bill Birdsell held the keyman designation only three months. A certificate of eligible candidates for the CVNRA project manager position, the equivalent of superintendent at an established park, included Bill Birdsell. Midwest Regional Director Dave Beal, with the concurrence of NPS Director Gary E. Everhardt, selected Birdsell for the position on March 26, 1975. Birdsell's promotion from GS-12 to GS-13 became effective on April 13.<sup>10</sup>

Dave Beal and Bill Birdsell wanted to establish a physical NPS presence as soon as possible. Beal suggested initially putting CVNRA's headquarters in the federal building in either Cleveland or Akron, but discounted both as unworkable. The best place was in the center of activity near Peninsula. Because the Midwest Regional Office had no funds to build a facility, both agreed it was wise to adapt an existing structure owned by the Ohio Department of Natural Resources (ODNR), a one-story residence on Route 303 in Boston Heights Township, as a temporary headquarters. The 501 West Streetsboro Road (Route 303) building previously served as ODNR's land acquisition office and valley residents already associated it with the new park.<sup>11</sup>

During these early months, Bill Birdsell divided his attention between his duties in Chillicothe and those in the Cuyahoga Valley. Mound City Group staff Ginger Skaggs, Joan

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8. (...continued)

1975); and Birdsell to Park Managers, Ohio Group, 3 January 1975, L58.

9. Charles Lally, "National Park is His Dream," *Akron Beacon Journal*, circa 1976; and NPS news release, "William C. Birdsell Named Project Manager for CVNRA," 18 April 1975.

10. Beal to Birdsell, 3 April 1975, P8815; and Merrill D. Beal letter to author, 4 October 1989. Beal noted that he was subjected to no political pressure in making the Birdsell appointment.

11. Bill Birdsell's remarks, transcript of meeting chaired by Congressman John Seiberling regarding CVNRA, Washington, D.C., 22 May 1980; Birdsell to Robert W. Teater, letter, 11 April 1975, A80; and Teater to Birdsell, letter, 25 April 1975. Teater denied Birdsell's request to occupy the structure rent-free until title was passed to NPS because ODNR was required to collect rent on all leases. Nevertheless, NPS received the same discount given to state park managers.

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Crider, and Phil Egan provided assistance in getting the new park organized. Birdsell joked about being "the lone ranger" at CVNRA because he had to mow the grass and wash windows at NPS headquarters. A borrowed card table and chair from the local Holiday Inn was his only office furniture.<sup>12</sup>

Consistent with the CVNRA act, in a notice dated June 10, 1975, NPS Director Gary Everhardt announced the park's establishment effective on June 26. The move automatically changed Project Manager Birdsell's title to that of superintendent. It also triggered the dissolution of the Ohio NPS Group. On July 1, superintendents of all four Ohio park units reported directly to Midwest Regional Director Dave Beal. Bill Birdsell continued to serve as Omaha's state coordinator for Ohio which involved reporting on all state and local issues which might impact NPS interests and/or operations.<sup>13</sup>

### Superintendency of William C. Birdsell, 1975-1980

Few other NPS employees in the mid-1970s were able to look beyond the valley's blemishes and recognize its beauty and future potential than William C. Birdsell. The normally soft-spoken Bill Birdsell used his congenial personality to articulate his vision of Cuyahoga Valley National Recreation Area (CVNRA) before countless public forums. Even in the midst of a hostile crowd, Bill Birdsell waxed eloquent on the virtues of preserving CVNRA's resources. In countless public forums and daily conversations, Birdsell remarked: "The National Park System has a mandate from Congress to create a park in the Cuyahoga Valley."<sup>14</sup> Because few people within NPS shared his vision, Birdsell believed he had to be intimately involved in every detail of its evolution. In essence, "the lone ranger" was only too happy to run a one-man show.<sup>15</sup>

For Bill Birdsell, working on a project with the magnitude of CVNRA was a labor of love. Described as "motherhood and apple pie in a Smokey the Bear hat," Birdsell epitomized the traditional NPS professional manager: seldom out of uniform and embracing NPS as his

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12. Birdsell, 2-page typewritten newsletter *Roundup*, circa 1975, K38. By the end of 1975, Birdsell's staff included Secretary Margaret Cabaniss, Clerk-Typist Lyn Carst, CETA Typist Debbie Coplin, and CETA Maintenceman Gordon Keckler.

13. Everhardt, "NPS CVNRA Establishment," *Federal Register*, Vol. 40, No. 119, 19 June 1975, 25835; Birdsell to Robert J. Smentek, Eastern National Parks and Monument Association, letter, 30 June 1975, A42.

14. Review comments provided by Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

15. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982.

## Part I: Managing the CVNRA

*raison d'etre*.<sup>16</sup> Birdsell was a natural at public relations and he masterfully constructed a support network among community leaders and journalists. He used groups such as the Cuyahoga Valley Park Federation (CVPF; see Chapter 14) to inform the public about CVNRA and the ongoing general management plan process.<sup>17</sup>

Birdsell encouraged and relished VIP visits as a means to enhance CVNRA's and his own stature. In April 1975, he hosted the week-long conference of Midwest Region superintendents. In addition, two NPS directors visited within a two-year period: Gary Everhardt in April 1976 and William Whalen in May 1978. Both expressed pleasure at what they saw, and Whalen hailed CVNRA's rapid evolution as a "model for the Service." A September 1978 tour by Interior Secretary Cecil D. Andrus brought equally high praise.<sup>18</sup> (Because NPS owned very little maintenance equipment, workers swept the Virginia Kendall parking lots by hand in preparation of the secretary's visit.<sup>19</sup>) Following a CVNRA gathering of the department's North Central Committee which included department and agency heads from the region, Birdsell proudly boasted:

*I would venture to guess that we have had more VIP visits during the past few years than any area in the Service. It reminds me of the "old days" when the "crown jewel" big western parks were the only areas which hosted such gatherings. Here we are at Cuyahoga Valley with a limited staff in our infant years already being one of the "big guys" in playing host.... Certainly there has never been a visitor to Cuyahoga Valley, from any level, who has not gone away extolling the virtues of the area and appreciative of the hospitality we have provided.<sup>20</sup>*

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16. Siegfried Buerling interview, 23 May 1989.

17. Bill Dean letter to author, 18 September 1989; and Sheridan S. Steele interview, 28 June 1989. Dean first met Birdsell prior to 1975 at an NPS-sponsored public relations training course and remembered Birdsell was extremely negative about public relations. Dean was subsequently amazed when the same man became a master in the public relations field.

18. William J. Whalen speech before annual meeting of Cuyahoga Valley Association, 6 May 1978 (source of quotation); Merrill D. Beal letter to author, 4 October 1989; "Park Service Head Asks Support for Cuyahoga Area," *The Cleveland Press*, 15 April 1976; "New Parks Chief Gets 1st Look at Cuyahoga," *The Plain Dealer*, 6 May 1978; William J. Whalen telephone conversation with author, 6 September 1989; and "Andrus Holds Urban Park in High Esteem," *The Plain Dealer*, 30 September 1978.

19. Review comments provided by Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

20. Birdsell to staff, 19 July 1979, A60.

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Bill Birdsell was so adept at the public relations game that he used his connections to help the Western Reserve Historical Society obtain federal historic preservation funds by securing congressional authorization of James A. Garfield National Historic Site in Mentor, Ohio.<sup>21</sup>

Content to be married to NPS, the bachelor superintendent was a classic workaholic. Too busy operating CVNRA to go on annual or sick leave, Birdsell willingly relinquished a month's vacation time in 1975. His normal work schedule consisted of seven days a week, fourteen to sixteen hours per day. In the midst of this punishing pace, on January 29, 1976, Birdsell fell on the ice outside his Peninsula home and cracked a bone near his hip. While awaiting surgery to insert a pin in the bone, he suffered a heart attack and faced a two-month enforced rest. Midwest Regional Director Dave Beal immediately dispatched Randall R. Pope, superintendent of Ozark National Scenic Riverways, Missouri, to serve as acting superintendent during Birdsell's convalescence which ended in late April. Because his physician insisted he only work half-days, Birdsell initially cut back on his 16-hour schedule, but soon resumed it working long into the evenings. To ensure his friend's health and well-being, Robert "Bob" Schultz, nicknamed "the churchmouse," volunteered to sit in the outer office until Birdsell went home each evening.<sup>22</sup>

New positions, called full time equivalency (FTE), were slow to materialize. Aside from the superintendent and his secretary, the third permanent employee to enter on duty was Management Assistant Robert F. Holmes in June 1976.<sup>23</sup> By December 1977, FTE stood at ten permanent positions with four vacancies and five less than full-time employees. In early 1978, former CVPF Director Sheridan S. Steele became management assistant, but served as a de facto assistant superintendent until Richard R. "Pete" Peterson arrived in 1979 to fill that post.<sup>24</sup> FY 1979 saw an increase in the park's operating budget to the extent that up to ten additional permanent FTE were authorized. Division chiefs served at the GS-11 level, including the new head of Interpretation and Visitor Services, Ron Thoman. The following fiscal year, however, saw the loss of five positions through budget constraints imposed on CVNRA. With well over 100 budgeted man-years and a budget of \$2.5 million, CVNRA only had 20 full-time positions. The worst shortage was in Resource Management and Visitor Protection which had four

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21. Siegfried Buerling interview, 23 May 1989. See Chapter 7.

22. Merrill D. Beal letter to author, 4 October 1989; "Bill Birdsell is Recovering From Fracture, Heart Attack," *The Voice*, February 1976; Charles Lally, "National Park is His Dream," *Akron Beacon Journal*, circa February 1976; and James S. Jackson, "A Week of Warm Memory Renewals--and a Painful Loss," *Akron Beacon Journal*, 23 August 1980.

23. "Holmes Will Help Birdsell," *The Voice*, August 1976. Holmes transferred in September 1977, in large part because Birdsell would not relinquish any responsibility and refused to allow Holmes to serve in the accepted NPS role of management assistant. See Robert F. Holmes letter to author, 20 November 1989.

24. Sheridan S. Steele interview, 28 June 1989. Steele focused on public relations, planning, and overseeing divisions.

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permanent positions when it required 31 to perform up to standards. Because of the sparse workforce, it was not uncommon in these early years for seasonal employees to be drafting reports they were not qualified to compile.<sup>25</sup>

The FTE crunch did not abate in April 1980 when a regionwide freeze on positions came as a result of the announced closure of the Midwest Regional Office (MWRO). While MWRO employees were given first choice of all vacant positions,<sup>26</sup> the closure of the Omaha office did not transpire. In response to a request to pare its budget even further, Birdsell identified the only practical reduction was \$30,000 in building demolition. He informed Regional Director Jimmie L. Dunning:

*Many hours have been spent by our management team in analyzing and agonizing over this project.... Due to the fact that all of our operations are at present sub-standard, we are unable to identify any reductions in our operations which would not result in severe damage to the National Park Service. If we reduce visitor services that are only now beginning or which exist in the Virginia Kendall Park Unit, this could directly affect the success of acquiring other existing park facilities. If we reduce maintenance or protection of resources under our responsibility, irreparable damage would likely result. We are under extreme and growing pressure from the public and our congressional delegation to make a showing of new NPS facilities and programs--the old "Instant Yellowstone Syndrome" of expecting an "overnight park." We cannot see how we can reduce programs which are at present sub-standard or at best minimal.<sup>27</sup>*

Ironically, other Midwest Region parks, with the exception of Indiana Dunes, were "jealous and resentful" of what they perceived as favored treatment for Cuyahoga. According to one of Birdsell's peers, "Cuyahoga Valley and Bill Birdsell regularly and consistently received much largess and consideration not normally tendered to other parks and park managers." Because Indiana Dunes and CVNRA enjoyed such strong political support, they were "the poor little rich boys" of the Midwest Region and "resources were begged, borrowed, or stolen to satisfy their needs."<sup>28</sup> Because CVNRA always received congressional budget add-ons,<sup>29</sup> Omaha

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25. David Hess, "Committee OKs \$1.7 Million for Valley Park," *Akron Beacon Journal*, 13 September 1978; Assistant Superintendent Peterson, special issue discussion, 7 March 1980, F26; Ron Thoman interview, 26 May 1989; and Dave Dornfeld interview, 18 May 1989.

26. Administrative Division to Superintendent and Division Chiefs, 10 April 1980, P72.

27. Birdsell to Dunning, 1 May 1980, F30. See also Acting Director Daniel J. Tobin to All Regional Directors, 21 April 1980.

28. Hugh Beattie letter to author, 2 November 1989.

29. Add-ons are "line item" project requests with funding attached which are devised by the House Interior Appropriations Committee and inserted into the annual budget known as ONPS, or Operation of the National Park System. Line item requests sometimes come as a complete surprise to the bureau and clarification is often required.

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stopped rating it high on its priority list for funding and personnel in favor of other parks which had similar growing pains, but did not regularly get congressional add-ons.<sup>30</sup>

An MWRO operations evaluation team arrived on December 8, 1976, to conduct CVNRA's first operations evaluation report (OER). The team found the park excelled in external affairs, but fell woefully short in all other areas. The OER found no structured line of command and no employee role and function statements. The management system in place was described as "management by crisis" and the team urgently recommended adopting the prevailing "management by objectives, plans, results and evaluation system (MBO)." The OER noted,

*The lack of specific park goals and priorities is the reason why almost all of the park personnel were observed to be engaged in some forms of low-priority activities while the stock excuse for not accomplishing high-priority items was "there isn't enough time." We suggest that the only way to make the optimum use of the limited time available is some process for discriminating between the important items and non-important ones.<sup>31</sup>*

The OER recommended Birdsell delegate much more responsibility to his subordinates. Because everything had to go through him for a decision, there was considerable wasted time and effort. Individual detailed letters were sent to even the most casual information requests. The team noted Birdsell's quest for perfection in making repeated corrections to memorandums and letters which necessitated endless rounds of retyping. Intrapark communication was "far from ideal" with Birdsell unwilling to engage in constructive give-and-take dialogue with his staff. Birdsell lacked trust in his employees because he outlawed all communication between CVNRA and MWRO except through the superintendent or the management assistant. The OER called the directive "a mistake" and advised again to adopt MBO. Finally, the OER questioned the need for employee quarters when area housing was readily available. CVNRA's image suffered when private homes were purchased and then made available as NPS quarters. Birdsell used park-provided housing as a recruitment tool, an inducement to get career employees to relocate to Cuyahoga. The OER advised that if quarters were needed, they should be designated in the many historic structures which were to be retained and preserved.<sup>32</sup>

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30. John Kawamoto interview, 27 July 1989.

31. *Operations Evaluation Report, CVNRA*, December 1976, approved by Merrill D. Beal 10 January 1977. The team consisted of Hugh P. Beattie, Thomas L. Weeks, and Betty J. Readnour.

32. *Ibid.* See also Ron Thoman interview, 26 May 1989, and Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982. Steele said Birdsell had a "fetish about rewriting everything. He had to sign everything that went out. Before signing, he would rewrite it. Correspondence bogged down to the point it would be weeks, sometimes months, before correspondence was answered."

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The same OER team returned in July 1978, and again complimented Birdsell in his public relations accomplishments and noted a "great amount of progress in eighteen months... by establishment of an effective staffing structure, acquisition and stewardship over properties, and establishment of basic visitor services and protection programs."<sup>33</sup> Crisis management, however, remained the *modus operandi*. Birdsell maintained intrapark communication from the top downward and scarcely ever held general staff meetings. The park had no equal employment opportunity program in spite of its proximity to a large urban minority population. Birdsell continued to be a perfectionist on correspondence. The team noted that much of the paper workload would decrease if:

*the repeated revisions and editorials performed on rather routine correspondence were eliminated. We realize that Superintendent Birdsell has extremely high standards for all written correspondence emanating from Cuyahoga Valley, but we reminded him that the time and energy might easily be better spent on more beneficial areas of greater priority. It was interesting to note that Superintendent Birdsell has his own IBM Correcting Selectric typewriter to use for many of these editorials. We reminded him that this was rather expensive typist's services when his time should be spent more profitably on more pressing matters.*<sup>34</sup>

In essence, however, the second OER was little better than the first. It reflected Bill Birdsell's poor human resources management skills and his preference to do things himself rather than delegate.<sup>35</sup> Viewing the OERs as personal affronts, Birdsell refused to share them with his staff. The problems brewing at CVNRA were a source of great concern in Omaha. In the aftermath of the 1978 OER, MWRO began evaluating whether or not to reassign Birdsell. Regional Director Jimmie L. Dunning, however, was determined to give Bill Birdsell every opportunity to rectify these problem areas.<sup>36</sup>

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33. *Operations Evaluation Report, CVNRA*, July 1978, approved by Merrill D. Beal on 18 August 1978. Stuart L. Croll from Isle Royale National Park served as a fourth team member.

34. *Ibid.*

35. Hugh Beattie letter to author, 2 November 1989. Beattie was the OER team leader who later noted that Birdsell was an "absolute tyrant" and "bully" toward his staff. Beattie remembered: "One afternoon I could not find Bill who was urgently needed to address a really major issue. Somewhat later I ran into him at Happy Days info station and he was compiling a bird list--obviously a tedious process. He stated that he was doing so because the park needed the list (granted!) but 'the damn naturalist couldn't do the job right.'" The same assessment of Birdsell's poor relations with his staff may be found in the following: Robert Holmes letter to author, 20 November 1989; Dave Dornfeld interview, 18 May 1989; Chester Hamilton letter to author, 24 October 1989; Ron Thoman interview, 26 May 1989; and Sheridan S. Steele interview, 28 June 1989.

36. David Linderman interview, 31 July 1989; Randall J. Pope letter to author, 25 October 1989; and Jimmie L. Dunning letter to author, 4 October 1989.

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Staff morale problems escalated, particularly at the division chief level. Birdsell's difficult relations with his staff intensified as he expected employees to work long hours of overtime. With no family obligations of his own, he saw nothing wrong with keeping employees after their tour of duty to discuss park plans and issues. Birdsell jealously guarded fiscal matters to such an extent that when division chiefs were finally permitted to oversee their own budgets, most required training to handle the responsibility.<sup>37</sup>

Birdsell enjoyed a cordial relationship with Congressman Seiberling with whom he was on a first-name basis. As the park's "Legislative Father," Seiberling had a passionate interest in preserving CVNRA and, therefore, kept close tabs on it. The contact was first-hand; frequently on weekends the congressman and the superintendent toured the valley together and talked about the park's future. At other times, contact came via telephone. Loretta Neumann, who served on Seiberling's staff, also kept in close contact with Bill Birdsell. While the Washington Office and MWRO encouraged Birdsell to develop a good rapport with Seiberling, both offices saw pros and cons with such routinely direct contact.<sup>38</sup> John Seiberling immediately established ground rules for his relationship with NPS managers. He told Birdsell (and his successor) to make whatever decision was necessary in regard to his property without regard to his status as a member of Congress. In addition, his policy was to advise constituents to submit their CVNRA-related grievances directly to NPS for resolution. Seiberling was also steadfast in his resolve not to intervene in an individual's acquisition negotiation with NPS.<sup>39</sup>

While relations between Birdsell and Midwest Regional Directors Beal and Dunning remained good, relations between CVNRA and MWRO staff became adversarial during Birdsell's tenure. Park employees believed Midwest Region did not understand the complexities of managing CVNRA. As one staff member said, "Working at Cuyahoga is like trying to build and ride a bicycle at the same time." MWRO seemingly lost few opportunities to be critical, especially when deadlines were missed, and few at CVNRA saw much help coming out of Omaha.<sup>40</sup> One story which circulated at the park was that immediately inside the front entrance

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37. Robert Holmes letter to author, 20 November 1989; Chester Hamilton letter to author, 24 October 1989; and Dave Linderman interview, 31 July 1989.

38. Loretta Neumann interview, 27 June 1989; Sheridan S. Steele interviews, 25 March 1982 (by Ron Thoman and Susan V. Garland) and 28 June 1989; Gary Everhardt letter to author, 27 October 1989; Bill Dean letter to author, 18 September 1989; Merrill D. Beal letter to author, 4 October 1989; Randall R. Pope letter to author, 25 October 1989; and William J. Whalen telephone conversation with author, 6 September 1989.

39. Seiberling to Albert, letter, 18 September 1981, A38.

40. Robert Holmes letter to author, 20 November 1989; and Ron Thoman interview, 26 May 1989. Birdsell's office was the bottleneck for overdue memoranda and reports. According to Sheridan Steele, Birdsell frequently had stacks of paper on his desk. Whenever Birdsell was out of the office, staff members would go in and retrieve whatever *had* to go out, and then later coaxed him to get it done. Whenever a dignitary visited, however, Birdsell

(continued...)

## Part I: Managing the CVNRA

of MWRO was a large sign which read, "Get Cuyahoga."<sup>41</sup> From MWRO's standpoint, CVNRA was entirely too sensitive, especially as the anti-Cuyahoga remarks made the rounds. Many in MWRO and throughout the Service commonly used CVNRA as an example of what a park should *not* be. Furthermore, parks complaining about reports and deadlines was normal, and MWRO efforts to help seemingly were not appreciated by the independent-minded CVNRA.<sup>42</sup>

News of the distressing events from the Cuyahoga Valley did not go unnoticed by NPS Director William Whalen who was all too familiar with "new area syndrome." Whalen's experiences in the Golden Gate National Recreation Area superintendency gave him a unique perspective to understand the difficulties Bill Birdsell confronted. Although he performed his job well, Birdsell was accustomed to holding on too tightly to all aspects of CVNRA's operations and ceased listening to advice from others. Meanwhile, the problems became more pronounced and Director Whalen grew convinced that the time had come for a "new perspective" in the Cuyahoga Valley. Aware of John Seiberling's intense interest, Whalen met with the congressman to discuss the matter. Although reluctant, Seiberling did not express opposition.<sup>43</sup>

Before making his decision final, Whalen dispatched a special investigative team consisting of David Sherman and Tedd McCann from the Washington Office, and Lewis S. Albert, superintendent of Lowell National Historical Park, Massachusetts. The team arrived in January 1980 and found too much emphasis had been devoted to land acquisition and high-profile law enforcement, nearly to the exclusion of other programs. They recommended instituting traditional NPS programs, expanding interpretive activities, and a less aggressive stance in law enforcement and land acquisition. According to Albert:

*I always had the impression that Bill wanted very much to create a national park [and not a national recreation area] there which, of course, was what he was doing. Apparently he felt rushed. I don't know that he either knew or sensed that he was not going to live very long or what the motive may have been, but I always read that he seemed to be compelled to build this park as quickly as possible....*

*It was a very difficult job which Bill handled quite well, by and large. He brought to it his history and his perspective of how parks operated and he*

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40. (...continued)

always cleared his desk off and stacked the paper piles in his closet and the cupboards in the outer office. Birdsell never went back to get the material. In essence, he wiped the slate clean. This was the principal source of MWRO's frustration with CVNRA. See Steele interview, 25 March 1982.

41. Review comments from Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

42. John Kawamoto interview, 27 July 1989.

43. William Whalen telephone conversation with author, 6 September 1989.

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*attempted, I think boldly and often well, to bring that to fruition. Unfortunately, he met resistance in political ways that the park wasn't prepared to cope with.*<sup>44</sup>

The team's report, written by Tedd McCann, concluded it was in CVNRA's best interest to change managers. Birdsell had been too damaged by incessant controversy to be effective. Positive programs were needed to give NPS a more visible presence and good public relations would then be the logical result. The public had to know that the NPS was in the Cuyahoga Valley for more than to conduct a land acquisition program and issue citations.<sup>45</sup>

By late 1979, discussions in Omaha between Regional Director Jimmie L. Dunning and Deputy Regional Director Randall R. Pope yielded the conclusion that it was time to move Birdsell. With the director's blessing, they began searching for a suitable position for the NPS veteran to occupy. While Whalen favored a GS-14 position in the Mid-Atlantic Regional Office, Dunning and Pope discussed the possibility of reactivating the Chicago Field Office, a small subunit of MWRO which oversaw the developing Great Lakes parks, with Bill Birdsell in charge.<sup>46</sup>

With his fate sealed and a new assignment on the horizon, Bill Birdsell nonetheless became enraged by a five-part *Cleveland Press* series on CVNRA, particularly reporter Peter Almond's scathing analysis of NPS land acquisition practices. The editorial which followed the Almond series called for a managerial change at Cuyahoga. When Birdsell responded by sending letters of his own denouncing the *Press* and discrediting the articles, *Press* editor Herbert Kamm called it "intemperate" and "scurrilous" and demanded NPS apologize.<sup>47</sup>

This brouhaha coincided with a change in NPS's top management as Russell E. Dickenson became director on May 14, 1980. Dickenson reviewed Whalen's decision to move Bill Birdsell out of Cuyahoga, concurred with his predecessor, and then convinced a reluctant Birdsell that the change was necessary. In late July 1980, the announcement came from Dickenson that Birdsell was to be his chief of the Office of Management Policy in the Washing-

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44. Lewis S. Albert interview, 13 July 1989.

45. William J. Whalen telephone conversation with author, 6 September 1989; Theodore R. McCann interview, 27 June 1989; and Lewis S. Albert interview, 13 July 1989.

46. Jimmie L. Dunning letter to author, 4 October 1989; Randall R. Pope letter to author, 25 October 1989; William J. Whalen, conversation with author 6 September 1989; David Linderman interview, 31 July 1989; John Kawamoto interview, 27 July 1989; and Sheridan S. Steele interview, 28 June 1989. The Chicago Field Office, established May 30, 1971, and closed December 31, 1977, served as the Midwest Regional Office's extension for the newly authorized and developing Great Lakes parks.

47. Birdsell to Charles A. Vanik, letter, 1 May 1980, K3815; and Herbert Kamm to Birdsell, letter, 13 May 1980.

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ton Office. The transfer constituted a promotion and the immediate reassignment would be effective in early September.<sup>48</sup>

The transfer never happened. Shortly after noon on August 18, 1980, as Bill Birdsell worked at his desk, he suffered a fatal coronary attack. Only a few hours previously, Birdsell had welcomed his temporary replacement, new Assistant Superintendent Einar L. Johnson, who would serve as acting superintendent until a new selection was made. A private graveside funeral service took place August 21 at the Ira Cemetery near Hale Farm and Western Reserve Village. A memorial service followed on August 24 at the Happy Days Visitor Center.<sup>49</sup>

### **Superintendency of Lewis S. Albert, 1980-1987**

The transition period between superintendents was brief because, with the impending transfer of Bill Birdsell, the Midwest Regional Office (MWRO) began the recruitment process in mid-summer with applications due August 31. Einar Johnson, who replaced Richard Peterson as assistant superintendent, initiated no new policies during the interim other than to follow past operations evaluation report recommendations by implementing the management by objectives system and began compiling employee role and function statements.<sup>50</sup> Selection of Birdsell's successor involved a methodical search by the MWRO directorate who wanted someone with a proven track record of working well with subordinates and the community. The best qualified candidate was Lewis S. Albert, superintendent of Lowell National Historical Park. The Albert selection went forth from MWRO to the Washington Office where Director Dickenson as a matter of courtesy passed the nomination through Congressman John Seiberling. Albert's implied marching orders were to quiet the acquisition and law enforcement programs and to regain community respect.<sup>51</sup>

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48. Birdsell to All Employees, 25 July 1980, P68; Russell E. Dickenson interview, 18 July 1989; John F. Seiberling interview, 7-8 September 1989; and "Cuyahoga Park Superintendent Promoted to Washington Post," undated MWRO news release. According to the latter source: "The position constituted supervising a staff responsible for examining and revising, where appropriate, NPS policies on a wide range of issues relating to the management and operation of the National Park System."

49. Einar L. Johnson interview, 16 May 1989; Siegfried Buerling interview, 23 May 1989; and "Press Release, August 18, 1980, 4 p.m., Statement from Einar Johnson, Asst. Supt. CVNRA, Regarding the Death of William C. Birdsell." According to one source, Birdsell had no intention of leaving CVNRA because he stopped taking precautions to safeguard his health. See David Linderman interview, 31 July 1989.

50. Einar L. Johnson interview, 16 May 1989; Johnson to RD, 28 August 1980, P86; and "Johnson, From Redwoods, Is Acting Superintendent," *The Voice*, September 1980.

51. Lewis S. Albert interview, 13 July 1989; John F. Seiberling interview, 26 January 1990; John Kawamoto interview, 27 July 1989; and Russell E. Dickenson interview, 18 July 1989.

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Lew Albert, at 47, was a University of California at Los Angeles graduate and a 20-year NPS veteran. He began his career as a park ranger at Grand Canyon with subsequent assignments at Yosemite National Park, departmental management development training program, Lassen Volcanic National Park, Chiricahua National Monument, and Fort Bowie National Historic Site. It was at Lowell where Albert "performed magic" to begin the transformation of that declining urban industrial center. Albert hoped to transfer that special experience to the troubled Cuyahoga Valley during his tenure.<sup>52</sup>

Lew Albert intentionally distanced himself from the practices of his predecessor. While Bill Birdsell had taken up residence in an imposing NPS-purchased Peninsula area home, Albert chose to live well outside CVNRA in Aurora, Ohio. He also instituted a gradual phase-out of government-provided housing. Whereas Birdsell was highly visible dressed in NPS uniform, Albert was low-key, preferred business suits, and stayed close to his office. Management styles were also very different. Albert delegated to his staff increased responsibilities and did not impede the flow of official paperwork by nitpicking or offering numerous minor editorial changes.<sup>53</sup> Albert's public break with CVNRA's controversial past came on March 6, 1981, before a Cuyahoga Valley Association (CVA) luncheon. Prefacing his speech with the declaration that changing styles and practices implied no criticism of the late Bill Birdsell, Albert admitted that NPS had been insensitive to the needs of residents and in some cases acted with a heavy hand. Albert expressed concern over CVNRA's impact on the local tax base. He promised a review of the land acquisition program to prod it into "an entirely different approach" of focusing on disruptive development and adverse uses before "moving people out of houses." Lew Albert told a surprised audience:

*NPS has done damned little. We have bought a lot of land, and we have perhaps made ourselves a lot of enemies we needn't have made. We have done a lot of things, marching perhaps to a drummer that played five years ago that doesn't play today. I would like therefore to change the entire approach of the National Park operation in this valley from one of preoccupation of land acquisition to one of operating a functional National Park that serves the residents, the community, and the people who come from the outlying areas to visit the resource. There is so much to be done.*

*We want to work closely with all of the agencies... involved here to make this an operating park that is fun to visit that offers something special. We*

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52. Lewis S. Albert interview, 13 July 1989.

53. Jimmie L. Dunning letter to author, 4 October 1989; Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982; Siegfried Buerling interview, 23 May 1989; Ron Thoman interview, 26 May 1989; and Lewis S. Albert interview, 13 July 1989. After Albert purchased a condominium in Aurora, he told *The Voice*, "I didn't think it was right for us to move into the park when we are asking others to move out." See "Lew Albert: To Cuyahoga from New Lowell Park," February 1981.

## **Part I: Managing the CVNRA**

*already have the city parks, and we have the metro parks performing their function rather well I might add. And we have the National Park Service not performing up to its standards. I would like to see us meet those standards.*<sup>54</sup>

Compounding Lew Albert's challenging assignment was the inauguration of the Reagan administration and a hostile Department of the Interior led by James Watt. During his first year, Albert faced down the negative publicity of two feeble efforts from Interior to oust CVNRA from the National Park System. With the political climate hostile to park acquisition and expansion, it was an astute move to focus on visitor services, programming, and development.<sup>55</sup>

Superintendent Albert confronted the immediate problem of citizens alleging Bill Birdsell made an oral commitment to them and they therefore expected Albert to honor it. Because Birdsell was a one-man show, there was no way to verify the claims. Lew Albert used his own judgment on these matters and often remarked, "This park can't be ruled from the grave." In his own office, Albert encountered extreme disorganization with paperwork "crammed everywhere" and "stacked in closets." A central filing system was nonexistent. Within his first year, Albert provided administrative structure by securing approved organizational charts for the five divisions (see Appendix E). Grade levels for upper management changed in 1981 with the superintendent at GS-14, assistant superintendent at GS-13, and division chiefs at GS-12.<sup>56</sup>

As he worked to restructure internal park operations, Lew Albert simultaneously sought to improve relations with MWRO. In his first memorandum to Regional Director Jimmie L. Dunning, Albert outlined three principal areas: land acquisition, attitudinal problems, and projects. In the realm of attitudes, Albert noted "the widely held view... that CVNRA is the 'armpit' of the Midwest Region." Believing that the problem was based in a failure to communicate, he proposed each division chief, management assistant, and assistant superintendent schedule two three-day trips to Omaha within a six-month period to meet with their regional office counterparts to discuss problems, issues, and goals.

As for projects, Superintendent Albert opined, "I am convinced that the time has come to move CVNRA rapidly out of an almost all-consuming land acquisition posture and into an operating posture with sufficient programs and activities to show the public the benefits as well as the burdens of NPS land ownership." He enumerated 19 priorities and pledged to address half of them within one year using available resources. This ambitious list is included as an example of Albert's new perspective on CVNRA:

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54. Lew Albert remarks at CVA luncheon, typewritten script, 6 March 1981.

55. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982. See Chapters 9 and 11.

56. Lewis S. Albert interview, 13 July 1989; Dunning to Albert, November 12, 1982, A64; and Ron Thoman interview, 26 May 1989.

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- A. In conjunction with the National Endowment for the Arts, establish an artists-in-residence program in our buildings in Everett.
- B. Establish and operate an interim visitor center at the TNC building on Canal Road.
- C. Construct entrance signs at all major park entrances (about 12 signs).
- D. Work with the county engineer to expedite reconstruction of the "covered bridge" on Everett Road.
- E. Establish and operate the Stanford House Youth Hostel.
- F. Design and develop landscape and parking improvements in conjunction with the Boston Mills Ski Area.
- G. Complete landscaping already begun at the Central Maintenance Area, YACC area, and Virginia Kendall Park.
- H. Complete Phase 1 of the Oak Hill development package.
- I. Study and if feasible develop a concession operated toboggan and sledding area in the northwest corner of the park south of Rockside Road. This is a badly disturbed area and any development must include rehabilitation of the land.
- J. Establish a cooperating association to provide visitors with appropriate interpretive and educational materials.
- K. Complete fabrication and installation of exhibits for the Happy Days Visitor Center.
- L. Plan and develop a quality cross-country skiing program, with trails, signs, volunteer ski patrol, etc.
- M. Investigate and if possible develop at least one section of the Ohio Canal for interpretive use, including canal barges.
- N. In conjunction with the local newspapers, develop a monthly or semi-monthly newsletter and calendar to be circulated to newspaper subscribers as a "Sunday supplement."
- O. Complete design and printing of a park brochure.
- P. Complete development of the towpath trail as an element of the statewide "Buckeye Trail."
- Q. Provide greatly expanded outreach programs, particularly to the Cleveland and Akron school systems.
- R. Design a park logo to be used in identifying the programs, activities and publications of CVNRA.



**Figure 18:** The Jaite Mill Historic District became a centralized park headquarters complex in 1983 following extensive restoration of seven of the historic Jaite structures.

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- S. In conjunction with the cities of Cleveland and Akron, develop a 3-5 year plan for expanded use of the Cuyahoga Valley steam railroad as both an inter-city shuttle and a visitor access system.<sup>57</sup>

Perhaps Superintendent Albert's most notable achievement was the decision to utilize the Jaite Mill Historic District complex as CVNRA's centralized headquarters. Albert's decision came shortly after establishing the division of Technical Assistance and Professional Services (TAPS) which was modeled on Lowell National Historical Park's grouping of historical architects, landscape architects, planners, and historians. CVNRA's TAPS was perhaps unique throughout NPS in that it served as a "swat team" with planning, design, historical, and production skills to aid all aspects of park management and development and to jump-start Albert's 19-point plan (see Chapter 17).

TAPS Historical Architect Ed Adelman determined that rehabilitating Jaite, as first suggested by Historian Chet Hamilton, would cost less per square foot than new construction of a similar modern facility. Consulting MWRO, CVNRA's Advisory Commission, and the State

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57. Albert to Dunning, 11 December 1980, D18. Improving relations was a two-way street. The Regional Director made it clear to the staff that bad-mouthing CVNRA was no longer acceptable. For his part, Albert took the middle ground on CVNRA-MWRO disputes and also reversed his predecessor's practice of avoiding phone calls from Omaha. See Lewis S. Albert interview, 13 July 1989.

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Historic Preservation Office, Albert proceeded with the project which was largely accomplished by CVNRA staff in 1982. In May 1983, the superintendent's staff and five divisions moved into the adaptively restored Jaite townsite on Vaughn Road. By 1986, adaptive restoration of the two Jaite duplexes on Riverview Road were completed, housing the TAPS professional staff, the volunteer program, park library, land acquisition office, and resources management office. The effort represented NPS' commitment to preserve and utilize CVNRA's historic structures. It prompted the evolution of an aggressive historic leasing program which stood as a Servicewide model.<sup>58</sup>

Following a split of the park into north and south districts for law enforcement purposes, Albert approved the restoration of the historic Coonrad house to serve as the North District Ranger Station. Opened in 1984, the structure also housed CVNRA's communications center with a state of the art telephone and alarm system which revolutionized intrapark communication and security.<sup>59</sup>

The nation's economy helped to restrict CVNRA's progress and growth during Albert's tenure as Congress and the Reagan administration struggled over NPS priorities and funding. Within two years of Albert's arrival, the park's FTE went from 100 to 85 and stood as follows:

permanent fulltime	20
permanent less-than-fulltime	26
temporary	39
1981 personnel services budget:	\$1,887,580

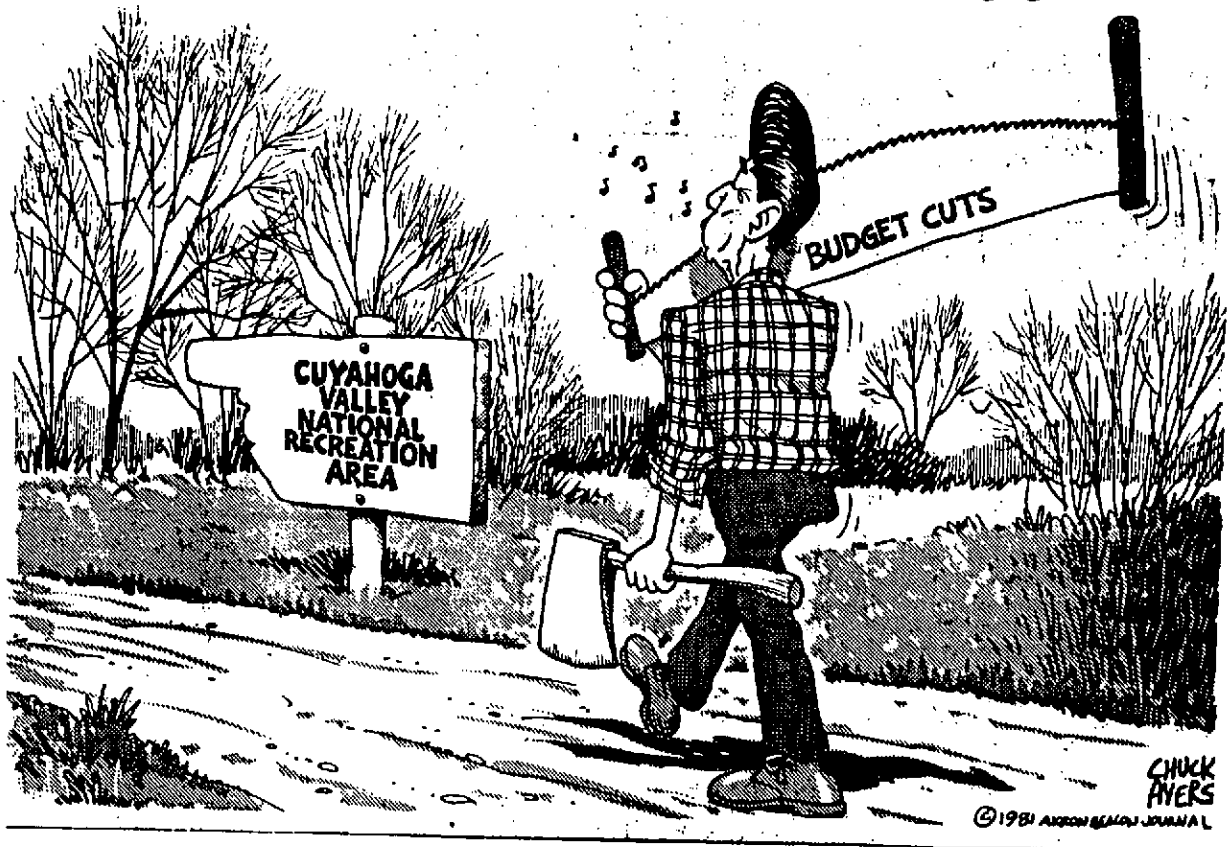
Budget and personnel shortages dominated all management decisions in 1981. A request to boost FTE by 51 (12, 34, and 5 in the above personnel categories) to meet public and congressional demands, met with no success because of tight FTE ceilings and a hiring freeze. Personnel services cutbacks totalled a whopping 32 percent. The park also experienced a moratorium on the purchase of equipment and furniture during 1981.<sup>60</sup>

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58. Lewis S. Albert interview, 13 July 1989; Superintendent's Reports for 1982, 1983, and 1986; and Steve Elkinton review comments, letter to author, 13 September 1991.

59. Superintendent's Report for 1984; and Brian McHugh to Einar Johnson, 16 June 1983, A46.

60. Albert to Dunning, 20 November 1980, A64; and Superintendent's Report for 1981. Some new positions were added during 1981: Landscape Architect/Chief of TAPS Steven Elkinton, Chief of Resource Management and Visitor Protection Brian McHugh (Bob Byrne served a short time in Resource Management before transferring), and Restoration Specialist Ed Mallory. Another key 1981 personnel change came when Maintenance Chief Jack Peay transferred and Dennis Hill assumed that position.



**Figure 19:** While cuts in funding severely impacted CVNRA's workforce and morale, a dedicated park staff nonetheless continued operating facilities and providing quality visitor services. (Source: *Akron Beacon Journal*, 12 March 1981)

In 1982, the prospect of further employee cutbacks forced Albert to establish an intrapark advisory committee on ways to minimize impacts to employees and operations. While the 1982 budget was \$150,000 more than 1981, the amount was hardly enough to keep pace with inflation. The chief victim was CVNRA's Young Adult Conservation Corps (YACC), a special youth employment program which supplemented the regular park staff by 21 employees. YACC workers performed duties which NPS could not normally do with its limited funds and manpower. The loss of YACC meant a reduction in the park's ability to protect and maintain resources and provide visitor services.<sup>61</sup>

61. Jerry Masek, "Employee Cutbacks Slow Park Development," *The Cleveland Press*, 29 January 1982; and Albert to squad and named employees, 8 June 1982, F36.

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By 1983, NPS made the best of its budgetary adversity through a new program called "management efficiency" whereby managers were encouraged to identify a wide range of cost-saving measures. For 1983, the following steps were taken at CVNRA:

1. Evaluate the special use permit process to determine if assessed fees represent fair market value, and institute a \$170 special use permit administration fee.
2. Evaluate all lands for the agricultural leasing program to generate more revenue.
3. Adopt user fees for picnic shelter reservation (beginning January 1, 1984) comparable to those charged by the metroparks.
4. Evaluate private sector contracting of janitorial, snow removal, and mowing services in accordance with OMB Circular A-76.
5. Continue to expand the Volunteers in Park (VIP) program beyond the 19,000 hours donated by private citizens. (This figure reflected citizen assistance on the land protection plan.)
6. Encourage private donations for park programs. (The \$197,650 received in 1983 included \$32,800 for the National Folk Festival.)<sup>62</sup>

Point four, the contracting out of labor-intensive services to the private sector, threatened the jobs of the entire maintenance division. A-76 was a key doctrine of the anti-big government Reagan administration which believed many federally-performed activities would be handled better by private commercial interests. While it ultimately had little substantive impact, A-76 nonetheless contributed to low employee morale which was further compounded by an investigation of misconduct. The prevailing atmosphere made CVNRA ripe for the introduction of a collective bargaining unit, particularly within the Division of Maintenance. In June 1984, a majority of non-supervisory CVNRA employees approved the National Federation of Federal Employees (NFFE), Local 2062. The union precluded management from making changes in working conditions of employees without prior notification and, if desired, negotiation. Lew Albert viewed the union as a positive force and pressed for good relations. Local 2062 has had no more than 20 members.<sup>63</sup>

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62. Superintendent's Report for 1983.

63. Memorandum of Agreement between NPS/CVNRA and Local 2062, 22 June 1984; Albert to all supervisors, 18 June 1984, P4021; Lewis S. Albert interview, 13 July 1989; Einar Johnson interview, 16 May 1989; Russell E. Dickenson interview, 18 July 1989; and Barbara Galloway, "Reports are Due on Park: Hiring, Thefts are Probed," *Akron Beacon Journal*, 16 June 1983. The thefts allegedly involved removing fixtures from NPS acquired houses and taking them home. Disciplinary action was taken in several instances.

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CVNRA's management staff did expand in 1983 with the creation of a second assistant superintendent position. Robert P. Martin, a former Heritage Conservation and Recreation Service (HCRS) employee absorbed into MWRO upon HCRS' abolishment, transferred to CVNRA to be in charge of planning and development.<sup>64</sup>

While the FTE crunch lessened by mid-decade, it did not recover to its 1980 level. With his congressional delegation eager to fund new development projects, Albert lamented his failure to get additional employees:

*I always urged both congressmen when they were asking what new projects they could fund, "Don't do me any favors. What I need is people. I need basic operating funds. I don't need another damned building built or projects that I don't have the people to maintain." It is not politically sexy to pay salaries. It is politically sexy to build things.*<sup>65</sup>

By 1986, the nation's burgeoning budget deficit resulted in Congress adopting the Gramm-Rudman-Hollings Act, a measure designed to reduce and gradually eliminate the federal deficit. At CVNRA, it translated into an initial \$131,300 cut implemented as follows: cancellation of National Folk Festival (\$30,000); reduce travel (\$10,000); eliminate Youth Conservation Corps program (\$23,900); delete demolition and removal of unsafe structures (\$23,400); delay replacing emergency radio receiver (\$15,000); cancel contract officer training (\$4,000); postpone locktender's house exhibit planning (\$20,000); and cancel Jaite headquarters wayside exhibit (\$5,000). Park management continued to utilize creative thinking to maintain operations. Because traditional NPS managers were reluctant to eliminate programs, a slow erosion of overall operational quality was the inevitable result.<sup>66</sup>

The end of an era came in January 1987 when John Seiberling retired from Congress. In mid-1985, Seiberling underwent surgery for prostate cancer. At year's end, after evaluating priorities with his family, he decided not to seek a ninth term. Seiberling was confident that Ralph Regula would continue to champion CVNRA in Congress, as would his successor, former

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64. Robert P. Martin interview, 17 May 1989. Martin, who had a broad planning background in terms of rivers and trails, was responsible for oversight of the TAPS and Maintenance divisions.

65. Lewis S. Albert interview, 13 July 1989. The two congressmen were Seiberling and Regula. A 1985 House reorganization saw the former being a member of the National Parks Subcommittee and Chairman of the Public Lands Subcommittee, and the latter ranking Republican on the Interior Appropriations Committee. Both were in key positions to oversee CVNRA.

66. Assistant Superintendent Johnson to files, 22 January 1986, F34; and Lewis S. Albert interview, 13 July 1989.

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Akron mayor Tom Sawyer.<sup>67</sup> Seiberling presided over the tenth anniversary party for CVNRA on September 8, 1985, which also happened to be his own birthday. Sponsored by the Cuyahoga Valley Association, the all-day event was made possible by donations totalling \$20,000. The festivities also featured NPS Director William Penn Mott, Midwest Regional Director Charles Odegaard, and Congressman Ralph Regula. CVNRA supporters were delighted to hear Director Mott recognize Cuyahoga as one of the most important NPS units because of its contribution to meeting urban recreation needs.<sup>68</sup>

Perhaps the crowning achievement of Lewis S. Albert's superintendency came in July 1987 when a regional office team compiled an operations evaluation report. The results were dramatically different from the two similar operations evaluations performed during Bill Birdsell's tenure. The 1987 operations evaluation report was glowing in its praise of the still-developing park, and noted very few problem areas.<sup>69</sup>

In late 1987, Lew Albert accepted the position of deputy regional director of the Western Regional Office with headquarters in San Francisco. Praising Albert's seven years of service, an *Akron Beacon Journal* editorial proclaimed:

Albert came at a time when sophistication, understanding, and skill were needed. He provided those attributes, and smoothed relations between the park and neighboring communities while also enhancing recreational programs. His greatest contribution, however, was his commitment in late 1981 and 1982 that helped Seiberling and Regula block what appeared to be the desire of James Watt, Ronald Reagan's first interior secretary, to scuttle the Cuyahoga Valley park.<sup>70</sup>

While Bill Birdsell had breathed life into CVNRA and secured a firm land base, it began to face serious challenges during the Sagebrush Rebellion of the late 1970s. Lew Albert's lasting contribution to CVNRA was providing a great calming effect which allowed relations with valley communities to improve. Albert discarded the daily "crisis management" outlook in favor of a

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67. William Hershey, "Seiberling Recovering at Home from Surgery for Prostrate Cancer," 16 April 1985, and "Seiberling Won't Run for Ninth Term," 31 December 1985, both in *Akron Beacon Journal*.

68. Ron Thoman interview, 26 May 1989; Superintendent's Report for 1985; and "A Party for the Park," *Akron Beacon Journal*, 9 September 1985.

69. *Operations Evaluation Report*, 27 August 1987, A54. The team consisted of: Warren Hill, associate regional director, MWRO; Tom Graham, chief ranger, Ozark; Dick Lusardi, chief of maintenance, Lincoln Home; Rick Wilt, chief of interpretation, Jefferson National Expansion Memorial; Dick Frost, assistant superintendent, Voyageurs; and Jack Arnold, superintendent, Fort Larned.

70. "Good Work on the Park," *Akron Beacon Journal*, 19 November 1987.

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long-term view while providing his staff more independence to make decisions and formulate recommendations. Under Superintendent Albert, CVNRA shifted from an exclusively land acquisition and law enforcement docket to implementing urban recreation and resources management programs. During Albert's watch, CVNRA blossomed into adolescence and continued making steady progress.<sup>71</sup>

### The Advisory Commission

An important partner for park management was the CVNRA Advisory Commission which provided a forum for obtaining public input into park planning and management. Authorized by Public Law 93-555 for a ten-year period, the 13-member commission represented a fair cross section of interested parties: chairman appointed by the secretary of the Interior, two members each appointed by the two metropark districts, two members appointed by the governor, one member appointed by an Ohio conservation organization, one member from an Ohio historical society, and five members selected from Summit and Cuyahoga counties.

The first five-year commission began on October 29, 1975, and concluded on June 19, 1980. Although P.L. 93-555 called for a minimum of semi-annual meetings, the first commission roughly held sixteen quarterly meetings with numerous subcommittee gatherings. Members of this commission and their affiliation were as follows:

(Chair) Delores Warren (Cuyahoga Falls), general public  
Robert Hunker (Peninsula), an Ohio historical society  
James S. Jackson (Bath), general public  
Norman A. Godwin (Akron), an Ohio conservation organization  
Barry Sugden (Akron), Akron Metropolitan Park District  
Mrs. Robbie Stillman (Akron), AMPD  
Courtney Burton (Gates Mills), Cleveland Metropolitan Park District  
Mrs. George N. Seltzer (Lakewood), CMPD  
Robert W. Teater, Ohio Department of Natural Resources (appointed by governor)  
Melvin J. Rebholz, ODNR (appointed by governor)  
Mrs. Roger L. Rossi, general public  
Donald W. Haskett, general public  
William O. Walker, general public  
[Mrs. Ruth R. Kane, special consultant, Stark County Metropolitan Park District]<sup>72</sup>

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71. John Kawamoto interview, 27 July 1989.

72. The first four listed members were also members of the Cuyahoga Valley Association. "13-Member Advisory Commission Named by Interior Secretary," *The Voice*, October 1975; and CVNRA Advisory Commission minutes and attendance sheet 1975-1980. Burton never attended a meeting and Kane attended only one meeting.

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A group of valley residents disrupted the commission's October 1975 organizational meeting by demanding answers to a list of questions. Chairperson Delores Warren ruled the disgruntled group out of order, stating that the public questions and answers period would come at the end of official business. With that announcement, 16 out of 200 citizens walked out in protest. The commission's first official resolution came on February 19 when it unanimously called on Cleveland Electric Illuminating (CEI) Company to stop dumping fly ash within CVNRA's boundaries.<sup>73</sup>

The commission adopted a number of important positions. Its special general management plan (GMP) subcommittee called for a rim-to-rim approach on park boundaries. Robert Hunker's historic preservation subcommittee called on Congressman Seiberling to initiate legislation permitting NPS to keep revenues from leased properties in order to cover restoration and maintenance costs. On March 22, 1979, it condemned the proposed landfill and mining operations in Independence and called on Congress to appropriate funds to acquire the threatened land.<sup>74</sup>

One particularly troublesome issue with which the commission dealt involved a proposed "North American Indian Cultural Center" (NAICC), a proposal which evolved from the GMP planning process. Initially conceived by Robert Hosick, NAICC executive director in Akron, the plan called for 300 acres for a half-way house, rehabilitation center, and Indian cultural center. When Hosick presented it to the commission, he whittled the request to ten acres for an Indian interpretive center with undertones of the initial purpose. Because Hosick demonstrated solid public support, NPS took it seriously by referring it to the commission for study. A special subcommittee endorsed the facility provided it be well-researched, reflect the folklore and traditions of Cuyahoga Valley Indians, and be studied further by academics in the anthropological and historical communities. Hosick's scheme lost favor when charges of misconduct were leveled at him for driving up NAICC membership with non-Indians to maintain and acquire more public funding.<sup>75</sup>

Overall, the first commission was not as effective as it could have been. It had no significant impact on park development and operations. Because the public and press largely ignored it, the commission did not have a very high profile. Bill Birdsell said he benefited from

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73. Advisory Commission meeting minutes, 29 October 1975 and 19 September 1976; and "National Park Session Marred by Walkout," *Akron Beacon Journal*, 30 October 1975.

74. Advisory Commission meeting minutes, 9 September 1976 and 22 March 1979.

75. Ron Thoman to Superintendent, 5 February 1981, and attached letters to the editor, K1815; Birdsell to Dunning, 6 July 1979, A22; and Advisory Commission meeting minutes, 14 June 1979 and 19 June 1980.

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commission debates which produced additional viewpoints for consideration, but it is not clear whether he altered any policies because of it.<sup>76</sup>

The second Advisory Commission (1981-1985) proceeded differently under Lew Albert who asked it to meet monthly instead of quarterly. By the end of 1981, meetings were held on a bi-monthly basis. The members, six reappointed and seven new representatives, were as follows:

(Chair) Tommie Patty, (executive director, Phillis Wheatley Association), general public  
Janet B. Hutchison (Cleveland Heights), general public  
James S. Jackson (Bath), general public  
Sue Klein (Bath), general public  
Norman A. Godwin (Akron), an Ohio conservation organization  
John Craig (Bath), Cuyahoga Valley Communities Council  
F. Eugene Smith (Akron), environmental designer  
Mrs. Robbie Stillman (Akron), Akron Metropolitan Park District  
Barry Sugden (Akron), AMPD  
Elliot Paine (Cleveland), Cleveland Metropolitan Park District  
Stanley Mottershead (Moreland Hills), CMPD  
Robert Teater, Ohio Department of Natural Resources (appointed by governor)  
Melvin Rebholz, ODNR (appointed by governor)

The commission played a pivotal role in developing CVNRA's trail system. A special trails subcommittee led by Janet Hutchison invited assistance from the public and NPS in cleaning up existing trails, trail maintenance, and planning for future hiking, biking, horse, and cross-country skiing trails. The group developed CVNRA's trail plan in 1983. The commission also provided valuable assistance in defeating the proposed sanitary landfill and helped resolve public concerns regarding the Oak Hill Road Day Use Area development. Upon expiration of the second Advisory Commission's term in August 1985, the stipulations of P.L. 93-555 were fulfilled.<sup>77</sup>

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76. Advisory Commission meeting minutes, 19 June 1980; James S. Jackson interview, 16 July 1980; and Bill Dean letter to author, 26 September 1989.

77. Advisory Commission meeting minutes, 29 January, 26 March, and 22 October 1981; "Tommie Patty Heads New Advisory Board," *The Voice*, February 1981; and Superintendent's Reports for 1982 and 1983.

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### Special Management Regulations

From time to time park managers have found it useful to prohibit or limit certain practices on federal land. The avenue to implementing special management regulations is to publish them in the *Federal Register*, and conduct a 30-day public review prior to the regulations going into effect. At CVNRA, the most celebrated management regulation involved banning the consumption of alcoholic beverages. Because use of alcohol in most NPS units is not prohibited, following CVNRA's 1978 management of Virginia Kendall Park, the previous AMPD alcohol ban there was nullified. Problems caused by obstreperous young people drinking, littering, and creating disturbances escalated, thus driving away older park patrons and family groups. Drunken visitors fell on the Virginia Kendall Ledges. NPS rangers faced bodily injury confronting unruly crowds of drinking youths congregated in Virginia Kendall parking lots.

CVNRA invited University of Idaho Sociologist Gary Machlis to study the problem. Machlis recommended an alcohol proscription, but not before NPS conducted an extensive public education program. In early 1982, the draft regulation received Secretary Watt's blessing with an effective date of June 4, 1982. The regulation stipulated the following: "The possession of any bottle, can or other receptacle, containing any alcoholic beverage which has been opened, or a seal broken or the contents of which have been partially removed is prohibited except in residences or other areas specifically authorized by the superintendent as to time and place." Alcohol was defined as any liquid containing one-half of one percent or more of alcohol by weight. As with other federal misdemeanors, offenders were liable for fines up to \$500 and imprisonment for up to six months, or both. Educational efforts paid off because a potentially explosive conflict never materialized. The successful ban constituted a retrieval of Virginia Kendall and potentially other parts of CVNRA from unruly young people to use by everyone, particularly traditional family groups. Some of the ranger force, accustomed to the excitement of visitor protection situations, soon began to complain of boredom as CVNRA became a "normal NPS unit" with traditional visitor use.<sup>78</sup>

Other significant special management regulations revised in 1984 are as follows:

36 CFR Section 2.3(d)(7) Fishing. The Largemouth Bass, *Micropterus salmoides*, may be removed from lakes or ponds owned by the federal government within CVNRA which are less than fifteen inches in length, while those greater than fifteen inches is prohibited.

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78. Albert to "Reservation Holder," letter, 22 March 1982, W42; Superintendent's Report for 1982; Albert to Dunning, 21 June 1982, W42; "Cuyahoga Valley Faces Liquor Ban," *The Plain Dealer*, and "Watt Wants Liquor Banned in Cuyahoga Valley Park," *Akron Beacon Journal*, both 5 February 1982.

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36 CFR Section 1.5(a)(1). Kendall Lake is closed to all fishing during the period December 15 through May 31 to preclude conflict with ice-skating in the winter and to allow increased visitor safety during spring's heavy visitation.

36 CFR Section 2.1(c). CVNRA visitors may collect by hand reasonable quantities of edible fruits, berries, nuts, or fungi for personal use or consumption. Visitors may not collect any part of plants that are contained in federal or state lists of rare, threatened, or endangered species of plants.

36 CFR Section 2.1(a)(4) Preservation of Natural, Cultural, and Archeological Resources. Down and dead wood of reasonable quantity is designated for the collection and consumption as fuel year-round in the following places: Virginia Kendall Ledges, Octagon, Lake, and Hills; Oak Hill Area; and small developed picnic sites where fire grates or fireplaces are provided or allowed.

36 CFR Section 1.5(a)(1). The following areas are closed to all visitor entry and use when indicated by the closure of entry gates and/or the posting of appropriate signs at the gate indicating the time of closure for visitor information: Virginia Kendall Ledges, dusk to morning, year round; Virginia Kendall Octagon, dusk to morning, year round; Virginia Kendall Lake other than winter, dusk to morning; Virginia Kendall Lake winter season, 11 p.m. to morning; and Pine Hollow, Crowfoot Gully, and Oak Hill, dusk to morning, year round.

36 CFR Section 1.5(a)(2) Closure and public use limits. Rock climbing is prohibited on the geological features known as the Virginia Kendall Ledges, and Brandywine Falls, and are posted as such by appropriate signs.

36 CFR Section 1.5(a)(1). The following shelters may be reserved by the public for visitor recreational use during the periods indicated. Other permits are required for the Special Events (36 CFR 2.50) or for Public Assembly, Meeting (36 CFR 2.51): Virginia Kendall Ledges Shelter, year round; and Virginia Kendall Octagon Shelter, year round.

36 CFR Section 1.5(a)(1). Closure and public use limits. Kendall Lake is closed to all swimming on a year round basis. Swimming is locally available throughout the region and the lake will primarily serve visitors who want to enjoy its beauty and quiet setting.

36 CFR Section 1.5(a)(1). Closure and public use limits. Gray Quarry is closed on a year round basis to all public entry and use because of unstable and eroding cut banks. [Mitigation involves construction funding of \$250,000.]

36 CFR Section 2.13(a)(1). Fires. Fires are permitted in government-provided grills or fireplaces, or in personally provided grills that are used for cooking purposes, at areas developed for such use, without a written permit.<sup>79</sup>

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79. Albert to Regional Director Charles Odegaard, 27 April 1984, W22 Revised Superintendent's Orders.

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A classic example of an unenforceable special management regulation involves the early 1980s closure of the Brandywine Falls area near the edge of the falls. One-half to three-quarters of the visitors routinely ignored the closure signs, safety warning signs, and fence to get to the rocks above the falls for a better view. Even with warnings from NPS rangers that they faced the potential danger of slipping and falling 60 feet to the bottom of the gorge, visitors still chose to ignore the closure regulation. Numerous verbal warnings were given, but the problem persisted. Public displeasure with NPS's safety precautions was regularly manifested by vandalizing the closure signs. Superintendent Albert decided the wise course to adopt was to permit visitors to exercise their own judgment about how close to get to edge of Brandywine Falls, and in mid-1985 ordered the closure signs removed.<sup>80</sup>

In September 1988, CVNRA Superintendent John P. Debo, Jr., determined that CVNRA lands could not be used for military training exercises. On the basis of a request by University of Akron's Reserve Officers' Training Corps (ROTC), Debo ruled that the training activities were inappropriate uses of the park because the camouflaged and weapon-carrying soldiers intimidated and frightened other visitors. NPS policy remains that such military activities are to be discouraged at CVNRA.<sup>81</sup>

A regulation on June 1988 closed the Little Meadows area from dusk to morning opening on a year round basis. The parking lot, near the Woodridge High School, was being used in the early morning period as a drug-selling site. After hours, nefarious activities ranging from a suicide to drinking parties took place. Debo ordered Little Meadows be closed at night to prevent serious crimes from occurring. Special dispensations, however, could be granted to the Akron Astronomy Club and cross-country skiing enthusiasts during appropriate weather conditions.<sup>82</sup>

An update of CVNRA's special management regulations in 1988 resulted in several changes different from those specified above. Added to the list of closures and public use limits were Hines Hill Dump, Jaite Mill, Indigo Lake (including swimming), Everett Road Covered Bridge Area, and Wetmore Trailhead and horse trails, all on a year round basis from dusk to morning opening. A regulation specified that the Wetmore Bridal Trail System was designated for use by horses on signed and maintained trails only. A section also listed the types of permits required for specific activities, including reservations for Ledges and Octagon shelters, specimen collecting, special events, public assembly, sale or distribution of printed matter, livestock use

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80. Determination on 36 CFR 1.5(a)(1), closure and public use limits on Brandywine Falls, Superintendent Lew Albert, 23 August 1985, W22.

81. Debo, administrative record on use of park lands for military training, 12 September 1988, L3035.

82. Debo, determination on closure of Little Meadows, 17 June 1988, W22.

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and agriculture, residing on federal lands, and commercial photography.<sup>83</sup>

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83. Superintendent's Orders, John P. Debo, Jr., 17 June 1988.

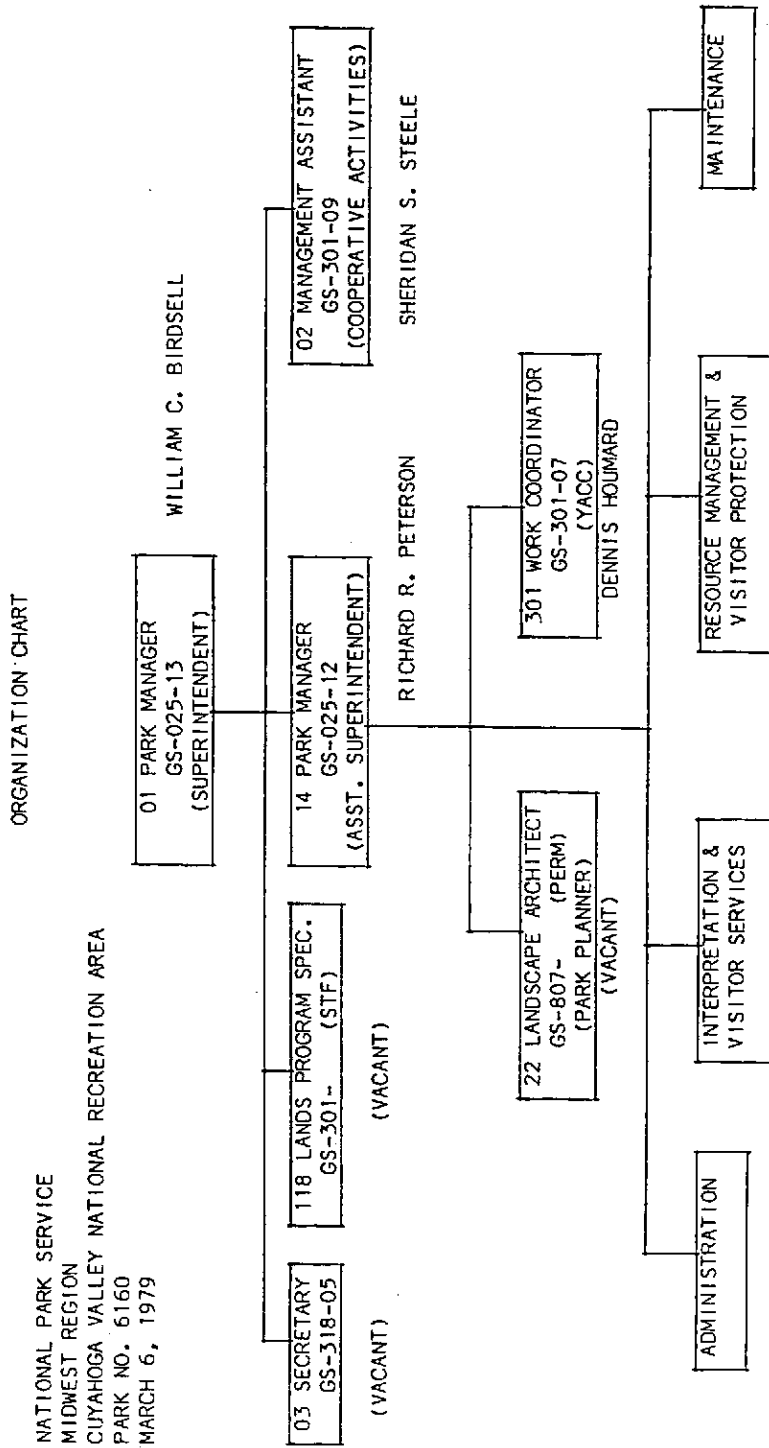


Figure 20: CVNRA management organization chart, 1979

CUYAHOGA VALLEY NATIONAL RECREATION AREA

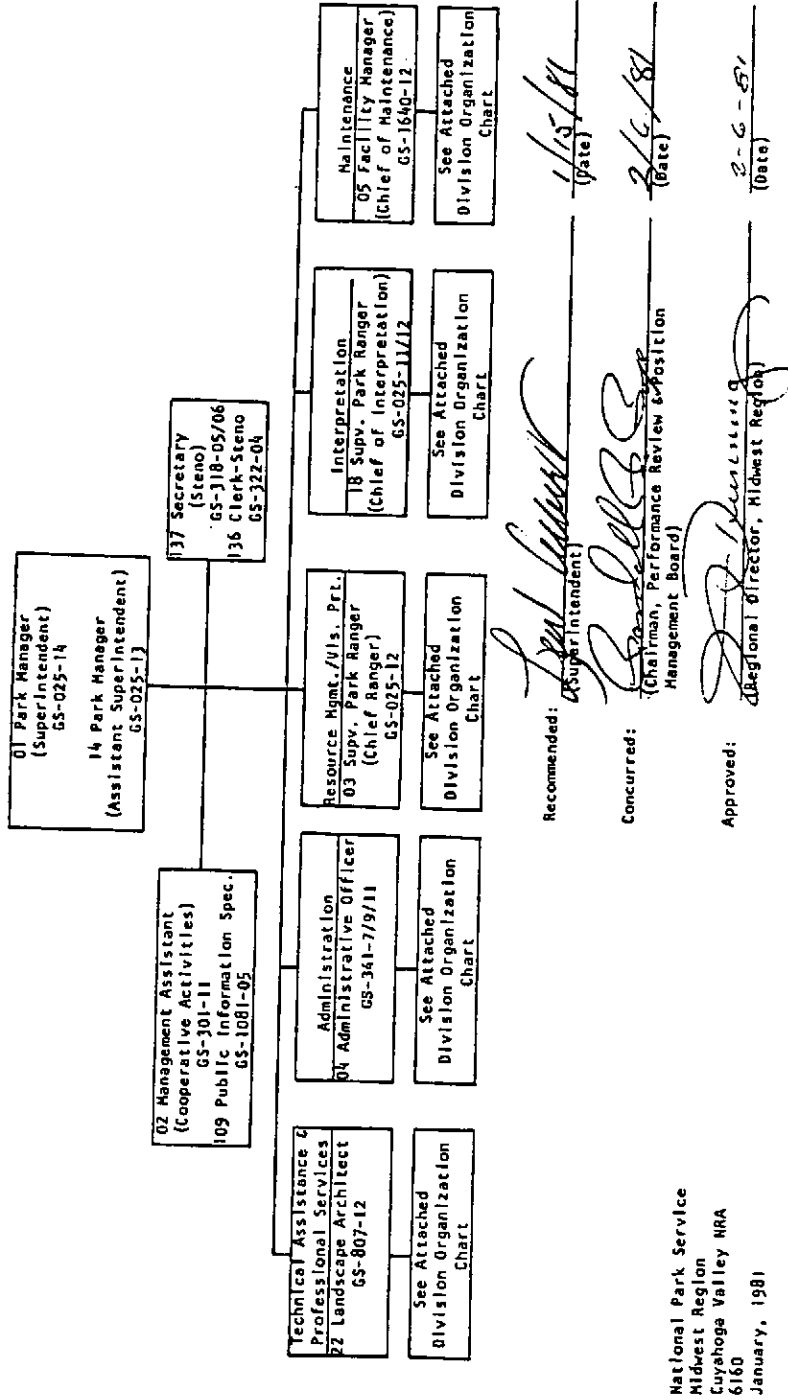


Figure 21: CVNRA management organization chart, 1981

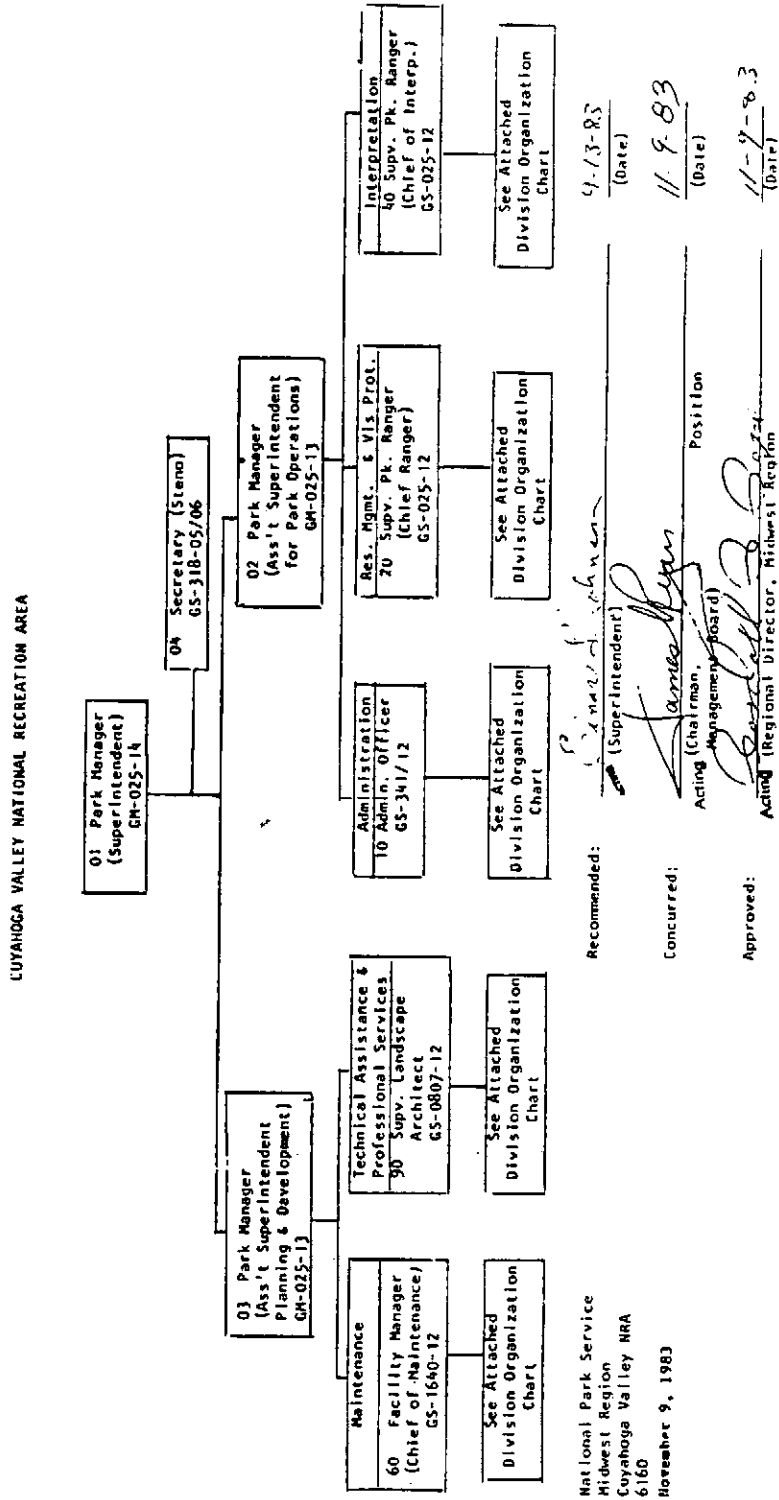


Figure 22: CVNRA management organization chart, 1983

# Chapter 13

## Part II:

### Managing the Cuyahoga Valley National Recreation Area

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*[We dealt with the management mosaic partners on] a one-on-one, single-issue at a time thing. If they wanted something, they came to see you, and if they didn't, they ignored you. Day to day, they ran their business and we ran ours and in some ways it was nice because the thought of every one of those private businesses being a concessionaire would have been more than the park could have handled. It was nice to know that the people running the ski areas and the people running the golf courses and people running all these small businesses were running their businesses without our having to go and check what a can of peas cost. That would have been an overwhelming workload that we were not prepared to deal with.<sup>1</sup>*

Former Superintendent Lewis S. Albert

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#### A Management Mosaic

Nearly half of CVNRA is owned and/or operated by organizations other than the National Park Service. While some occupy NPS structures, these groups operate independently. Others both own and operate their own facilities. Still other organizations support CVNRA activities but do not operate any visitor facilities or services. The following is a list of those organizations and their facilities or functions, broken down into the three types listed above.

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1. Lewis S. Albert interview, 13 July 1989.

## **Chapter 13**

### **Organizations which own and operate their own lands, facilities, and programs:**

#### **1. Cleveland Metroparks**

This regional park district owns and operates two large units within CVNRA: Bedford and Brecksville Reservations. These units are part of the Metroparks' famed "Emerald Necklace." Bedford Reservation also contains the Shawnee Hills Golf Course, and Brecksville Reservation contains Sleepy Hollow Golf Course.

#### **2. Metro Parks, Serving Summit County**

Known as the Akron Metropolitan Park District (AMPD) until the mid-1980s,<sup>2</sup> Metro Parks owns and operates four units with CVNRA: Hampton Hills Park, O'Neil Woods Park, Furnace Run Park, and Deep Lock Quarry Park. It also maintains the portion of the Bike and Hike Trail which runs along part of CVNRA's eastern boundary.

#### **3. Musical Arts Association**

Owns and operates Blossom Music Center, summer home of the Cleveland Orchestra and numerous pop, rock, and other musical productions.

#### **4. Kent State University (KSU)**

Owns and operates Porthouse Theatre, KSU summer stock theater. Also called the Kent State Fine and Performing Arts Center, it is used by KSU's departments of theatre, music, art, and opera.

#### **5. Western Reserve Historical Society**

Owns and operates Hale Farm and Western Reserve Village, an outdoor, living history museum.

#### **6. Szalay Family**

Owns and operates Szalay's produce farm selling fresh vegetables in season and regionally famous for its sweet corn grown on rich Cuyahoga River bottom land.

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2. AMPD continues to be the legal appellation while Metro Parks is the popular name.

*Part II: Managing the CVNRA*

7. Brandywine Golf Course
8. Astorhurst Golf Course
9. Boston Mills Ski Resort -- alpine ski area
10. Brandywine Ski Area -- alpine ski area
11. Dover Lake Park -- water park with swimming and camping
12. Girl Scouts of America, Western Reserve Council  
Owns and operates Camp Ledgewood.
13. Boy Scouts of America, Great Trails Council  
Owns and operates Camp Manatoc and Camp Butler.
14. Phillis Wheatley Association  
This private, non-profit social services agency in Cleveland owns and operates Camp Mueller, a summer camp for under-privileged, inner city youth.
15. Wilson Family  
Owns and operates the Wilson Mill (historically Alexander Mill), one of the last Ohio and Erie Canal mills still in existence.
16. Independence School District  
Owns and operates the Independence Land Laboratory, an environmental education campus, located in a former NIKE missile base.
17. Old Trail School  
A private preparatory school for boys and girls grades K-8.

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### **Organizations which independently operate in NPS-owned structures:**

These organizations operate under the historic property leasing program, cooperative agreement, memorandum of understanding, and similar devices.

#### **1. University of Akron**

This state university operates a field study station in the historic Nathaniel Point farmstead (Oak Hill Center for Environmental Studies) which in 1987, based on a grant from the George Gund Foundation, evolved into the Cuyahoga River Interpretive Center. Its first full year of operations was 1990. The center features exhibits, a self-guided river nature trail, and serves as a research center and training facility for secondary science schoolteachers. The university entered into an agreement with NPS in 1990 to assist in management of the park's Earthlore Environmental Education Campus and programs.

#### **2. Cuyahoga Valley Line**

Incorporated as the Cuyahoga Valley Preservation and Scenic Railway Association, this organization operates a historic steam train and excursion train rides on the NPS-owned, historic Valley Railroad tracks. The Cuyahoga Valley Line also utilizes and maintains the historic Margaret Fox house in Peninsula as its offices.

#### **3. Buckeye Trail Association**

Maintains the 1,200-mile Buckeye Trail which loops around the state of Ohio. More than 20 miles of the trail run through CVNRA.

#### **4. Humane Society of Greater Akron (HSGA)**

Operates an animal shelter in the NPS-owned, historic Blackacre farm. In a 1985 agreement, HSGA agreed to provide, in addition to its domestic and wild animal rehabilitation program, a 24-hour pickup service of injured or sick animals within CVNRA; assistance regarding animal control problems within CVNRA; public education programs about the proper care of wild and domestic animals; and stabilize and repair the Blackacre historic barn.

#### **5. Ohio Horsemen's Council**

Builds and maintains several bridle trails within CVNRA.

*Part II: Managing the CVNRA*

6. American Youth Hostels, Inc.

Operates a hostel in the NPS-owned, historic Stanford farm. Provides separate dormitories for men and women.

7. George and Katie Hoy

The Hoys operate a bed and breakfast inn, the Inn at Brandywine Falls, in the NPS-owned, historic Wallace farm.

8. Others

In addition to the above, several local farmers utilize NPS-owned agricultural fields to maintain the park's cultural landscape. (In 1989, the first lease under the 16 USC 1(a)(2)(g) authority was implemented whereby farmers pay CVNRA a percentage of the crop's annual value.) Several individuals and businesses live or have offices in NPS-owned historic structures through the historic property leasing program.

**Support groups with substantial contributions to CVNRA:**

1. Cuyahoga Valley Communities Council (CVCC)

This organization is made up of numerous political jurisdictions and school districts with areas which are within the CVNRA. Its members are subject to political patronage and the caliber of appointees reflect the appointing jurisdiction's support for CVCC. Its executive director is employed on a part-time basis by CVCC.

2. Cuyahoga Valley Trails Council

This volunteer organization builds and maintains park trails and publishes CVNRA trail guides.

3. Cuyahoga Valley Association (CVA)

The park's "friends group" assists CVNRA in fund raising, cosponsorship of events, and numerous other ways. CVA has its offices in the NPS-owned historic Homestead structure. A CVA special project, the Cuyahoga Valley Park Federation helped CVA fund and sponsor a CVNRA periphery protection plan in concert with the Ohio Conservation Foundation in 1976. (See Chapter 14).

## **Chapter 13**

### **4. Sierra Club, Portage Trail Group**

Carry out volunteer services on trail-related projects.

### **5. North Cuyahoga Valley Corridor, Inc.**

Supports the preservation of natural, historical, and recreational resources extending from CVNRA north into downtown Cleveland.

### **6. Ohio and Erie Canal Corridor Coalition**

Supports the preservation of natural, historical, and recreational resources extending from CVNRA south into downtown Akron, Massillon, and beyond.

### **7. Canal Society of Ohio**

Supplies CVNRA with canal history and cooperates on canal towpath hikes and interpretation.

### **8. Cuyahoga Valley Historical Research**

A primary focus remains the valley's Indian mounds, but other aspects of valley history are addressed.

### **9. League of Women Voters**

Continues to support CVNRA programs and is active in fact-finding on various park-related issues of public interest.

### **10. Trust for Public Land (TPL)**

A private non-profit organization which purchases land and holds it until public agencies can budget sufficient acquisition funds. TPL is particularly important in cases of hardship or adverse development is imminent. Once stationed at CVNRA, TPL has its area office in downtown Cleveland.

### **11. Cuyahoga Valley Roundtable**

A periodic gathering of public agencies and quasi-public or private organizations which are concerned with the Cuyahoga Valley. The roundtable provides a forum to share information in order to foster communication and avoid duplication of effort.

## **Part II: Managing the CVNRA**

### **12. Eastern National Park and Monument Association**

A non-profit sales outlet for interpretive literature and appropriate park-related items for sale in visitor center areas.

Making the management mosaic even more complex is the fact that CVNRA is within numerous political jurisdictions as listed below:

1. state of Ohio
2. Summit County
3. Cuyahoga County
4. city of Akron
5. city of Cuyahoga Falls (formerly Northampton Township)
6. Bath Township
7. Richfield Township
8. Boston Township
9. village of Boston Heights
10. village of Peninsula
11. Northfield Center Township
12. Sagamore Hills Township
13. city of Brecksville
14. city of Independence
15. city of Valley View
16. city of Walton Hills
17. city of Bedford
18. village of Richfield<sup>3</sup>

CVNRA Chief of Interpretation and Visitor Services Ron Thoman first coined the term "management mosaic" in 1979 while working on the draft text for the Harpers Ferry Center-produced park folder. According to Thoman:

*When I was writing the brochure for the park, I was trying to characterize the nature of Cuyahoga. That is where the term mosaic came up. It dawned on me*

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3. The above information was provided by the Division of Interpretation and Visitor Services with some revision and additions by the author; and Superintendent's Report for 1989.

## Chapter 13

*in trying to characterize Cuyahoga as one word. Mosaic because you can talk about a natural mosaic, woodlands and meadows, or a cultural landscape mosaic of woodlands and farm fields or a historical mosaic of all of these different periods of history. All of a sudden it dawned on me, a management mosaic as well, because there are many different organizations which manage pieces of this park. Everybody just started using this management mosaic, sometimes called management partners.<sup>4</sup> [emphasis added]*

Perhaps because the undertaking would be herculean, until 1990, no concerted effort was made to mold all of these mosaic partners into a cohesive unit. Some have dreamed of forming an official group to foster communications, promote teamwork, avoid conflicts, and sponsor joint efforts in the field of public relations. Thoman, who had regular contact with most of the partners, characterized CVNRA's relationship with them a seven, on a one-to-ten scale. In 1990, CVNRA held the first meeting of the management mosaic partners at Happy Days Visitor Center. More than 20 representatives attended the gathering and discussed their operations and programs.<sup>5</sup>

The greatest threat to good relations between the management partners and NPS is the issue of recreation/public use versus resource protection/preservation. The number-one issue involves oil and gas drilling, an activity in which most of the partners have engaged during the 1970s and 1980s (see Chapter 21). Exploitation of natural resources within a park is normally anathema to NPS values, but at CVNRA, a chagrined NPS has looked the other way. As long as they are open to public recreation, acquisition of management mosaic lands has been deferred. No determination has been made on when public use (as well as a management mosaic partner exploiting natural resources to continue its own operations) exceeds the need for resource preservation. The intensely competitive ski areas with their artificially mounded and eroding hillocks have been a source of concern. The Brandywine Ski Area has undergone extensive development since 1974 in which more than 100 acres of forested slopes have been clear-cut, filled, and manipulated to create a new ski slope. Because of the Catch 22 in the enabling legislation, however, NPS did not act to stop the recreational development.<sup>6</sup>

Communicating with the management partners normally takes place through the superintendent's office. Inquiries come from interest groups relating to skiing, golfing, scouting, farming, hiking, railroads, equestrians, fishing, traveling, and chambers of commerce. Political leaders at the federal and state level include two U.S. senators, two U.S. representatives, and two state senators. During an average year, CVNRA entertains 30 congressional inquiries. The

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4. Ron Thoman interview, 26 May 1989.

5. Ibid.; Superintendent's Report for 1990.

6. Ibid.; Edward H. Adelman letter to author, 13 September 1989; and George Sweda, "Brandywine Eyes Expansion, More Skiers from Ohio," *The Plain Dealer*, 25 December 1984.

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park's mailing list includes 100 newspapers and magazines, 55 radio stations, four college newspapers, ten television stations, 52 citizen and business groups, ten regional and local agencies, and 26 congressional offices.<sup>7</sup>

An early partner during the GMP phase was the National Aeronautics and Space Administration's (NASA) Lewis Research Center in Cleveland. In 1975, NASA informed CVNRA of its interest in testing and developing facilities and equipment using solar and wind energy. In particular, NASA wished to develop solar-powered heating and cooling systems for new visitor facilities as well as electric-powered vehicles. CVNRA was an ideal candidate because as a developing federal park, it could provide NASA with high visibility in developing these technologies. NASA and NPS pledged to work together to receive funding through the Environmental Research and Development Administration (ERDA). While Denver Service Center planners became involved in 1976 and up to four meetings were held, the effort came to naught when NASA learned CVNRA's development needs were too small-scale for its plans and NPS funding was nonexistent.<sup>8</sup>

Another early partner was the National Parks and Conservation Association (NPCA) which in 1977 established a special department to work with urban parks. The George Gund Foundation of Cleveland funded the effort with the understanding that it would be of primary benefit to CVNRA. The two-year program subsequently evolved into "The Cuyahoga Project," an NPCA action plan to influence the White House and Congress. NPCA analyzed the GMP and lobbied to see its provisions implemented; produced a working paper on the transportation plan, natural resources, visitor use, interpretation, and development; and surveyed adjacent landowners land use practices. NPCA shared the lessons learned at CVNRA to benefit development of existing and proposed urban park areas.<sup>9</sup>

A terminated partner was the ill-fated Horseshoe Palladium, Inc., which in August 1988 leased the historic Jaite Mill complex for adaptive restoration into an indoor sports horseshoe pitching enterprise, meeting rooms, and a Horseshoe Hall of Fame. The proposal failed to materialize as it lacked financial backing. The Securities and Exchange Commission denied the lessee permission to launch a public stock offering. Some Jaite Mill machinery was illegally removed and sold. NPS terminated the lease agreement in December 1989.<sup>10</sup>

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7. *CVNRA Briefing Book*, Regional Director Odegaard to Seiberling, 4 November 1986.

8. Birdsell to Beal, 22 August 1975, D18; regional chief scientist, professional services, to Beal, trip report, 13 February 1976; and Michael Donnelly interview, 29 June 1989.

9. Birdsell to Anthony Wayne Smith, President, NPCA, letter, 22 June 1977, A22; Birdsell to Beal, 24 February 1978, A22; and *Continuing Work Plan, The Cuyahoga Project*, NPCA, 6 February 1978.

10. John P. Debo, Jr., interview, 25 May 1989; Robert P. Martin, 17 May 1989; and Superintendent's Report for 1989. The proposal was enticing because the developer claimed to have ties to President George Bush, an avid horseshoe player.

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While leasing Jaite Mill proved a failure, the shining example of a management mosaic partner must be Hale Farm and Western Reserve Village. A living history museum depicting northeastern Ohio's agrarian life in the mid-1880s, Hale Farm's costumed craftsmen practice carpentry, glassblowing, blacksmithing, spinning, pottery, and weaving in relocated and restored buildings. Operated by the Western Reserve Historical Society, Hale Farm represents a use inherently compatible with CVNRA. Relations between NPS and Hale Farm have been close thanks in large part to Hale Farm Director Siegfried Buerling. The relationship has been mutually beneficial with equipment and personnel changing hands to assist one another as good neighbors do. Under a special use permit, Hale Farm uses two NPS buildings for administrative purposes. CVNRA superintendents have traditionally served as auxiliary members on the Hale Farm advisory board.<sup>11</sup>

### Volunteers In Parks and Private Sector Involvement

Volunteer assistance by private citizens began before CVNRA's birth through the Cuyahoga Valley Park Federation (CVPF) which sponsored volunteer-operated tours to promote the area. CVPF continued this activity until September 1977, thus providing NPS with a stable interpretive force when it had no permanent interpreters assigned. By the fall of 1977, CVPF volunteers dwindled to 26 active participants. Yet, during its final season, CVPF volunteers operated 54 bus tours and served 2,600 school children, senior citizens, and others. During its commendable three-year initiative, CVPF shared the Cuyahoga Valley with 16,000 people. In March 1978, Superintendent Birdsell called for volunteers to perform the same function for the six-week spring tour season under NPS's Volunteers In Parks (VIP) program. The response yielded 60 VIPs for CVNRA Historian Chester Hamilton to supervise. The NPS appeal to local school districts that year brought a big response: 48 buses and 2,160 people in the spring, while the fall season yielded 39 buses and 1,755 people.

VIPs also presented weekend programs on the Cuyahoga Valley Line steam railroad and served 19,000 visitors. Responding to the need for emergency medical personnel on the weekends at the Virginia Kendall Ledges, 33 emergency medical technicians were recruited for the VIP program. Emergency medical technicians staffed a first aid post at the Virginia Kendall Ledges visitor contact station, and during the winter served in a similar capacity at Virginia Kendall Hills and Virginia Kendall Lake.<sup>12</sup>

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11. Siegfried Buerling interview, 23 May 1989.

12. Chester V. Hamilton, "Volunteers-in-Park Needed," undated news release [circa March 1978]; Birdsell to Beal, 28 June 1978, P94; and Superintendent's Report for 1978.

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The VIP program began to grow as NPS interpretive staff arrived and created new visitor service programs. As the budget crunch and FTE ceiling stifled CVNRA in the early 1980s, VIPs became a critical component to the park's welfare and more citizens were recruited. In 1984, the Akron chapter of the National Volunteer Management Organization certified CVNRA as a "Voluntary Action Center," thus making Cuyahoga the first in the National Park System to be so recognized. By 1985, under VIP Coordinator Phil Hastings' leadership, the VIP corps grew to 607, contributing 30,071 hours annually in such diverse areas of CVNRA operations including publications, administrative and clerical duties, public relations, cleanup projects, trail building, planning, interpretation, special events, and resource management. That same year, in recognition of an interpretive staff which had built a VIP program ranking fifth in the System, CVNRA received a unit citation for excellence from the Secretary of the Interior. Annual VIP statistics are as follows:

F. Y.	No. of VIPs	No. of hours	Work Years	\$ Value
1978	129	6,197	2.98	45,300
1979	119	7,120	3.42	52,000
1980	106	5,327	2.56	38,900
1981	124	6,492	3.12	47,500
1982	169	8,569	4.12	62,600
1983	266	19,120	9.19	139,800
1984	507	26,802	12.89	195,900
1985	607	30,071	14.46	220,000
1986	765	24,086	11.58	176,100
1987	632	29,393	14.08	220,447
1988	1,143	31,417	15.05	235,627
1989	1,010	38,638	18.50	289,785
1990	872	31,612	15.15	237,090
1991	1,358	34,337	16.45	257,527
TOTALS:		299,181	143.51	\$2,218,576 <sup>13</sup>

In late 1986, CVNRA began making plans to implement a three-part private sector monetary support effort during 1987 to supplement the VIP program. First, donation boxes were installed at all visitor contact stations. Second, park staff began working with the Cuyahoga Valley Association (CVA) to develop a gift catalog which CVA completed in 1988. (The

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13. *CVNRA Briefing Book*, Odegaard to Seiberling, 4 November 1986; and updated figures to 1991 provided by CVNRA VIP Coordinator Sharon Judson.



**Figure 23:** (Left to right): Associate Regional Director Warren Hill, Superintendent Lewis S. Albert, VIP Coordinator Phil Hastings, and Chief of Interpretation and Visitor Services Ron Thoman preside at an award ceremony honoring the park's extensive VIP program. (circa 1985)

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document was never released to the public.) Finally, CVA began coordinating fund-raising activities for small development and/or restoration projects. As the private sector support program began, VIP Coordinator Phil Hastings died suddenly from an apparent heart attack. Ron Thoman served as interim coordinator until Hastings' replacement, Chris Schilizzi, entered on duty. Also in 1987, CVNRA began implementing a personnel management system for the VIP program.<sup>14</sup>

As noted above, CVA became a new key player in building private sector involvement. In early 1986, CVA, essentially dormant in the years following CVNRA's establishment,

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14. Acting Superintendent Johnson to Odegaard, 3 December 1986; Regional VIP Coordinator Tom Danton to all regional coordinators, 30 December 1986; and Albert to assistant superintendents and division chiefs, 3 August 1987, P94. The new system included such things as job descriptions, performance standards and evaluations, and job safety training.

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reactivated into a friends group to assist NPS accomplish its mission. CVA set as its short-term goal to increase public awareness of CVNRA through communication and education because of federal restrictions on NPS to promote itself. A long-range CVA goal is to fund projects in an era when budget cuts are a challenging reality. In 1987, NPS and CVA entered into a memorandum of agreement cementing their relationship and authorizing CVA's use of the NPS-owned Homestead as its headquarters. In 1989, CVA collected admission fees to the Cuyahoga Valley Festival which resulted in \$10,500. It marked the first time CVNRA charged a fee to recover expenses for an interpretive event.<sup>15</sup>

Corporate assistance has also been important to CVNRA's development and operation. Foundations and corporations such as the Gund and Cleveland foundations, Standard Oil, Burger King, Goodyear, Babcock and Wilcox, GenCorp, Firestone, and others have donated well over a quarter-million dollars to fund projects ranging from environmental education programs, the National Folk Festival, and development of the youth hostel. The first annual Corporate Cleanup Day came on June 6, 1988, when 250 volunteers from thirteen key Akron corporations removed forty tons of debris to improve CVNRA's scenic open space, wildlife habitat, and visitor safety. The Akron Volunteer Corporate Council assisted CVNRA in 1989 and 1990 by removing vegetation from all canal locks within the park.<sup>16</sup>

### External Affairs: Affiliated Areas and Oversight Responsibilities

Areas associated with the National Park System, but which are administered by other entities, remain within NPS purview through technical advice and assistance which is sometimes specifically directed by Congress. Like park managers throughout the nation, CVNRA superintendents have been charged with oversight of nearby natural and historic landmarks, properties which possess nationally significant values, to ensure their purpose, integrity, and unique qualities. In 1984, of 64 such Ohio landmarks, CVNRA inspected 22 while the other Ohio NPS superintendents were responsible for the remaining 42. On an annual basis, CVNRA staff visit the landmarks to determine if changes have occurred which might degrade or threaten

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15. Acting CVA President George Klein to former CVA members, letter, 17 March 1986, A22; Albert to Regional Director Don Castleberry, 27 August 1987, A44; and Superintendent's Report for 1989.

16. *Cuyahoga Valley National Recreation Area Briefing Book*, Odegaard to Seiberling, 4 November 1986; and Superintendent's Reports for 1988, 1989, and 1990. The cleanup effort evolved from an earlier project initiated by scouting groups and the Sierra Club dubbed "Adopt-A-Dump," designed to remove 300 trash dumps. NPS issues leather gloves, double-layer trash bags, laundry baskets, wheelbarrows, and nipping shears for barbed wire. "Adopt-A-Lock" has yet to evolve. See Craig Wilson, "Volunteers Clear Park Trash Dumps," *Akron Beacon Journal*, 19 February 1988.

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their existence. The information is then compiled and submitted by NPS in an annual report for the secretary to present to Congress.<sup>17</sup>

CVNRA's oversight of the James A. Garfield home, called "Lawnfield," in Mentor, Ohio, has an intricate history. Garfield, who purchased Lawnfield in 1876, enlarged the original farmhouse into a two-and-one-half-story Victorian mansion. During the presidential campaign of 1880, Garfield conducted his "front porch campaign" from Lawnfield. Following President Garfield's 1881 assassination, his widow commissioned the addition of a museum and memorial library. In 1936, the family donated Lawnfield to the Western Reserve Historical Society (WRHS) as a public museum and memorial. (WRHS subsequently cooperated with the Lake County Historical Society in its management.) The secretary of the Interior designated it a national historic landmark in 1964, and NPS cited it in 1971 as the premier site associated with President Garfield. When WRHS assessed impending rehabilitation costs and discovered them to be astronomical, WRHS' Director of Properties Siegfried Buerling, (also manager of Hale Farm and Village), conferred with Bill Birdsell and determined to make Lawnfield a unit of the National Park System.

Birdsell's efforts were blessed by NPS Director William Whalen. Careful to ensure the letters did not reflect NPS input, Birdsell crafted the letter Buerling sent to the Ohio congressional delegation and other key leaders asking for national historic site status. Further, Buerling proposed the Garfield site become an affiliated NPS area, receiving federal funding, assistance, and advice, but with WRHS remaining as the principal site manager. True to the Birdsell/Buerling blueprint, legislation authorizing James A. Garfield as a unit of the National Park System came in 1980 with Public Law 96-607). Management oversight was assigned to CVNRA, but no additional funding or personnel was forthcoming. All subsequent Garfield-related activities ranging from research to planning has come out of the existing CVNRA operating budget.<sup>18</sup>

Securing federal dollars to rehabilitate Ohio's numerous presidential sites began in earnest following the James A. Garfield bill. In 1983, under authority of the Historic Sites Act of 1935, Congress authorized NPS via P.L. 98-63 to oversee the expenditure of \$500,000 for the repair and rehabilitation of the James A. Garfield Memorial, the twentieth president's tomb in Cleveland's Lake View Cemetery. CVNRA entered into a memorandum of agreement with the

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17. Albert to Renee J. Houser, ODNR Division of Oil and Gas, letter, 14 November 1984, H34. Status reports for national historic landmarks go to the Mid-Atlantic Regional Office, while those for national natural landmarks are sent to the Midwest Regional Office.

18. Birdsell to Art Eck, Legislation, Washington Office, letter, 30 April 1979, H18; Buerling to Congressman J. William Stanton, letter, 16 April 1979; Superintendent's Reports for 1982 and 1983; and Siegfried Buerling interview, 23 May 1989. P.L. 96-607 required WRHS to donate its holdings while the property owned by Lake County Historical Society could be purchased for an amount not to exceed \$205,000.

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cemetery association and NPS historical architects monitored the project from planning and design through construction.<sup>19</sup>

In 1986, Congress again directed NPS to work with the William McKinley Association to rehabilitate the McKinley National Memorial, the tomb of the twenty-fourth president, in Canton. Congress provided \$428,000 to accomplish the work and the Midwest Regional Office appointed CVNRA to assume the customary oversight role.<sup>20</sup> Similarly, CVNRA became involved in 1987 with the Harding Tomb State Memorial in Marion, the final resting place of President and Mrs. Warren G. Harding. The half-million dollar project began with a memorandum of agreement with the Ohio Historical Society. CVNRA gained notoriety as the "tomb-restoring experts" of NPS.<sup>21</sup> In 1990, Congress appropriated funds for NPS to acquire the McKinley home in Canton. While ownership and management authority will pass to a local historical society, future NPS restoration funding and technical assistance will be channeled through CVNRA.

In addition to James A. Garfield NHS, CVNRA has management oversight of another affiliated area, the David Berger National Memorial in Cleveland Heights, Ohio. David Berger was a national merit scholar at Cleveland's Shaker Heights High School and a graduate of Tulane University. He also received an MBA and law degree from Columbia University, all the while preparing to become a champion weight-lifter. An American Jew, Berger settled in Israel in 1970, working with handicapped people and training to make the Israeli Olympic team. Berger succeeded in his goal and attended the 20th Olympiad in Munich, West Germany, where he and ten other athletes were assassinated by Palestinian terrorists on September 5, 1972. The friends of David Berger commissioned David E. Davis, a prominent Cleveland sculptor, to memorialize the American-Israeli athlete as well as the ten other victims.

Davis' sculpture was unveiled on a grassy area in front of the Jewish Community Center of Cleveland. Landscaped with a hedge of yew on three sides, a plaque facing the center reads as follows:

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19. Albert to Dunning, 2 September 1983, A44; Superintendent's Report for 1983; and Robert P. Martin interview, 17 May 1989. The Historic Sites Act established a national policy for the preservation of historic sites, buildings, and objects of national significance for public use. The act authorizes the secretary, through NPS, to enter into cooperative agreements relative to the preservation of such historic properties when funding has been provided by Congress.

20. Acting Regional Director Randall R. Pope to Albert, 14 February 1986, H3015; and Supervisory Architect Edward Adelman to Dr. Richard E. Werstler, executive director, Stark County Historical Society, letter, 27 January 1987, A44.

21. Ed Adelman to Leslie Cain, memorandum of telephone call, 22 May 1986, H30; Acting Associate Regional Director James Workman to regional solicitor, 27 January 1987; and Robert P. Martin interview, 17 May 1989.

## Chapter 13

A monument in the memory of David Berger stands as both a reminder of violence and a hope that man will one day overcome violence. The Olympic emblem of five interlocking rings has been broken to symbolize the stopping of the '72 games, but there is an upward motion in the broken rings to suggest the peaceful intent of the Olympics, search for understanding and hope for the future. The ten semicircles rest on eleven steel segments representing the eleven who died at Munich. One of the segments is slightly different from the rest to symbolize the unique events in David's life that led him to the Israeli Olympic team and to his death.<sup>22</sup>

Through the efforts of Senator Howard Metzenbaum, Congress authorized the David Berger National Memorial on March 5, 1980, to preserve the memory of the eleven slain athletes. Because Jewish Community Center of Cleveland has its own fund to maintain the memorial, CVNRA's role has been perfunctory with occasional inspection visits.<sup>23</sup>

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22. Typewritten information sheet, David Berger Memorial, K14.

23. Birdsell to Dunning, 28 April 1980, D66; and Acting Superintendent Johnson to JCC Director Stan Ferdman, letter, 10 September 1980. David Berger National Memorial came under authority of P.L. 96-199, An Act to Establish the Channel Islands National Park.

# Chapter 14

## Planning for the National Recreation Area

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The Cuyahoga Valley lies *near* rather than *within* the Cleveland/Akron urban sphere, and it resides in sharp contrast to its surroundings. It preserves a landscape reminiscent of simpler times, a place where recreation can be a gradual process of perceiving and appreciating the roots of our contemporary existence. Urbanization and growth are facts of life in this region, facts manifested daily to city residents. And as the metropolitan areas continue to spread and urbanize, the Cuyahoga Valley becomes more distinct, more significant, more valuable, and the importance of preserving it as a place to seek alternatives to urban lifestyles magnifies....

[CVNRA] can serve both as a major recreational and scenic attraction and as a model for restoration and maintenance of a quality environment. Sensitive landscape design and facility treatment--the imaginative blending of old and new and of the works of nature and the works of man--will promote new perceptions of the benefits derived from living compatibly with the land and from planning to reflect and preserve natural processes.<sup>1</sup>

*CVNRA General Management Plan, 1977*

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### General Management Plan

*Cuyahoga Valley 1975*, the park master plan which the Ohio Department of Natural Resources (ODNR) contracted to Mosure-Fok and Syrakis to produce, became available in late August 1975. The 88-page report contained recommendations for acquisition and development and identified three thematic zones: Natural, for scientific and educational purposes; Historic, including Peninsula, Alexander Mill, the Ohio and Erie Canal, and Hale Farm; and Recreation,

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1. *CVNRA General Management Plan* (Denver: NPS Denver Service Center, 1977), 3 and 8. Hereinafter cited as *GMP*.

## Chapter 14

for natural history interpretation, picnicking, camping, canoeing, hiking, biking, horseback riding, and winter sports. It advocated seven visitor contact stations be scattered throughout the valley. Land use was characterized as 19% developed, 45% restricted/residential; and 34% limited access.<sup>2</sup>

Although *Cuyahoga Valley 1975* was widely hailed as helping to speed the National Park Service's (NPS) planning effort, in reality it provided very little assistance.<sup>3</sup> NPS was already well into its own planning process by the time *Cuyahoga Valley 1975* was released. NPS planners were more interested in getting the raw data and spent six to eight months trying to pry it loose from ODNR. With the change in administration in Columbus, however, ODNR managers were dismayed by the millions already expended on Cuyahoga Valley and cooled on the idea of giving everything up to NPS. Undaunted by the state's new attitude, NPS planners began collecting the same information on traffic, schools, taxes, and area resources, and when the ODNR data finally arrived, it was too late to be of much use other than to validate what NPS already knew.<sup>4</sup>

Faced with a two-year congressional deadline to produce a master plan, NPS began forming the team immediately. Presuming the captain would be none other than Tedd McCann, the Washington Office initially operated on that basis. Officials in Omaha and Denver, however, thought otherwise. McCann's outspoken advocacy for CVNRA and his previous two glowing studies concerned them. They wanted someone untethered to preconceived ideas to take a fresh look at the valley. Additionally, because most of the planning team would be at the Denver Service Center (DSC), it did not make sense to have the team captain duty-stationed in the Washington Office. Finally, McCann's close personal relationship with Loretta Neumann of Congressman John Seiberling's staff made him an undesirable choice because NPS did not want politics to interfere with the planning process. Therefore, DSC Manager Glenn Hendrix, Midwest Regional Director Dave Beal, and Midwest Associate Regional Director John Kawamoto mutually agreed that DSC Park Planner/ Landscape Architect Michael W. Donnelly should have the job.<sup>5</sup>

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2. Robert W. Teater, director ODNR, "The Cuyahoga Valley--A Dream Come True," CVPF files; "State Studies Valley Park," *Hudson Times*, 27 August 1975; Teater to Birdsell, letter, 4 August 1975; and Mosure-Fok and Syrakis Co., Ltd., et al, *Cuyahoga Valley 1975* (Columbus: ODNR, 1975).

3. In the early 1980s, NPS cultural and natural resource managers did find the exhaustive mapping of the valley useful in building a database.

4. Michael Donnelly interview, 29 June 1989; and John Kawamoto interview, 27 July 1989. Kawamoto said MWRO had lost its contacts in Columbus when the Bureau of Outdoor Recreation assumed many of NPS's external programs, and NPS lacked a major presence in Ohio. Because BOR did not have a good relationship with ODNR, MWRO was powerless to get the data turned over.

5. John Kawamoto interview, 27 July 1989; Michael Donnelly interview, 29 June 1989; and Bill Dean letter to author, 18 September 1989.

The team ultimately consisted of Michael Donnelly, Bill Birdsell, Fred Kaas (MWRO chief, planning and development), Ray "Skip" Snow (DSC environmental specialist), Kay Roush (DSC writer), Dennis Piper (DSC regional planner), James Massey (DSC interpretive planner), Jennifer Kearney (DSC compliance specialist/archeologist), Robert Carper (DSC historical architect), and Kenneth Hornbeck (DSC sociologist).<sup>6</sup> Because Donnelly received no special instructions from the Washington Office, MWRO, or DSC, the planning process freely took its own course. The report did not even reflect Bill Birdsell's vision as he did not have adequate time to forecast it, being so "trapped in the immediacy of the day."<sup>7</sup> Whereas the McCann studies focused on easements to preserve the valley from suburban sprawl, the DSC-based team was confronted with how to provide a quality recreational experience for millions of urban dwellers. Like the ODNR study, McCann's reports contributed little to Donnelly's effort.<sup>8</sup>

Similar to the *Cuyahoga Valley 1975* methodology, Hornbeck and Piper took the process developed at the University of Wisconsin for making land use decisions and modified it for the CVNRA planning process. The small group workshop/public meeting process was perfected at Cuyahoga Valley. It permitted everyone the chance to put forth ideas while providing no one a soapbox upon which to monopolize the discussion. The format allowed neighbors to talk together about what kind of park CVNRA ought to be. The problem the team encountered was that in the early meetings, people were largely concerned about whether their own property was within the park and when NPS intended to buy it. Meetings in Cleveland, where few had a personal interest, went the best, while those in Peninsula were highly emotional and constantly gravitated toward the land acquisition program.<sup>9</sup>

CVNRA critics later charged NPS with not doing enough to inform the public about what the park was to become or to publicize the public meetings. The historical record is clear. NPS did all it could to get citizens involved, and those who wanted to be left alone freely chose to ignore what transpired. According to Donnelly:

*The public involvement effort that was put forth for this plan far exceeded anything that had ever been done in that state by anybody. If they didn't know*

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6. *GMP*, 107. The original 1975 team included Donnelly, Birdsell, Piper, Snow, Roush, Hornbeck, and Kaas as well as Karen Williamson (DSC graphics specialist) and Richard Bowser (Washington Office transportation specialist). See "NPS Specialists to Begin Cuyahoga Study Monday," NPS news release, 18 February 1975.

7. Michael Donnelly interview, 29 June 1989.

8. *Ibid.* Donnelly described his association with Birdsell as a "professional relationship that was tenuous at best."

9. *Ibid.*; and Sheridan S. Steele interview, 28 June 1989. Donnelly said being from DSC was at first a handicap because locals thought Denverites could not possibly know about Ohio. During the two-year effort, he spent 40% of his time in Ohio learning about the area and becoming a "familiar face."

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*what was going on, that was their fault. I don't think a day went by that there wasn't an article in The (Cleveland) Plain Dealer and Akron Beacon Journal, as well as the other local papers. It was on the [television] news almost every night. We had over the course of the entire effort, probably 50 organized Federal Register-type meetings and probably 200 special meetings.*<sup>10</sup>

The first phase of public involvement began on March 31 and extended through April 5, 1975, when six meetings, with nearly 700 people participating, generated 36 separate discussion groups which all formulated issues to be considered. From these core participants, NPS began building a master mailing list to keep those interested people informed and added anyone else who inquired. Copies of planning materials were kept in area libraries and key public places. In May 1975, Birdsell sent out a seven-page newsletter sharing the compiled results of the spring meetings.<sup>11</sup>

The option workshops, round two of public participation, occurred June 13 through 17, 1975. Birdsell, who had reviewed the DSC-produced booklet in Omaha and found it low-key and concise, was shocked when the 1400 copies arrived to be mailed out. DSC graphics specialists "got carried away" and ballooned it into a "flashy" over-sized workbook and poster. Birdsell complained to the Midwest Regional Office (MWRO), stating it was necessary to have volunteers help mail the extravagant packages and that the two station wagon-loads to the Peninsula post office became "the talk of the village." DSC was chastised for not clearing the material in advance as well as subjecting CVNRA to answering embarrassing charges of wasting tax dollars.<sup>12</sup>

Meanwhile, DSC planners took the options and rewrote the overall park objectives, developed new alternative planning strategies, and determined that an environmental assessment (EA) was required. Birdsell charged that Donnelly was not maintaining close communications and was developing plans without MWRO or CVNRA input. When the EA and summary of alternatives first arrived in December, it was error-ridden, necessitating further delay. The third round of workshops, originally scheduled for September 26 through 30, then pushed back to January 1976, was finally set for March 3 through 6 to permit additional in-house review and comment.<sup>13</sup>

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10. Michael Donnelly interview, 29 June 1989.

11. "NPS Schedules Series of Public Meetings on CVNRA," NPS news release, 17 March 1975; "Public Opinion is Sought in Planning for Valley Park," *The Voice*, June 1975; *Let's Do It Together: A Handbook for Public Involvement in Cuyahoga Valley NRA*, pamphlet (DSC: March 1975); and Birdsell, "What Kind of Place Should CVNRA Be?" *CVNRA Newsletter* (May 1975).

12. Birdsell to Beal, 17 July 1975, D18; Birdsell to Mrs. Frank Capp, letter, 17 July 1975; and Acting Regional Director Robert L. Giles to DSC Manager, 20 August 1975.

13. Birdsell, *CVNRA Newsletter*, no date [circa mid-1975]; and Birdsell to Beal, 2 and 12 December 1975, D18.

## Planning for the CVNRA

By this time a change in NPS nomenclature saw the master plan being referred to as the general management plan (GMP), a bureaucratic distinction which only served to confuse the public. As copies of the GMP alternatives began circulating for public review, NPS laid inadequate advance groundwork to prepare the Valley View area for a proposal to add thousands of acres in that area to CVNRA. DSC planners were concerned when, despite assurances to the contrary, tracts in the Tinkers Creek area were being rezoned for high-intensity industrial purposes. From a long-term visitor use perspective, the team was convinced a solid connection was needed between Bedford Reservation and the Ohio and Erie Canal in CVNRA's north end. Donnelly called it "absolutely vital for the long-term health of the park."

Miscommunication between Donnelly and Birdsell, however, in the spring of 1976 resulted in NPS's failure to inform Valley View officials that the incorporated Tinkers Creek area was not targeted for fee purchase, but rather for easements mixed with several trail access corridors. A vociferous public outcry caused an emergency town meeting where most expressed fears that NPS either sought fee purchase and removal of homes or would overrun the residential enclave with visitors. Adopting a minimalist outlook, the GMP team subsequently reformulated the proposed boundary changes, thereby eliminating the Valley View/Tinkers Creek residential core and more than a dozen other areas. The overall additional acreage the GMP team recommended dropped from 4,271 in March to a mere 322 a few months later.<sup>14</sup>

In early June, DSC issued the draft *GMP* for public review. Initially, the plan review was set for April 22 through 24, but the above-cited delays pushed the date for round four back to July 29 through 31, 1976. To satisfy the congressional deadline of June 26, DSC/MWRO forwarded the draft *GMP* to the Washington Office, through the department, and up to Capitol Hill. Written comments on the document were accepted until August 27.<sup>15</sup>

Ironically, the two-year planning effort was hampered by CVNRA's 1974 enabling act which called for a land acquisition plan within six months, well in advance of the *GMP*. In order to generate the land acquisition formula, the team had to accelerate *GMP* research on development, visitor use, and resources management. The task proved difficult with the lack of land base maps and with only foggy notions of where property lines were. Principal areas of disagreement focused on fee verses easement lands, the extent of the internal road network, and the treatment of the metroparks.<sup>16</sup>

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14. Michael Donnelly interview, 29 June 1989; and "Alternatives for Park Use Will Be Workshop Topics," *The Voice*, February 1976.

15. *Summary GMP Leaflet*, June 1976.

16. Michael Donnelly interview, 29 June 1989.

let's do it  
together



We  
are  
hoping  
to start  
a snowball  
rolling - to BEGIN  
planning for Cuyahoga  
by asking you to tell  
us what you consider  
the issues, the possi-  
bilities, the components  
of a ~~good~~ park, the  
important considera-  
tions. In other words,  
we are seeking

A handbook for public  
involvement in Cuyahoga  
Valley National Recreation  
Area . . . . . March 1975

public  
involvement

Figure 24: Two pages of a 20-page pamphlet produced by the Denver Service Center to announce the General Management Plan planning effort. (Source: National Park Service, March 1975)

## *Planning for the CVNRA*

During the summer of 1977, GMP Team Captain Michael Donnelly presented the document to MWRO staff. Donnelly viewed Omaha as being a "big disappointment in this whole project" by giving little support to the team or to CVNRA. Scheduled for a four-hour period, the meeting commenced with a full room of park professionals, but most of the participants slipped out after the first hour. Donnelly continued the presentation until the only MWRO employee remaining in the room bluntly informed him that the alternatives were unacceptable and to go back to Denver and try again.<sup>17</sup>

A number of organizations provided insightful comments. ODNR said it generally agreed with the development plan, but questioned how a GMP could be formulated without a thorough transportation systems analysis. ODNR viewed the reduction of proposed boundary additions with concern, noting that NPS planners were unduly influenced by negative public comment. Additions should include the valley walls to preserve the canal's visual corridor and to link CVNRA with the Bedford Reservation. ODNR also pointed out two principal differences between *Cuyahoga Valley 1975* and the *GMP*: the failure to recognize overnight tent/vehicular camping as a genuine visitor experience and no consideration of recreational fishing in the river and ponds.<sup>18</sup>

The Cleveland Metropolitan Park District board endorsed the *GMP* and pledged its cooperation with NPS goals, but also promised to continue ownership of its two valley metroparks. CMPD called for mutual cooperation in the areas of transportation, interpretive centers, educational programs, and trails.<sup>19</sup>

The Cuyahoga Valley Park Federation (CVPF) said it was pleased with the *GMP's* emphasis on preserving natural and cultural resources, but asked NPS to reconsider the decision not to add steep slopes and wooded areas in the north end. CVPF said the areas could be appended without taking any residences. CVPF called for more bicycle trails and a working canal boat to operate in the Pinery Narrows. It questioned NPS on closing the Cuyahoga River to recreational use and joined ODNR in advocating concerted action to clean it up. Finally,

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17. Michael Donnelly interview, 29 June 1989. Donnelly said only John Kawamoto got deeply involved in the *GMP*. Kawamoto called the Donnelly presentation "lackadaisical," "not concise," and "not hard-hitting." Further, the EA format was difficult to explain or understand, and regional offices did not have good relations with DSC because DSC planners acted arrogantly with "know-it-all" attitudes. Finally, Kawamoto said MWRO could not take the document seriously because, with Congressman Seiberling calling the shots, it did not matter what NPS wanted. See John Kawamoto interview, 27 July 1989.

18. Office of Outdoor Recreational Services, ODNR, letter to NPS GMP team, 23 August 1976. GMP public input weighed heavily against anything but walk-in, wilderness camping. ODNR expected NPS to develop a plan for improved future water quality conditions.

19. CMPD Executive Director Harold Schick to Birdsell, letter, 29 July 1976. The unanimous CMPD board resolution is number 4408, dated April 19, 1976.

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CVPF called for NPS to devise a means to protect the park's periphery, including parts of Peninsula and Boston Mills surrounded by the park, from incompatible land uses.<sup>20</sup>

The *GMP* contained the following planning components: a statement for management, natural resources management plan, cultural resources management plan, visitor-use and interpretation plan, general development plan, and proposed boundary adjustments. Planning was based on the concept of open-space preservation, not facility construction. CVNRA's guiding management and development concept was to be resource preservation in the context of compatible recreational use. When new facilities were planned, it was to be with the purpose of dispersing people throughout the park. CVNRA's transportation needs mandated a study to identify feasible means for public transit from Cleveland and Akron, but valley roads would be used until alternate modes such as trains and shuttle buses approaching from peripheral parking areas were established. Eventually, nonessential roads would be removed with private automobile traffic restricted to local residents and NPS staff.

Local residents were to be accorded the treatments of the CVNRA enabling legislation: term, life estate, and scenic easement agreements. NPS pledged to have close relations with local citizens and their political representatives, particularly the Boston Mills and Peninsula communities, to ensure that CVNRA's impact on them would be minimal. Planning for units of the two metroparks would be deferred until those areas were donated to NPS. In the meantime, NPS would cooperate with park boards to provide appropriate visitor use activities and coordinate management with CVNRA. Ten "planning units" were initially identified: Bedford, Alexander Mill, Brecksville, Jaite, Hale Farm, Virginia Kendall, Riverview, Furnace Run North, Furnace Run South, and Blossom.<sup>21</sup>

Land acquisition was to place primary emphasis on the floodplain and river basin and to provide linkages from the federal spine to private and public recreational facilities. The program was to focus in the north where development threatened and gradually move southward. Last to be acquired were less-than-fee parcels, i.e., residential and agricultural scenic easements.

The *GMP* included an implementation schedule complete with development costs. Three phases of CVNRA development, short-, middle-, and long-range, were estimated in 1980 dollars as follows: \$12,720,000, \$12,740,500, and \$14,030,500, for a total of \$39,491,000. Additional planning requirements included eight elements listed in priority order: transportation study, interpretive prospectus, regional jurisdiction study, resources management plan, concessions

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20. CVPF Director Sheridan S. Steele to Birdsell, letter, 26 August 1976; and "Master Plan for Cuyahoga Aims to Preserve Open Space," *The Voice*, August 1976.

21. The revised SFM in late 1977 revised the planning units to only nine and redesignated them as follows: Tinkers Creek, Ohio Canal, Chippewa, Jaite, Riverview, Virginia Kendall, Oak Hill, Furnace Run, and Hampton Hills. The 1984 *Statement for Management* consolidated these into five units: Canal, Jaite, Oak Hill, Kendall, and Everett.

## *Planning for the CVNRA*

plan, visitor-use levels study, comprehensive design study, and legislation to allow increases in the initial \$500,000 development funding ceiling to implement *GMP* proposals.<sup>22</sup>

The draft *GMP* was revised in October 1976 to reflect the additional 908 acres added in the north by Public Law 94-578. Superintendent Bill Birdsell signed the document on January 27, 1977, with Regional Director Dave Beal following suit on February 1. Final printing was delayed at DSC as maps underwent revisions so that the *GMP* was not released to the public until January 30, 1978. The statement for management which provided a more detailed explanation of *GMP* concepts was printed separately. It contained the following management objectives:

To preserve natural park lands under the concept of "total environment" or ecosystems perpetuation and ensure that all visitor-use activities are appropriate to their setting.

To design park facilities to take advantage of natural climatic conditions and incorporate environmentally neutral technology wherever feasible.

To cooperate with federal, state, and local agencies in the monitoring of environmental quality.

To preserve significant historic and prehistoric sites and structures.

To provide for the safety and protection of visitors, residents, and employees.

To ensure that appropriate settings for various kinds of recreational activities and experiences are available within the park.

To provide visitor-use and interpretive programs that offer both recreational and educational benefits.

To cooperate with appropriate organizations in the provision of visitor-use and interpretive programs.

To support and cooperate with agencies involved in providing public transportation to ensure that the park is accessible to the residents of the greater Cleveland/Akron metropolitan area.

To encourage the provision of appropriate commercial services and facilities by others outside the park.<sup>23</sup>

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22. *GMP*, 2-4, 7-8, 12-3, 76, 79, 94-5.

23. Quotation found in *CVNRA Statement for Management, 1977*; see also Albert to Edwin F. Wesely, Jr., letter, (continued...)

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Although referenced frequently, the *GMP* was such a "broad-brushed" document that it was not religiously followed by CVNRA managers or MWRO. While the *GMP's* basic concept, retrieving the area from degradation, restoring and preserving it, remained sound, many of its specific developments were soon discounted. For example, by 1979 Bill Birdsell realized the proposed new visitor center/headquarters complex would never be built because NPS philosophy concerning such new construction had changed and it did not make sense to build anew in an area which abounded in historic structures. In addition, the *GMP* proposed the Jaite Company Town as an environmental education center. NPS had a greater need for a headquarters complex at Jaite and then put its visitor center at Happy Days. Other subsequent projects, Oak Hill, Lockett's House Canal Visitor Center, Indigo Lake, Brandywine Falls, Towpath Trail, Earthlore Environmental Education Center, Special Events Site, Cuyahoga Valley Line, and the historic property leasing program, were not based in the *GMP*.<sup>24</sup>

In FY 1990, an assessment of NPS priorities saw CVNRA placed eighth on the Servicewide list for GMP funding. A new GMP, rooted firmly in a database more than 15 years in the making, is scheduled to be accomplished during the 1990s.

### Other Planning Documents

A mid-1981 park request to redesignate buildings as government-furnished quarters prompted MWRO to require that CVNRA submit a building utilization plan (BUP) for approval prior to authorizing further park housing requests. MWRO was concerned about funds being expended to rehabilitate non-historic structures for temporary uses such as housing or administrative purposes only to discover later that the structures were deficient for reasons ranging from inadequate water supply to faulty sewage or heating systems to being flood-prone or situated on unstable soil. Primarily, many feared that large sums of money would be needed to fix temporary buildings while the many historic structures continued to deteriorate.<sup>25</sup>

The BUP subsequently evolved when division chiefs analyzed all NPS-owned structures in terms of overall condition, presence of adequate water and sewage systems, and building

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23. (...continued)

21 August, 1984; and "Long-Delayed Master Plan Sets Goals for CVNRA," *The Voice*, April 1978. CVA called the *GMP* "rather grandiose."

24. Ron Thoman interview, 26 May 1989.

25. Regional Director Dunning to Albert, 7 July 1981, F7423.

## *Planning for the CVNRA*

repair costs. Because the BUP emphasized utilizing historic structures whenever feasible, it germinated the concept of utilizing Jaite village, originally slated for demolition, as a park headquarters to pull CVNRA's scattered administrative divisions together into one area. The BUP represented the first of many significant planning documents which established a blueprint for CVNRA's future direction.<sup>26</sup>

CVNRA's resources management plan (RMP) received park approval in August 1982, and MWRO approval in May 1983. The RMP identifies, defines, and programs necessary monitoring, inventory, research, mitigation, rehabilitation, and enforcement activities required to perpetuate both natural and cultural resources, achieve NPS purposes and objectives, and regulate use. The RMP underwent subsequent revisions in 1985 and 1991.<sup>27</sup>

Roads have played a pivotal role in CVNRA planning. While total road mileage is around 116, only six miles are in federal ownership and consist of entrances to day use areas, visitor centers, offices, and parking lots. One-hundred-ten miles of roadway remain under state or local governmental jurisdiction. The CVNRA road network is generally in poor condition because roadways are inadequately designed, constructed, and maintained. Local communities fully expect NPS to share the cost of road maintenance in light of the increasing numbers of visitors coming into CVNRA. Fearing the floodgates might open with similar requests, NPS resists funding any road improvement project by citing it lacks clear legislative authority to expend funds on roads not owned by the United States.<sup>28</sup>

Adding to community fears of increasing visitation, CVNRA benefitted from the Visitor Access Transportation Systems (VATS), an experimental energy-efficient way to make parks more accessible to urban dwellers. Congress authorized VATS through Public Law 95-344 of August 15, 1978. Because national recreation areas automatically received priority, CVNRA used its allotment of funding to contract for bus service from Akron for ten weeks in 1979 and 1980. However, because ridership was chronically low, CVNRA cancelled the final year of VATS. A 1979 General Accounting Office (GAO) report noted that while VATS provided recreation for many urban residents, low-income, inner-city residents failed to take advantage of it. The majority of users were from affluent surrounding communities.<sup>29</sup>

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26. Dunning to Albert, 1 February 1982, D18; CVNRA Advisory Commission minutes, 22 October 1981 and 27 May 1982; Albert to all employees, 2 September 1981, S7415; Lewis S. Albert interview, 13 July 1989; and Ed Adelman, *Headquarters Study*, March 1982.

27. *CVNRA RMP*, 1983 and 1985; and RMP scoping meetings, November 1990.

28. Regional Director Charles Odegaard to Congressman John Seiberling, *CVNRA Briefing Book*, 4 November 1986.

29. Albert to Seiberling, letter, 15 August 1984, D32; Birdsell to Dunning, 12 September 1979, A88; and GAO Director Henry Eschwege to Secretary Cecil D. Andrus, report, 19 June 1979.

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Funding for the transportation plan, first promised in FY 1977, kept getting rescheduled by the Office of Management and Budget presumably because of OMB concern over the cost of the transportation plan's potential recommendations. OMB objections continued to keep the transportation plan out of the budget for FY 1978 and would have for FY 1979 as well had not strong lobbying efforts by the Ohio congressional delegation, Cuyahoga Valley Park Federation (CVPF), and the National Parks and Conservation Association (NPCA) succeeded in shaking the money loose. The Washington Office made available \$30,000 from its contingency reserve so that DSC could develop a scope of work in early 1978. Unfortunately, program reductions impacted the transportation plan so much that the \$75,000 which was ultimately programmed could only attempt to address in-park transportation concerns.<sup>30</sup>

As the project progressed, it became apparent that the recommendations would be controversial and NPS decided to reclassify the transportation plan as a "transportation study" to lessen its public impact. The transportation study appeared in March 1981 and contained the following recommendations:

1. NPS supports all regional and state plans to facilitate the flow of traffic on expressways which parallel or traverse CVNRA provided that adequate environmental mitigation and design considerations are made to protect park resources.
2. NPS is willing to assume jurisdictional responsibility for a number of roadways, particularly "parkways," and will enter into cost-sharing agreements with local jurisdictions. Utilizing principal routes, the parkways should consist of portions of Canal Road, Riverview Road, State Route 303, and Akron-Peninsula Road.
3. NPS will construct a complete network of bicycle/cross-country ski trails as well as hiking and equestrian trails to tie-in with regional trail systems. Roads proposed for closure are to be used for these trails which will also feature rest stops, picnic facilities, and comfort stations.
4. NPS will construct the multi-purpose Towpath Trail throughout CVNRA's length. [Construction began in 1990].
5. NPS will develop connecting links between activity centers and trails.
6. NPS will study modifications to existing bus routes, subscription and charter bus services, and train service as well as remote parking concepts and an internal bus system.
7. NPS will seek to increase Cuyahoga Valley Line (CVL) service from one to two round trips, add six additional stops, and seeking congressional funding for its operation. Should the railroad line be

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30. Acting Regional Director Hugh Beattie to Birdsell, 6 February 1978, A88; "Transportation Plan," CVPF Status Report on Issues, 1 February 1978; NPCA Administrative Assistant William C. Lienesch to Assistant Secretary Robert L. Herbst, letter, 5 December 1977, A22; and DSC Assistant Manager Donald A. Purse to Beal, 2 November 1978, A88. DSC's consultant was Parson, Brinkerhoff, Quade and Douglass of New York and Cleveland.

## *Planning for the CVNRA*

abandoned, NPS should play a vital role in maintaining CVL for future CVNRA transportation needs. [This became a reality in the mid-1980s].<sup>31</sup>

The anticipated public outcry was fanned by inaccurate media reports which ignored NPS statements that the transportation study was long-range and would not happen overnight. Headlines focused on proposed road closures which made valley residents and commuters feel threatened. Superintendent Lewis S. Albert diffused the controversy when he rejected the *Transportation Study--Final Report* (March 1981). He assigned recently-hired Landscape Architect Steven Elkinton to begin a new planning effort by soliciting input from the Cuyahoga Valley Communities Council (CVCC). That report, "CVNRA Transportation Plan," was released in September 1983.<sup>32</sup> For local communities, it:

1. Proposed to balance of community interests with protection of CVNRA resources and a quality visitor experience through restricting speed, type of vehicles on connector roads, and maintaining access to private property, easements, and retained interests.
2. Established road improvement standards (width of 20 to 22 feet for a two-lane road; maximum 10 percent grade; curve radius of not less than 350 feet), provided turnarounds, consistent signage, and burial of utility lines.
3. Identified fifteen road improvement projects, including reconstructing 17 miles of Highland/Vaughn, Riverview, Steels Corners, Tinkers Creek, and Truxell/Kendall roads; widening Wheatley and Chaffee roads; and realignments and intersection changes at eight locations. The cost estimate for this was \$14.7 million.
4. Established a maintenance schedule for a CVNRA road system of \$260,000 to \$455,000 annually to contract for patching, striping, bridge painting, snow removal, drainage cleaning, and landscaping.
5. Set up a basis of federal cost-sharing with local governments to be determined on a case-by-case basis.
6. Advocated creating a parkway system following the central spine of the valley along Canal, Valley View, Chaffee, Riverview roads, and a short distance on State Route 82. East-west laterals were Tinkers Creek, Snowville, Highland/Vaughn, Steels Corners, Wheatley, Quick, Truxell/Kendall, and Bolanz roads.
7. Defined restrictions on use which were subject to agreements with local governments and could include excluding commercial vehicles, a 35-mile-per-hour speed limit, closing for special events, prohibit roadside parking, one-way designations, and, if no longer needed, permanent closure.<sup>33</sup>

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31. *CVNRA Transportation Study*, March 1981.

32. Sheridan S. Steele interview, 25 March 1982; and Albert, letter to the editor, "Park Service Hasn't Closed Roads," *Akron Beacon Journal*, 24 August 1981.

33. CVNRA Transportation Plan, September 1983; and report to CVCC, May 1984.

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Prior to the transportation plan's completion, communities were offering to donate roads to NPS, but CVNRA lacked equipment, personnel, and funding to maintain a road system. Further, the regional solicitor opined that there was no "directive by Congress that any roads should be acquired let alone any requirement that they be accepted even if donated."<sup>34</sup> In mid-1984, Regional Director Charles H. Odegaard asked the Washington Office to draft legislation amending the CVNRA act to authorize the appropriation of federal funds to improve state, county, and local roads within Cuyahoga Valley.

The request did not progress because the department said authority was already granted under the Surface Transportation Assistance Act. The 1982 legislation provided funds from the Federal Lands Highway Program (FLHP) to be used for construction or improvement of "a public road that is located within or provides access to an area in the National Park System."<sup>35</sup> NPS received \$100 million annually through FLHP and four CVNRA projects were already submitted for consideration: reconstruct Highland/Vaughn roads (\$526,000); rebuild Akron-Peninsula Road with Class II bicycle lane (\$470,000); reconstruct/realign Riverview Road with bicycle lanes (\$6,500,000); and reconstruct Wheatley Road with bicycle lanes and a connecting link to Everett Road (\$566,000). The Catch-22 was that roads not under NPS jurisdiction were not eligible for FLHP funding, especially in light of a Servicewide backlog of "legitimate projects" exceeding \$1 billion.<sup>36</sup> A similar situation at Indiana Dunes saw language inserted in that park's FY 1982 and succeeding annual budgets appropriating funds for road maintenance regardless of ownership. For FY 1986, the language provided NPS continuing authority for such activity at Indiana Dunes. Similar efforts for CVNRA have yet to bear fruit.<sup>37</sup> Language contained in the FY 1992 appropriations bill, however, did provide authority to provide road maintenance assistance to local road authorities.<sup>38</sup>

The cultural landscape report (CLR) brought together all park planning documents for a holistic assessment of CVNRA's resources (see Chapter 17). Produced in-house by the TAPS division, the CLR should provide the future GMP effort with a clear blueprint of the park's contributing resources and landscape.

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34. Quotation in Curtis M. Menefee to Dunning, 10 August 1979, L30; see also Dunning to Solicitor, 12 July 1979, D30.

35. Quotation in Assistant Secretary G. Ray Arnett to Congressman Edward F. Feighan, letter, 11 July 1984, D30; see also Odegaard to Director Dickenson, 28 June 1984, W3815.

36. Odegaard to Seiberling, *CVNRA Briefing Book*, 4 November 1986.

37. John P. Debo, Jr., to CVCC Executive Director Peter Henderson, letter, 9 June 1988, A22. Debo pointed out that the Surface Transportation and Uniform Relocation and Assistance Act of 1987 amended the 1982 definition of "park road" to mean "with title and maintenance responsibilities vested in the United States," thus precluding FLHP funding at CVNRA.

38. Robert P. Martin, review comments, 2 October 1991.

## **Planning Partner: CVNRA Advisory Commission**

Superintendent Lewis S. Albert used the second Advisory Commission to help him change CVNRA's management direction. The commission provided a forum for the media and public to learn about NPS plans and problems and to ask questions. Albert viewed it as an important partner to augment planning for park developments.<sup>39</sup>

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**Figure 25:** The Wetmore Bridal Trail System was dedicated in 1988. The CVNRA Advisory Commission led the public involvement effort which generated a blueprint outlining CVNRA's comprehensive trail system.

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39. Lewis S. Albert interview, 13 July 1989.

Chapter 14

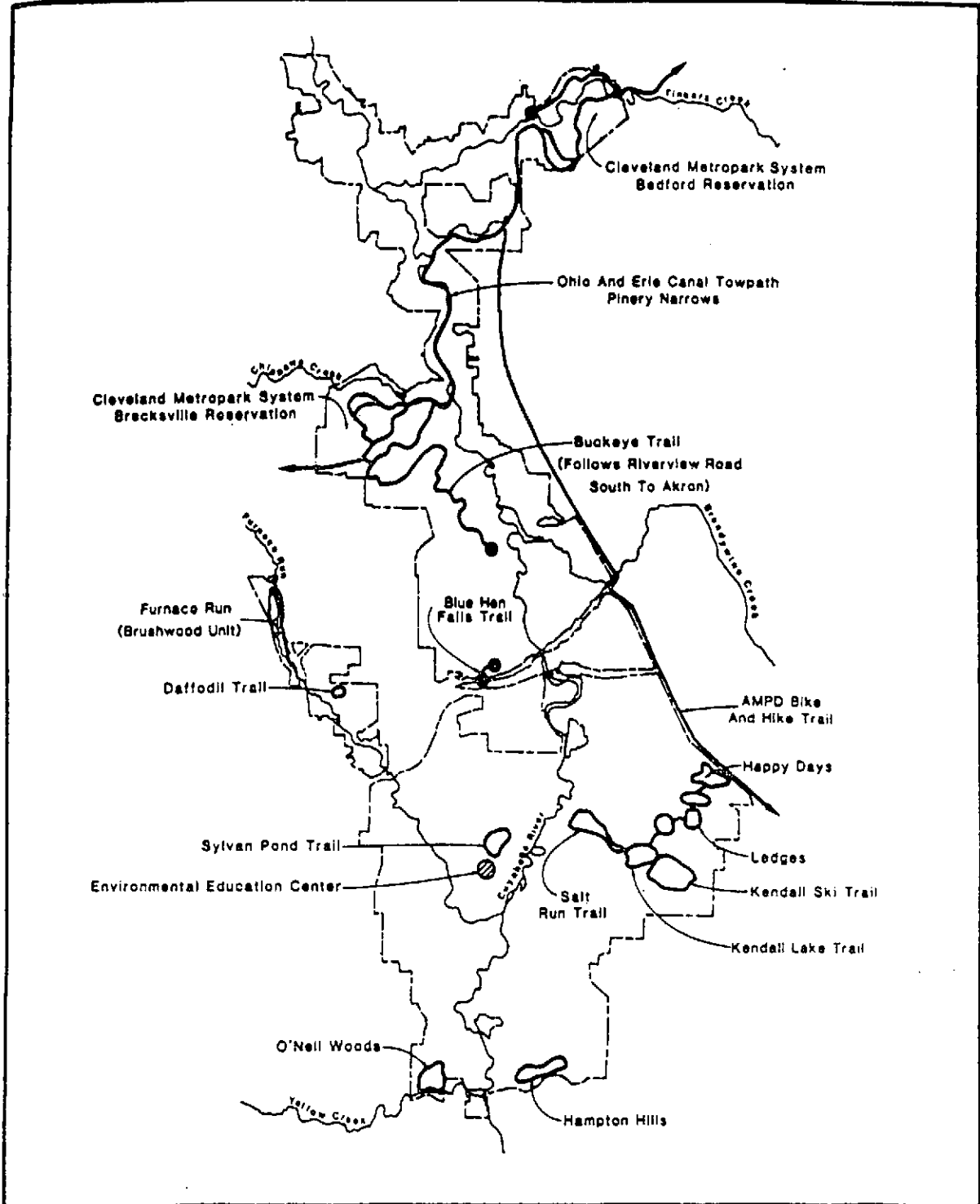


Figure 26: Existing park trails as of October 1984. (Source: CVNRA Trail Plan, 1985)

Planning for the CVNRA

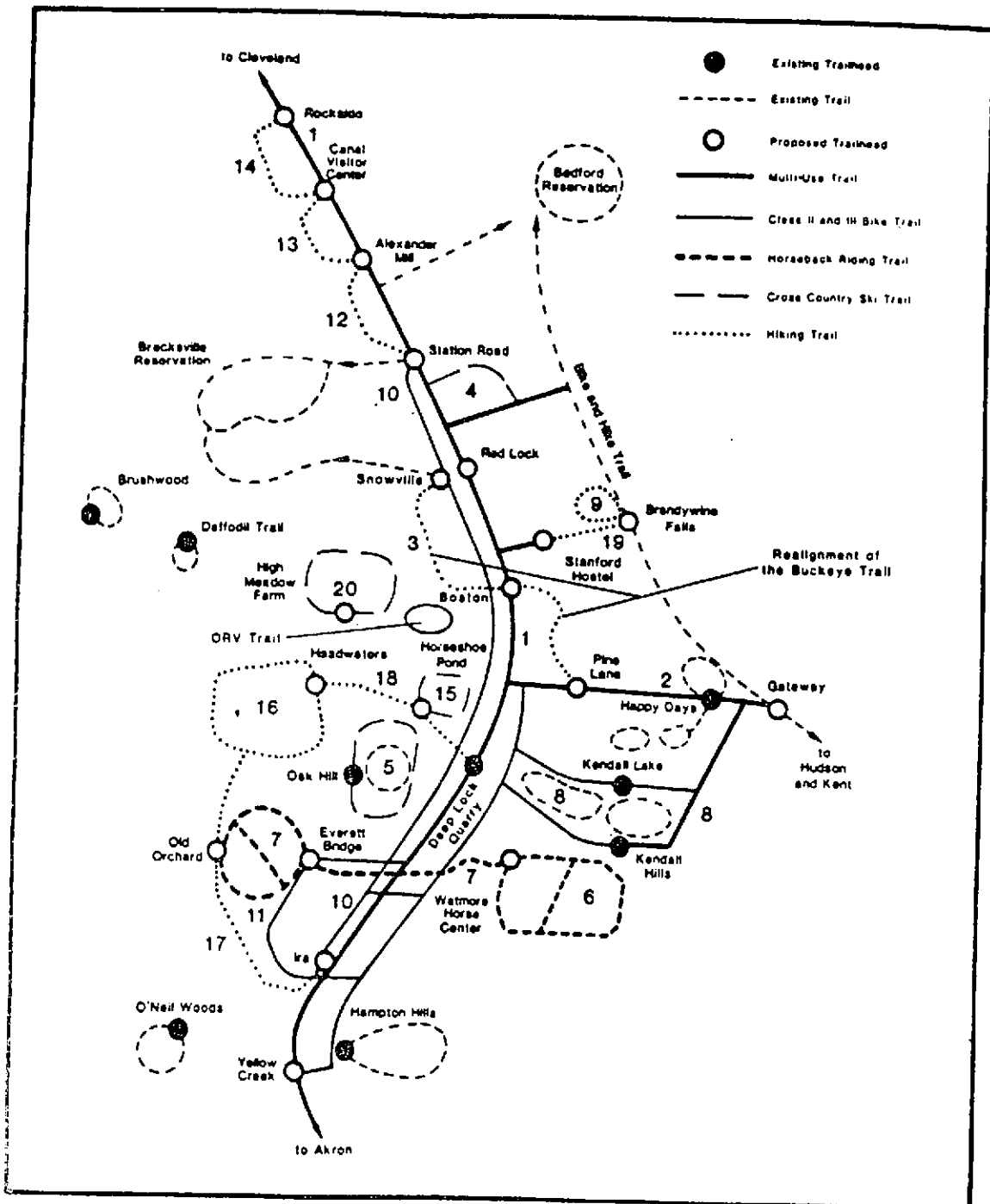


Figure 27: Proposed additions to the CVNRA trail system. The principal feature is the Ohio and Erie Canal Towpath Trail running the length of the park and connecting with other trail components. (Source: *CVNRA Trail Plan*, 1985)

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The commission played a key role in formulating the CVNRA trail plan. It established a special committee chaired by Janet Hutchison to coordinate the efforts of a cadre of volunteers who consulted with hikers, horseback riders, bicyclists, and cross-country skiers. They also gathered input from joggers, carriage drivers, sleigh operators, dogsled riders, canoeists, and other trail users. Starting with a base of 105 miles of established trails, the two-year planning effort resulted in recommending the addition of 115 miles bringing the total to more than 260 miles with 18 trailheads. This included 31 new trails at a cost of \$7.2 million in direct and volunteer-assisted costs.

The ad hoc trails committee contained more than 50 people who organized in May 1981 and served for three and a half years. TAPS Chief Steven Elkinton and I & VS Chief Ron Thoman provided substantial NPS technical assistance. The citizen volunteers met regularly and spent considerable time exploring, mapping, reporting, and planning to develop the trail plan which Hutchison called a "magnificent gift to the future." At its final meeting on November 14, 1984, seven members organized the Cuyahoga Valley Trails Council to continue the coordinating role of having volunteers assist NPS build and maintain trails. The trail plan was approved in 1985.<sup>40</sup>

### **Planning Partners: Cuyahoga Valley Association/Cuyahoga Valley Park Federation**

Following President Ford's signing the CVNRA act in late 1974, CVA was determined that its special park advocacy project, CVPF (see Chapter 3), would continue. CVNRA was a park on paper only; Congress had yet to appropriate a single dollar for land acquisition (\$34.5 million) or facility development (\$500,000). Increased media attention brought an avalanche of questions from area residents and local subdivisions concerning park boundaries and NPS plans for the future. Until NPS was capable of taking up the burden, CVA/CVPF was the only group providing information, keeping alert to adverse land-use threats, and promoting the preservation of the Cuyahoga Valley through public education campaigns and the highly successful valley tours. In Director Harvey Swack's view, CVPF had no choice but to continue its work.<sup>41</sup>

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40. Quotation in Janet B. Hutchison to Trail Planners, letter, 11 December 1984. Other commission members who participated included Sue Klein, Norm Godwin, and Jack Craig. See also Superintendent's Report for 1985; and Melissa Johnson, "Volunteer Labor is Proposed for Valley Park Trail," *Akron Beacon Journal*, 26 March 1985.

41. CVPF Advisory Board meeting, 25 February 1975; typewritten page "Why the work of the CVPF needs to be continued in 1975," no date; and Harvey Swack, unpublished paper "Organizing a Community to Create a National Recreation Area," no date.

## Planning for the CVNRA

# A Dream Comes True in the Cuyahoga Valley



### THE CUYAHOGA VALLEY PARK FEDERATION

Sheridan S. Steele, Director  
1600 Mill St., Peninsula Ohio 44264  
Phones: Peninsula (toll free from Akron) 657-2767  
Cleveland 467-6171

#### Affiliated Member Organizations:

Akron Garden Club  
Akron Metropolitan Park District  
Akron Y.M.C.A.  
American Association of Retired  
Persons, Berea Area Chapter # 1348  
American Institute of Architects,  
Cleveland Chapter  
Burroughs Nature Club  
Citizens for Land & Water Use  
Cleveland Audubon Society  
Cleveland Beautiful Committee  
Cleveland Engineering Society  
Cleveland Metroparks System  
Cleveland Museum of Natural History  
Committee on Electric Power  
Transmission & the Environment  
Concordia Lutheran Church  
Cuyahoga Valley Association  
Emerald Necklace Garden Club  
Experience with Nature,  
Cleveland Heights High School  
Fairlawn Junior Women's Club  
Fork and Hoe Garden Club  
Funchasers, National Campers  
and Hikers Association  
Great Trail Council,  
Boy Scouts of America  
Greater Cleveland Council,  
Boy Scouts of America  
Hale Farm and Western Reserve Village  
Hudson Garden Club  
Institute for Environmental  
Education  
Iradale Garden Club  
Junior League of Akron, Inc.  
Junior League of Cleveland, Inc.  
Keel-Haulers Canoe Club, Inc.  
Kent Environmental Council  
Kiwanis Club of North Royalton, Inc.  
Kiwanis 24th Division  
Lake County Metropolitan  
Park District  
Lake Erie Council of  
American Youth Hostels  
Lake Erie Girl Scout Council  
Lake Erie Watershed  
Conservation Foundation  
Lake Shore Women's Club  
Lakewood Campers Club  
League of Women Voters of Akron  
Leagues of Women Voters of  
Cuyahoga County  
Leagues of Women Voters of Geauga  
County  
League of Women Voters of Hudson  
League of Women Voters of Stow  
Leagues of Women Voters of Summit  
County  
Medina County Park District  
Medina County Park District  
Association  
Musical Arts Association  
New Clevelanders Club  
Northeast Ohio Group, Sierra Club  
Northeastern Ohio Camera Club  
Council, Inc.  
Ohio Conservation Foundation  
Ohio Department of Natural Resources  
Ohio Landscapers Association  
Ohio State Association of the National  
Campers & Hikers Association  
Old Trail School  
Optimist Club of Fairlawn, Ohio  
Phyllis Wheatley Association  
Portage Trail Group of Sierra Club  
Revere Student Council  
Rockside P.T.A.  
Sharon Township Heritage Society  
Siberian Husky Club of  
Greater Cleveland  
Social Action Committee, Brecksville  
United Church of Christ  
Social Concerns Committee of  
West Shore Unitarian Church  
South Ridge Civic Association  
Stow Garden Club  
Summit-Portage County  
Comprehensive Health Planning  
Agency  
Summit Soil & Water Conservation  
District  
The Cleveland Hiking Club, Inc.  
The Garden Center of Greater  
Cleveland  
The Holden Arboretum  
The Park Conservation Committee of  
Greater Cleveland  
Tri-County Police, Inc.  
University Heights Women's Club  
Valley Garden Club  
Wadsworth Garden Club  
West Shore Unitarian Junior Church  
Western Reserve Canal and  
Transportation Society  
Western Reserve Girl Scout Council  
Women's Advisory Council of the  
Western Reserve Historical Society  
Youth Enrichment Service, Inc.

The local office of  
The National Park Service  
is located at  
501 W. Streetsboro rd. (Rt. 303)  
P. O. address: Box 158, Peninsula, Oh 44264  
William C. Birdsell, superintendent

Figure 28: CVPF's 1976 pamphlet extolls the virtues of the national recreation area, and includes an impressive list of affiliated member organizations.

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Fortunately, funding for 1975 was guaranteed, thanks in part to grants from the George Gund Foundation and the Akron Junior League. In August, the CVPF Advisory Board formed a special committee, led by Janet Hutchison, to consider what future programs and responsibilities should be. The committee recommended CVPF continue to operate during the transition period until open space and park lands were secure with a three-fold purpose: preserve and protect CVNRA; serve as an independent citizen watchdog group to see that CVNRA is managed and developed properly; and provide NPS support and assistance in developing CVNRA while keeping citizens' interests foremost in mind.

On September 29, the board voted to reduce CVPF's 1976 budget from \$52,500 to \$38,000, with the primary cut coming in the director's salary. Because Swack elected not to serve another term, the search for a new director began. With cutbacks at ODNR, talent was not hard to come by. Sheridan S. Steele, an Ohio State University graduate in administrative sciences and park management, and former ODNR recreation planner, secured the position.<sup>42</sup> Steele's appointment coincided with a financial crisis as the Gund Foundation decided not to fund CVPF in 1976. Turning to its affiliates for financial assistance, CVPF got a reprieve from financial disaster when Gund reconsidered its position and offered a \$10,000 grant.<sup>43</sup>

Steele hit the ground running by testifying in Columbus to speed transfer of state lands to NPS and working with the Trust for Public Land (TPL) to get it established in the valley. Steele worked closely with Bill Birdsell by encouraging citizen participation in general management plan workshops, providing information to an onslaught of public and media inquiries, and continuing popular programs such as the school tours and the speaker's bureau.<sup>44</sup>

The Park Federation built upon its concern about securing rational park boundaries by authorizing a study on how to protect CVNRA's periphery. In May 1976, James Roberts completed a CVPF-sponsored study which recommended establishing a private land trust, much like TPL, but focused entirely on the valley area. Roberts discovered that a buffer zone of vacant land, farms, and light-density development already existed around CVNRA, but predicted it would quickly vanish once the NPS unit was a reality. Private owners would also be expected

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42. "Tasks Ahead for Park Federation During Transition in Valley," October 1975, and "Steele is New Director of Valley Park Federation," February 1976, both in *The Voice*; CVPF Advisory Board meetings, 29 September and 9 December 1975; Harvey Swack telephone conversation with author, 5 September 1989; and Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980. The board was particularly concerned that Harvey Swack was being paid more than Bill Birdsell!

43. George Watkins to CVPF Board Members, letter, 18 December 1975; CVPF Advisory Board meeting, 30 December 1975; Watkins and Jackson to "agencies and organizations affiliated with the CVPF," letter, 7 January 1976; and Gund Executive Director James S. Lipscomb to James S. Jackson, letter, 18 March 1976. The fundraising activity diverted considerable energy away from park-related activities.

44. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 29 July 1980.

## Planning for the CVNRA

to capitalize on CVNRA's presence by developing their holdings. Because zoning could not be expected to protect the park alone, Roberts called for a private land trust program to protect the buffer, compliment local zoning, and create a higher standard of land-use control. The growth of commercial visitor service facilities, like food, lodging, and camping, could be controlled and planned, and prevent CVNRA from resembling West Yellowstone, Gatlinburg, or Gettysburg.<sup>45</sup>

The CVPF board implemented James Roberts' recommendation by authorizing its own "Periphery Project" and the formation of the Cuyahoga Valley Land Trust. Financed through grants and through close consultation with TPL, the Ohio Conservation Foundation (OCF) soon stepped in and assisted in organizing the trust to the point it became known as the OCF Lands Trust Project. In September 1977, CVPF/CVA relinquished much of its authority over the project to OCF, but maintained contact through a mutually acceptable special board.<sup>46</sup>

Because NPS staff was growing and grants were increasingly difficult to obtain, funding for CVPF staff ended with the close of 1977. Its education, information, and community relations programs were turned over to NPS and the trust went to CVA and OCF. Birdsell urged that the Park Federation not be abandoned altogether in case it might be needed again. CVPF Advisory Board meetings continued on a quarterly basis, and Sue Klein served as CVPF executive secretary on a voluntary basis and continued to monitor local issues. CVA urged NPS to hire both former Park Federation employees Sheridan Steele and Mary Kay Newton to ensure a smooth transition, a recommendation which Birdsell implemented in early 1978.<sup>47</sup>

With CVPF's passing, CVA, an organization which had already lost much of its enthusiasm after December 1974, also experienced a precipitous decline. For NPS, the timing could not have been worse. Public dissatisfaction with the land acquisition program, which resulted in the formation of the Cuyahoga Valley Residents and Homeowners Association, mushroomed in 1978-79 (see Chapter 11). While a small group of CVA stalwarts proved helpful, the coalition of CVA/CVPF organizations were unsuccessful in stemming the negative

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45. James Roberts, "Potential Roles of a Private Land Trust: Program for Protecting the Periphery of the CVNRA," unpublished report prepared for CVPF, May 1976; and "Study Shows Need to Guard Development in Periphery," *The Voice*, August 1976. Randy Pope, Superintendent of Great Smoky Mountains National Park and former CVNRA Acting Superintendent, disagreed with the comparison to Gatlinburg which is a "major gateway park community" whereas CVNRA is criss-crossed with highways and surrounded by cities. See Pope letter to author, 25 October 1989.

46. Steele, "Report of Subcommittee on the Periphery," 18 October 1976; CVPF Advisory Board meeting, 18 October 1976, 9 December 1976, and 29 September 1977. CVPF Director Steele produced a 30-minute sound/slide show entitled "Your Community's Future: Choice or Chance" and an illustrated brochure to help promote the periphery projects' goals.

47. Steele and Birdsell, handwritten notes of telephone conversation, 30 September 1977; CVPF Advisory Board meeting, 24 October and 4 November 1977, CVPF press release, no date; George Watkins to Birdsell, letter, 5 December 1977; and James S. Jackson interview by Susan V. Garland and Nicholas Scratish, 16 July 1980.

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tide.<sup>48</sup> In the mid-1980s, CVA transformed itself into a friends group to assist in funding and achieving CVNRA programs and projects (previously discussed in Chapter 13).

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48. James S. Jackson interview by Susan V. Garland and Nicholas Scattish, 16 July 1980; and Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982.

## Chapter 15

### The Development Program

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*The Ohio and Erie Canal Towpath Trail is probably the most exciting and biggest project we will be taking on here at Cuyahoga Valley. The Ohio and Erie Canal is the most significant historical resource in the valley, and the towpath trail will be the premiere recreational and interpretive development in the park.... We will have a completed trail following the towpath through the entire length of the park north to south.<sup>1</sup>*

Assistant Superintendent Robert P. Martin

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### The Appropriations Game: Feast and Famine

For nearly two decades, Cuyahoga Valley National Recreation Area (CVNRA) has enjoyed a close working relationship with the Ohio congressional delegation, especially its "Legislative Father," John F. Seiberling. In the aftermath of President Ford's December 1974 signature, Congressman Seiberling was not content to savor his victory; as he confided to a close friend, much work remained to be done:

*Even with passage of the legislation, however, the park will not become operational overnight. In the coming year, the National Park Service will prepare its plans for the park, including an environmental impact statement. An advisory commission must be established and public hearings held. Land acquisition will be accomplished over a six-year period. Programs cannot begin*

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1. Robert P. Martin interview, 17 May 1989.

## Chapter 15

*until the National Park Service has acquired enough land, through purchase or donation, to make it a manageable unit.*

*So we have much work ahead of us, to assure that the area becomes the park we all dream of. I am confident, however, that someday soon the Cuyahoga Valley will be one of the jewels of the National Park System and a source of joy for the people of Ohio and our nation.<sup>2</sup>*

Seiberling's efforts were augmented by a dedicated staff. Loretta Neumann, an assistant and subsequently an aide on Seiberling's Public Lands and National Parks Subcommittee, played a significant role in working to promote CVNRA before Congress. Betsy Cuthbertson also maintained close ties to CVNRA to assist in legislative or appropriations matters.<sup>3</sup>

Congressman Ralph Regula, a Republican from Canton, provided invaluable assistance through his position on the Interior Appropriations Committee. Regula's stewardship prevented CVNRA from being branded exclusively as "Seiberling's park" or a "Democratic park." Charles Vanik, prior to his 1980 retirement, also played an instrumental role. On the Senate side, John Glenn, Robert Taft, and Howard Metzenbaum have supported CVNRA, with Glenn making several key appeals for funding.<sup>4</sup>

CVNRA's intimate ties to Congress caused enormous disruption to the National Park Service's (NPS) budget formulation process. The Washington Office and Midwest Regional Office (MWRO) formulated budgets to conform to parameters established by the Department of the Interior and Office of Management and Budget. Seiberling and other delegation members had their own priorities for CVNRA funding and frequently took an independent course, thereby skewing the process. Anxious to promote CVNRA's needs, Bill Birdsell willingly participated in circumventing bureaucratic channels until 1979 when he promised to report such congressional inquiries in the future. As Birdsell reassured Regional Director Jimmie L. Dunning, "Following the explicit directions of Director Whalen, we are using extreme caution not to lobby with our congressional delegation for additional funding for FY 1980."<sup>5</sup>

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2. Seiberling to Executive Director, Lake Erie Watershed Conservation Foundation, George Watkins, letter, 16 January 1975, CVPF Advisory Board files.

3. Ron Thoman interview, 26 May 1989; Tedd McCann letter to author, 7 November 1989; and Loretta Neumann interview, 27 June 1989. Neumann and McCann were close friends in the early 1970s and were subsequently married. During the first six years of the Reagan administration, Neumann was the prime mover behind the few new NPS units which were approved.

4. Loretta Neumann interview, 27 June 1989; and John Seiberling interview, 26 January 1990.

5. Quotation in Birdsell to Dunning, 6 April 1979, A3815; and Ron Thoman interview, 26 May 1989.

## *The Development Program*

The scramble to secure regular funding began in 1975 for FY 1976. Assistant Secretary Nat Reed, noting that the budget was prepared prior to CVNRA's authorization, had no intention of revising it to include the new area. Without a budget, the park would not have funding to maintain newly-acquired lands. Because it was unlikely NPS reserve funding could be obtained, Birdsell faced having to "beg, borrow, or steal the funds from other NPS areas."<sup>6</sup> Lobbying from groups like the Advisory Commission and Cuyahoga Valley Park Federation (CVPF) was important to help demonstrate local support for CVNRA development, and helped the Ohio delegation justify appropriations.<sup>7</sup>

The simmering animosity which existed between CVNRA and MWRO during Bill Birdsell's superintendency can plainly be seen in the development program. To get into NPS's budget-making process, parks must submit Forms 10-237 and 10-238 to receive staff increases and funding for development projects. To MWRO's consternation, CVNRA never submitted a comprehensive package for its development program during Bill Birdsell's tenure. While Omaha did receive a trickle of these budget forms, it was not sufficient for a normal five-year development program to be prepared. Birdsell instead relied upon congressional add-ons for Cuyahoga which regularly appeared in the NPS budget each year. This circumvention of the budget process infuriated the Washington and Omaha budget offices, and resulted in the following ultimatum from MWRO:

*...three years after establishment, we have yet to receive any Form 10-238s to allow us to establish a five-year development program for your area. This situation cannot be allowed to continue. The Fiscal Year 1980 budget contains some \$300,000 for planning of development projects for your area, while the Fiscal Year 1981 budget contains an additional \$500,000 for the construction of facilities. We must have the Form 10-238s immediately to allow us to give direction to the Denver Service Center in the planning of these projects. While there may have been valid reasons in the past for postponing the preparation of these forms, these reasons do not now exist. I am therefore directing you to prepare the required forms and to submit them to this Office by no later than December 17.<sup>8</sup>*

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6. Birdsell to "Woody," staff member of Congressman Charles Vanik, letter, 23 September 1975.

7. Mrs. Robert G. Warren to Senator John Glenn, letter, 25 August 1978; and Congressman Ralph Regula to Warren, letter, 27 September 1978.

8. Acting Regional Director Randall Pope to Birdsell, 16 November 1979, D22.

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The deadline came and went, but no budget forms arrived from CVNRA. Upon Birdsell's death, MWRO again requested the information from Superintendent Lewis S. Albert who, discovering that budget records were virtually non-existent, promised to deliver the data.<sup>9</sup>

During the tenure of Secretary James Watt (1981-1983), the add-on process continued, even though Watt ordered all Interior employees not to talk to members of Congress or their staff without his approval. Nevertheless, Seiberling and others continued consulting with "friends inside the Park Service" to find out what park needs were and then ensured that the necessary appropriations were made.<sup>10</sup>

Management Assistant Sheridan S. Steele made the following observation in 1982:

*Cuyahoga Valley never has had enough people or enough money to do what was intended here. We tend to be way below what the minimal acceptable standards are in terms of development and operations and we are going to have to continually fight for more positions and more money to be able to carry out even half of what was expected of us when the park was authorized. Just look at the General Management Plan calling for forty million dollars worth of development.... NPS is being spread thinner and thinner in terms of people to operate an expanded number of units. [We are] at the breaking point.<sup>11</sup>*

While the premise of Steele's comment has not changed in that CVNRA still lacks sufficient money and people to perform up to NPS standards, the direction of the development program changed in 1983 with the arrival of Robert P. Martin to fill a new assistant superintendent position to oversee planning and development. With a park manager spearheading the development program, CVNRA began making slow but steady progress in achieving needed recreational developments for public enjoyment.

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9. Dunning to Albert, 18 November 1980; and Albert to Dunning, 11 December 1980, both D18. CVNRA's add-ons became an accepted practice according to one source: "The superintendent was told that CVNRA and Indiana Dunes were *never* high priority for 10-237 or 10-238 funding because they have their own power base in the congressmen and could and did get their own money. Interestingly enough, for the first time to my knowledge, MWRO staff endorsed this procedure and encouraged us to get whatever we could." See Ron Thoman note to the files, 14 November 1983.

10. John F. Seiberling interview, 26 January 1990. Sidney Yates (Democrat-Illinois) and Phil Burton (Democrat-California) also helped ascertain critical NPS funding needs. Seiberling was instrumental in prompting local rubber companies to donate tens of thousands of dollars to help pay for the National Folk Festival and other CVNRA programs.

11. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982.

## History of Development Projects

Like other new areas, CVNRA encountered immediate public pressure to have the same types of park development and programs as were found at other NPS units or nearby metropolitan parks. This was referred to within NPS circles as the "Instant Yellowstone Syndrome." Superintendent Birdsell was always quick to point out that Cuyahoga was not Yellowstone. On the other hand, he also sought to build an area "every bit as federally owned, open to the public, pristine, high quality, [and] respected" as its western cousin.<sup>12</sup>

CVNRA received its first developed park unit through donation from Ohio, namely Virginia Kendall State Park. Operated by Akron Metropolitan Park District (AMPD), Virginia Kendall came with its own trust fund, estimated at \$1.6 million in 1980 and yielding a \$120,000 dividend each year. Trust legal advisers opined that NPS had no legal obligation to either retain the Kendall name or use the money exclusively for that area. However, Birdsell established precedence by determining that NPS had a moral obligation and would abide by Hayward Kendall's final wishes. NPS encountered initial difficulties in operating Virginia Kendall because AMPD removed what it considered AMPD property, including stockpiled wood, warming shelter, salamander stove, fireplace tools, wood boxes, and trash cans. The setback was only temporary. By 1982, NPS had winterized the Kendall Lake Shelter and promoted it as a winter sports visitor center. Following the hiatus when alcohol was allowed, it again became a popular park setting.<sup>13</sup>

In the aftermath of the negative publicity generated by the Cuyahoga Valley Homeowners and Residents Association, NPS took pains to show progress through development projects, no matter how small. An early focal point for CVNRA programs and activity was the Happy Days Shelter which was rehabilitated in 1979-80 into a year-round visitor information center. Three new roadside picnic areas opened in 1980 and were hailed by Birdsell as a first step in opening up acquired lands for public use. With the assistance of the Student Conservation Association (SCA), a trail, fencing, and a bridge were built at Blue Hen Falls, a popular natural attraction.<sup>14</sup>

The first large development project upon which NPS embarked was on Oak Hill Road. The GMP team first identified the high plateau area as an ideal spot for recreational use for the following reasons: ideally situated near I-271 and State Route 303; water service already installed; no existing incompatible land uses or infringements on the natural setting; the variety of habitat; and numerous ponds and lakes unequalled anywhere else in the valley. CVNRA

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12. Ron Thoman interview, 26 May 1989.

13. William C. Birdsell interview, 14 August 1980; and NPS press release, "NPS to Open Winter Sports Visitor Center in Virginia Kendall Park Unit," 20 November 1982.

14. Superintendent's Report for 1980; and NPS press release, "Roadside Picnic Areas Open," 31 July 1980.

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wanted the area acquired in fee, but as the land acquisition controversy mandated that easements be acquired, an arbitrary line was drawn along Oak Hill Road. On the west side, scenic easements would be sought, while on the east side, fee acquisition would permit NPS to implement its plan.<sup>15</sup>

Birdsell worked with the Denver Service Center (DSC) to plan and design construction drawings for the Oak Hill Day Use Area. It was not announced until late August 1980, following Birdsell's death. The DSC drawings called for a \$325,000 project on a thousand-acre tract and involved constructing a half-mile-long road to a 100-space parking lot. Hiking trails snaked through woods to two lakes. Picnic sites dotted the area. It represented the first phase of a development ultimately forecast to extend to Furnace Run on the west and to Route 303 to the north.<sup>16</sup> The Oak Hill project, which coincidentally contained the homes of some of CVNRA's most vigorous opponents (Stein-Sapir, Griffith, Bear, and Roush), was appealed directly to Secretary Watt who refused to intervene and stop the NPS development.<sup>17</sup>

While Congress appropriated funding for FY 1981, the project soon after began unraveling. CVNRA Landscape Architect Steven Elkinton questioned why a substantial new road was being carved into a primarily remote area effectively ruining the natural setting. With budgetary woes escalating, Superintendent Lewis S. Albert and MWRO decided to build only phase one of the Oak Hill development, but in a less grandiose manner. In 1982, the contract was awarded for the gravel entrance road, one parking lot, and utilities. The idea of dispersed use, verses intensive use like Virginia Kendall and the commercially-owned ski areas, ultimately prevailed.<sup>18</sup> Considered in conjunction with the myriad projects which followed, Oak Hill was an aberration. It proved to be an important learning experience in terms of what was appropriate development and in proper scale with the surrounding environment.

Congressional add-ons have fueled the post-1983 development program under the direction of Assistant Superintendent Martin. The 1985 funding provided engineering-/architectural expertise to generate design concepts for a day use area at Brandywine Falls. To eliminate the history of visitor accidents and injuries, the planning effort focused on providing a safe visitor experience in viewing the natural wonders of Brandywine gorge. The preferred alternative was a system of boardwalks to follow the rim and ledges of the natural feature with

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15. Sheridan S. Steele interview by Ron Thoman and Susan V. Garland, 25 March 1982. While the GMP team recognized the value of the Oak Hill area, the development was not elaborated on in the final document.

16. Superintendent's Report for 1980; and "New Visitor Use Area to be on Oak Hill Plateau," *The Voice*, September 1980. John Seiberling initially proposed naming the new unit after Bill Birdsell because of his "keen interest in its development."

17. Leonard Stein-Sapir to James G. Watt, letter, 20 March 1981; and CVNRA-prepared response letter, undated.

18. Steven Elkinton letter to author, 20 September 1989; MWRO Financial Manager Neil Thorne to DSC Dick Steeves, memorandum of telephone call, 22 June 1981; and Superintendent's Report for 1982.

## *The Development Program*

connecting stairways and two observation platforms. The construction took place in 1989 and won an award from the American Society of Landscape Architects.

The Ohio and Erie Canal Towpath Trail is yet another success story. Planning for the development also began in the mid-1980s and culminated in mid-1990 when a programmatic agreement was signed between NPS, the State Historic Preservation Office, the Advisory Council on Historic Preservation, and the Akron Metropolitan Park District on what precautions were to be taken to safeguard cultural resources during the three-year construction effort. The 21.4-mile multi-purpose trail was designed to be handicapped accessible and accommodate bicyclists, hikers, joggers, and other non-motorized uses. As the park's principal recreational and interpretive feature, the Towpath Trail will run the length of the Cuyahoga River valley between Cleveland and Akron and encourage similar type of connections into the hearts of those metropolitan areas.<sup>19</sup>

Because they are all too numerous to elaborate, a listing of development achievements is included here arranged by fiscal year:

FY 1976-78	\$547,000: Added to funds from the Virginia Kendall Trust to improve roads, parking areas, toilets, and shelters in Virginia Kendall Unit.
FY 1979	\$313,000: Adaptive restoration of CCC structure for development of Happy Days Visitor Center, involving new roof, ceiling and wall insulation, heating and air-conditioning, electrical upgrading, and restroom modernization. Completed spring 1980.
FY 1980	No construction funds appropriated.
FY 1981	\$265,000: Construction of phase one of Oak Hill Day Use Area's access road, parking area, and water system.
FY 1982	[Amount unavailable] Virginia Kendall water system improvements, including water pump and high voltage electric cable. Completed fall 1982. Happy Days Visitor Center and temporary Canal Visitor Center parking areas; and Jaite Village adaptive re-use.
FY 1983	\$12,000: Coonrad farm, new roof and adaptive restoration as Ranger Station and Communications Center. Completed summer 1984.

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19. Robert P. Martin interview, 17 May 1989.



**Figure 29:** Groundbreaking ceremonies for a three-year restoration and development of the Ohio and Erie Canal towpath into a 21-mile multipurpose trail took place in April 1990. Left to right: Cleveland Metroparks planner Steve Coles, Akron Metroparks director John Daily, CVNRA Superintendent John P. Debo, Jr., Ohio and Erie Canal Corridor Coalition chairperson Ann McLaughlin, Congressman Thomas Sawyer, former Congressman John F. Seiberling, and North Cuyahoga Valley Corridor, Inc., trustee Tom Yablonsky. (Source: *Courier*, August 1990).

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FY 1984	\$300,000: Cooperative agreement with Summit County to remove Greenwood Village sewage treatment plant and restore site. Completed spring 1985.
	\$55,000: Parking lots, lighting and associated landscaping at Jaite Headquarters Complex. Completed fall 1985.
	\$60,000: Pond development, repair and improvement of dams and spillways at four ponds. Completed fall 1985.
	\$35,000: Trail rehabilitation, including trailhead bulletin boards, trail signs, and two sets of stairways at Virginia Kendall (completed Fall 1985); and steps for Buckeye Trail (completed summer 1986).

## *The Development Program*

\$100,000: Trail construction.

\$200,000: Adaptive restoration of locktender's house as canal museum and visitor center. Water and sewer utility systems (completed fall 1985) and interior structural stabilization/modification (completed June 1986).

\$80,000: CVNRA entrance and directional signs to be installed periodically as coordination with local authorities is accomplished.

\$200,000: Streambank stabilization of Furnace Run and commencement of reconstruction of Everett Road Covered Bridge (completed fall 1985 and October 1986, respectively).

\$270,000: Stabilization of 21 structures at Everett Village. Architectural analysis, building ventilation, archeological survey, and installation of temporary metal roofs and gutters. (1985 to 1987).

FY 1985

\$53,000: Completion of adaptive restoration of Coonrad house as North District Ranger Station and Communications Center. Work included interior refinishing, utilities, and reconstruction of historic porch (with handicapped accessibility).

\$74,000: Combined with F. Y. 1984 funds for manufacturing and installing entrance and directional signs.

\$29,000: Additional funding to continue reconstruction of Everett Road Covered Bridge.

\$51,000: Additional funding to continue stabilization of Everett Road Covered Bridge.

\$334,000: Site restoration of Indigo Lake (Grey Quarry). Completed in summer 1986.

\$78,000: Architectural and landscape design firm contract to plan the development of the Indigo Lake Day Use Area and the Howe Farm Special Events Site.

\$63,000: Architectural and landscape design firm contract to plan the development of the Brandywine Falls Day Use Area. Work to date

## Chapter 15

includes a site analysis, program development, and preliminary design alternatives.

\$160,000: Erosion control, including site restoration and water quality monitoring and testing.

\$128,000: Old Carriage (Greenwood) Trail and bridges, A/E design.

### FY 1986

\$86,000: Historic preservation of Coonrad farm buildings and related site improvements.

\$15,000: Completion of Everett Road Covered Bridge reconstruction and site development.

\$234,000: Additional funding to continue stabilization of Everett Village buildings.

\$497,000: Erosion control, including restoration of the Cerney Tract West.

\$447,000: Additional funding to construct Old Carriage Trail and ravine crossings.

### FY 1987:

\$235,000: Funding to continue adaptive restoration of locktender's house for use as the Canal Visitor Center, including mechanical systems, plumbing, electrical, and an exhibit plan.

\$100,000: Funding to continue stabilization of Everett Village buildings and to prepare a preservation plan.

\$200,000: Erosion control, including restoration of Hillside Road (removal of tire dump and flyash pit).

\$215,000: Funding to complete Old Carriage Trail system.

\$40,000: Planning and construction of Red Lock (Snowville) Trailhead to serve Buckeye Trail, Towpath Trail, Old Carriage Trail, and the Cuyahoga River.

\$500,000: Planning and restoration of Ohio and Erie Canal towpath.

\$100,000: Funding to plan Kendall Loop and River Corridor Trails.



**Figure 30:** A ribbon-cutting ceremony for the Brandywine Falls Day Use Area came in 1990. Left to right: former Congressman John F. Seiberling, Northfield Center Trustees Chairman Marvin Sommer, Ohio State Senator Roy Ray, CVNRA Superintendent John P. Debo, Jr., Sagamore Hills Trustee Robert Speerbrecher, and CVNRA Assistant Superintendent for Planning and Development Bob Martin.

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\$40,000: Funding to plan the preservation of the Station Road Bridge and the development of the adjacent day use area.

FY 1988

\$735,000: Complete all interior finish, furnishings, and exhibitry associated with the adaptive restoration of locktender's house for use as new Canal Visitor Center

\$600,000: First phase of rehabilitating the infrastructure of the utilities (water, sewer, and electric) in the Virginia Kendall Unit.

\$200,000: Erosion control and restoration of major man-caused disturbed sites.

## **Chapter 15**

- FY 1989**
- \$600,000:** Continued construction of the water system component of the Virginia Kendall utilities project.
  - \$785,000:** Construction of Brandywine Falls Day Use Area consisting of a network of boardwalks, stairways, observation platforms, and restroom facility.
  - \$204,000:** Plugging nine abandoned oil and gas wells.
  - \$4,740,000:** Testing and disposal of hazardous materials at the west side of the Krejci Dump Site and to compensate the U.S. Environmental Protection Agency for previous emergency stabilization work.
  - \$200,000:** Erosion control including restoration of the Hines Hill Borrow, filling of hazardous cisterns and wells, and removal of deteriorated structures.
- FY 1990**
- \$4,000,000:** Initial funding for clean-up of the Krejci Dump Site and all associated hazardous waste in cooperation with the U.S. Environmental Protection Agency.
  - \$2,682,000:** Continue the engineering, design, and construction of the Ohio and Erie Canal Towpath Trail.
  - \$293,000:** Funding to complete Canal Visitor Center (locktender's house), including site development and flood prevention measures.
  - \$350,000:** Water and sewer development at the proposed Oak Hill Environmental Education Center. These funds were ultimately used for architectural and engineering design work for the entire 120-bed complex.
- FY 1991**
- \$459,000:** Rehabilitation of the Station Road Bridge, a historic iron truss bridge providing a critical trail link across the Cuyahoga River.
  - \$400,000:** Funding for removal of abandoned structures.
  - \$1,960,000:** Continued construction of the Towpath Trail, including planning, design, and fabrication of wayside exhibits to be installed along the 21 miles of trail.

### *The Development Program*

\$851,000: Complete condition assessment of the track and bridge structures along 26 miles of the historic Valley Railway and repair/replacement of the North Howard Street bridge to allow continued operation of the Cuyahoga Valley Line railroad into Akron.

\$3,207,000: Additional funding for clean-up of the Krejci Dump hazardous waste site.

\$1,508,000: Design and initial construction of the sewage systems phase of the Virginia Kendall utilities project.

\$95,000: Preparation of a historic structure report for the eventual adaptive restoration of the Boston Company Store, a historic structure associated with the Ohio and Erie Canal.

FY 1992  
(projection)

\$1,218,000: Continue Krejci Dump clean-up.

\$2,298,000: Construction of ten miles of the Towpath Trail, including access/parking trailheads, informational signage and wayside interpretive stations.

\$1,200,000: Construction of Oak Hill Environmental Education Center which will supplement \$1.1 million in capital grants from private foundations raised specifically for the project.

\$1,400,000: Construction of final phase of the Virginia Kendall utilities project, which will link the Virginia Kendall Unit to the Summit County sewer system.

\$400,000: Stabilization and rehabilitation of historic structures in the park such as numerous barns and Western Reserve-era farmhouses.

\$519,000: Completion of restoration for the 1810 Frazee house, including construction of site-related amenities.

\$300,000: Planning, design, and emergency stabilization of the Boston Company Store tentatively scheduled for use as an exhibit facility oriented to the history of the Ohio and Erie Canal.

\$1,800,000: Demolition of all Jaite Mill structures and follow-up site reclamation work.

## Chapter 15

\$300,000: Repair of Valley Railway bridges, upgrading of substandard trackage, and embankment stabilization.<sup>20</sup>

Aside from the construction of the Towpath Trail which will strengthen the importance of the valley's "federal spine," perhaps the most exciting contemporary project involves the proposed environmental education center on Oak Hill Road. In late 1989, CVNRA launched a \$1.5 million fund-raising drive to augment the initial FY 1990 \$350,000 appropriation. By early 1991, \$1.1 million in donations were pledged with large grants from the Gund, 1525, Knight, Cleveland, and GAR foundations, as well as from GenCorp.<sup>21</sup>

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20. This list was developed from park files and with the assistance of CVNRA staff.

21. Superintendent's Reports for 1989 and 1990.

# Chapter 16

## Division of Maintenance

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*The litter problem in Cuyahoga is probably greater than normal due to the extensive network of major highways and roads that go into, out of, through and over the Park.... We believe the litter problem to be complex and representative of a throw away society. Improved public awareness, more severe penalties, enforcement and returnable containers are possible solutions. We have improved litter control by installing additional litter containers with appropriate signing at heavy use areas and by keeping the park as free of litter as reasonably possible. We have found that litter, if not collected, invites additional litter.<sup>1</sup>*

Superintendent Lewis S. Albert

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### An Overview

Prior to a credible National Park Service (NPS) maintenance force at Cuyahoga Valley National Recreation Area (CVNRA), volunteers figured heavily in helping keep the valley clean. In 1975, upon the request of Cuyahoga Valley Park Federation (CVPF) Director Harvey Swack, Inland Steel Company donated barrels which were placed along Riverview and Akron-Peninsula roads for litter. Painted green, the litter barrels were emptied regularly by the Summit County Engineer's Office.<sup>2</sup>

NPS maintenance operations at CVNRA began in the spring of 1975 when "lone ranger" Bill Birdsell began mowing the grass outside the temporary headquarters building. With no land

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1. Albert to Odegaard, 13 February 1986, D50.

2. Ron Thoman, typewritten "10 years of CVNRA" prepared for Advisory Commission, 25 April 1985; and "Barrels are for Litter," *The Voice*, October 1975.

## Chapter 16

or park facilities in NPS ownership, only temporary and/or seasonal maintenance workers were hired. Chris Hastings, the first permanent maintenance worker, entered on duty in 1977 and was soon joined by others as NPS prepared to take over operations at Virginia Kendall Park on January 1, 1978. Jack Peay served as the first chief of maintenance until 1981. Obtaining a fleet of maintenance vehicles proved to be an initial stumbling block when the General Services Administration (GSA) motor pool in Cleveland proved uncooperative. Regional Chief of Contracting and Property Management Hal Garland recommended CVNRA purchase its own vehicles and operate its fleet until GSA proved it could provide satisfactory service.<sup>3</sup>

Operation of Virginia Kendall came literally overnight with immediate NPS responsibility for routine maintenance, litter cleanup, and rehabilitation activities. NPS went from mowing a few acres to maintaining 140 acres of lawn and sports fields. Because Akron Metropolitan Park District removed its property, NPS had to replace 175 picnic tables and trash receptacles. During 1978, Maintenance adapted the Happy Days Shelter to an information center, resurfaced the Ledges road, and modified buildings to accommodate NPS staff. Maintenance set up its own central facility in a former manufacturing plant site which it adapted for storage, work areas, and offices. Because the Maintenance division was preoccupied with structures, Birdsell referred to the unit as "Buildings and Utilities," an appellation which stuck until 1981.<sup>4</sup>

In the fall of 1979, workers drained Kendall Lake to clear debris and remove siltation. In February 1980, however, the dam's drain culvert failed and emptied the 13.6-acre lake overnight. Park management decided not only to repair the dam, but to dredge the lake to its original depth which required removing two to eight feet of siltation. Maintenance removed approximately 80,000 cubic yards during the year, and then contracted the removal of the remaining 40,000 cubic yards in 1981.

Carpenters were busy in 1980 rehabilitating two historic CCC pit toilet comfort stations at Kendall Lake which were so run-down as to be unusable. A private A/E firm developed specifications, but Maintenance restored the buildings at a savings of \$27,000. Two other similar structures were restored via contract for \$56,000. Five miles of cross-country ski trail were expanded and workers maintained 16 miles of other trails and constructed three bridges. Road maintenance focused on shoulder and drainage work (7 miles) and roadside cleanup (40 miles). Removable speed bumps were installed on the Ledges and Octagon access roads. Eighty-four new picnic tables were placed, while 90 were repaired along with 150 charcoal grills. The

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3. Garland trip report, 7 January 1977.

4. Typewritten "CVNRA Highlights of 1978"; and Advisory Commission meeting, 24 August 1978. Fencing the Virginia Kendall maintenance area became necessary when tires on NPS vehicles began getting slashed.

biggest project, however, was the Happy Days Visitor Center which received insulated walls, restrooms, paint, wiring, and a resurfaced parking lot.<sup>5</sup>

In late 1980, CVNRA appealed to the Midwest Regional Office with an emergency request for signing. The park sign committee began drafting a sign plan in December 1978, but the sporadic acquisition program, large number of retentions, and scattered privately-held areas impeded that effort. Two years later, CVNRA faced a severe safety problem because of lack of proper signs which caused an increasing number of visitor complaints and congressional inquiries. MWRO granted the emergency request and key traffic directional signs were installed in 1981. The park's first sign plan was not drafted until December 1983, with Albert declaring, "It is my belief that the signs, once installed, will go farther than any single element in this park as far as providing a unifying visitor experience of the highest standard." Seven CVNRA entrance signs were designed by the park sign committee and TAPS as part of a comprehensive sign plan. Installed in 1986 along the principal roadways, the stone-based, heavy-timber signs mimicked the CCC-era entrance signs at Virginia Kendall.<sup>6</sup>

Following a two-year effort, MWRO Public Health Service Consultant Bert Mitchell identified the park's water-related health and safety hazards, including wastewater systems. Mitchell worked with the Maintenance utilities crew to correct problem areas, and by 1982, the situation was "vastly improved." At Virginia Kendall, water pumps and control wiring were rehabilitated while cisterns and septic systems were replaced. Maintenance crews removed the exterior walls of Kendall Lake Shelter in order to install insulation. The building was wired for lighting and heat, and carpenters fashioned new windows and doors. Workers eliminated the problem of trees limbs knocking out power to the water system when they buried the high-voltage electric transmission line. The in-house project cost \$40,000.

Soon after Superintendent Lewis S. Albert's arrival, Maintenance Chief Jack Peay transferred and Dennis Hill took his place. Rehabilitation of the Jaite Company Town as the park's headquarters complex was perhaps the division's most formidable, yet highly successful, task during that decade. In 1982, maintenance renovated building interiors, and replaced or upgraded utility systems. When the FTE crunch hit and tasks had to be contracted, maintenance oversaw the contracts and provided assistance in wrapping up the project. The historic preservation crew, a remarkable entity for any NPS unit, also accomplished the exterior stabilization of the locktender's house as well as restoration work at the George Stanford house and the Everett General Store and Schoolhouse.

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5. Superintendent's Report for 1980; and "Facilities are Upgraded at Virginia Kendall Park," September 1980, and "Kendall Park Renovations Extensive and Expensive," January 1980, both in *The Voice*.

6. Quote found in Lew Albert to Jimmie L. Dunning, 15 November 1983, D66; Acting Superintendent Einar Johnson to Dunning, 15 December 1980, S82; Superintendent's Report for 1981; Albert to Dunning, 19 December 1983, D66; and Superintendent's Report for 1986.

## Chapter 16

Energy retrofit was a primary concern in 1982 with \$31,000 made available by MWRO as well as additional FTE to obligate and complete projects ranging from roof insulation to storm windows to a wood-burning stove at Happy Days. The roads, trails, and grounds crew rehabilitated two miles of the Boston Run cross-country hiking and ski trail, constructed a ten-car lot at the Major Road staff dormitory, improved the central storage area road, and upgraded 98,000 square feet of parking lots and two miles of associated roadways. Throughout this maddening flurry of activity, routine maintenance continued on more than 30 NPS buildings.<sup>7</sup>

Tight personnel ceilings and cutbacks saw Maintenance reorganize in 1983, and the historic preservation function merged with the buildings and utilities unit. Nine FTEs were converted to permanent full-time. Division headquarters moved when NPS abandoned the unsightly central maintenance facility on Riverview and Boston Mills roads in favor of the complex formerly occupied by the Young Adult Conservation Corps (YACC; see following section). It proved to be more modern and could be operated more energy-efficiently. Another 1983 initiative brought about by the Emergency Jobs Act saw the division overseeing a \$109,000 program to remove and restore former commercial and residential sites. Eleven structures were sold and the sites restored. On 35 other tracts, structures were demolished and access roads removed.

Nineteen eighty-three also saw workers clearing growth from spillways, removing debris, and installing signs at four fishing ponds adapted for visitor use. Similarly, at the Oak Hill Day Use Area traffic control and informational signs were installed along with an entrance gate, a split-rail fence, trail improvements, and grounds work on a six-acre playfield and picnic area. Trails through the area were widened and signed. Other special projects accomplished during 1983 included: rehabilitation of four CCC pit toilets; exterior rehabilitation of the Wallace house; stabilization of the George Stanford barn; replacement of the Octagon Shelter and Coonrad house roofs; emergency stabilization of the Hunt house; additional locktender's house basement stabilization and drainage improvements; and a contracted sewage disposal system at Jaite.<sup>8</sup>

In the early 1980s, all executive branch bureaus were urged to follow the Office of Management and Budget's Circular A-76 which mandated agencies to evaluate the federal performance of activities which might better be handled by private commercial interests. In 1984, CVNRA received a reprieve on evaluating its entire maintenance function during the year, but A-76 studies were submitted for roads, trails, grounds maintenance, litter collection, and motor vehicle maintenance. The A-76 scare promoted increased employee dissatisfaction and

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7. Superintendent's Report for 1982.

8. Superintendent's Report for 1983.

## *Maintenance*

encouraged most of the division to embrace the new labor union. With the aid of John Seiberling, legislation passed Congress to protect NPS from the ravages of A-76. At CVNRA, traditional park maintenance functions largely remained within the realm of NPS.<sup>9</sup>

By 1985, the building removal and demolition program included almost 500 structures at a cost of one million dollars. The division completed a basement rehabilitation and an exterior painting project after two contractors defaulted, and seven construction and five service contracts were supervised and inspected. The year also saw one of the largest employment totals with 27 permanents, 34 seasonals, and 20 youth employment camp enrollees.<sup>10</sup>

A 1986 report on litter showed CVNRA annually expended two FTE's and \$36,662 to collect and dispose of litter. This was in addition to established litter collection points with containers or dumpsters. Fortunately, NPS receives assistance from the Sierra Club and scouting troops to help with litter clean-up on several weekends each year with efforts focused on off-road and small dumping sites.<sup>11</sup>

The division handled the rehabilitation of the Coonrad house in 1986 for the North District Ranger Station and Communications Center. Crews also undertook a renovation of the Kendall Lake Trail as well as installing lights in the dock area.<sup>12</sup>

Following site restoration and land reclamation in a former quarry site, Indigo Lake opened to public fishing in 1987. In response to the 1987 operations evaluation report (OER) which praised Maintenance operations, Assistant Superintendent Bob Martin looked into why no women were in the division's workforce. In reviewing the previous year's certificates of eligible candidates to fill vacancies, Martin found no female applicants to consider. He informed Superintendent Albert, "The problem of getting women into the Maintenance workforce is further compounded by veteran preference requirements. To be reached, a female applicant would also have to be a 5- or 10-point veteran which probably limits the recruitment field. Nevertheless, we will do our best to recruit eligible women and give strong consideration to any resulting applicants."<sup>13</sup>

In 1989, the Great Hall of Happy Days Visitor Center received a \$100,000 facelift with a new stage, projection system with enlarged screen, sound system, and draperies to enhance

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9. Superintendent's Report for 1984 and 1985; and Albert to Deputy Regional Director Randy Pope, telephone call, 8 February 1984, D18.

10. Superintendent's Report for 1985; and Ron Thoman report to CVNRA Advisory Commission, 25 April 1985.

11. Albert to Odegaard, 13 February 1986, D50.

12. Superintendent's Report for 1986.

13. Quote found in Martin to Albert, 29 October 1987, A54; and Superintendent's Report for 1987.

## **Chapter 16**

sound and light conditions. Virginia Kendall also received new water lines. At Ledges, two pit toilets were rehabilitated with a flush system replacing chemicals. Landscaping around the central maintenance area included new catch basins, underground drains, and newly-paved parking areas.

The Maintenance Management System (MMS) began to be implemented in 1989 and 1990 with assistance from Midwest Regional Office Maintenance professionals. MMS helped reveal a mushrooming backlog of deferred maintenance needs with more than 69 structures, ten miles of roads, 200 acres of grounds, 47 miles of trails, 16,000 feet of fencing, 1,900 signs and traffic control devices, and 12 dams requiring maintenance. Superintendent Debo reported in 1990 that current funding levels were inadequate to provide routine maintenance on existing facilities. The MMS deferred maintenance projection put the 1990 shortfall at more than \$455,000. With more big-dollar CVNRA developments planned and continuing acquisition of private property, funding increases are needed to offset a further decline in NPS routine and cyclic maintenance standards.

In 1991, CVNRA changed maintenance chiefs selecting Lee B. Jameson, facility manager at Isle Royale National Park with a historic preservation background to replace the retiring Dennis Hill.<sup>14</sup>

### **Youth Employment Programs**

In May 1978, CVNRA initiated the first Young Adult Conservation Corps (YACC) program in Ohio as a satellite of the YACC base camp at Indiana Dunes National Lakeshore. Working through the Ohio Job Service, NPS recruited 12 individuals, ages 16 through 23, to help in every area of CVNRA operations, but the primary focus centered on maintenance. While the program provided "invaluable assistance" to CVNRA in times of tight personnel ceilings, it also helped participants learn worthwhile job skills as well as acquire positive work habits. Eighteen additional YACC enrollees entered on duty on August 28, 1978, and assisted maintenance crews with routine functions such as mowing, litter pick-up, landscaping, hazardous tree removal, and general site clean-up.

Special YACC projects during 1978 included reconstructing the Virginia Kendall toboggan chutes, replacing warming shelters in the winter sports area, renovating the new Central Maintenance Area, constructing gates and fencing, building picnic tables, staining shelter buildings, erecting signs, improving water systems, and stabilizing and painting the locktender's

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14. Superintendent's Reports for 1989 and 1990.

## Maintenance

house. A \$400,000 contract to rehabilitate the former Brecksville asphalt plant for YACC headquarters was let in the fall of 1978 and was completed the following spring.<sup>15</sup>

In 1980, YACC accomplished much. Projects ranged from a loading platform and trail for the Cuyahoga Valley Line to a 75-foot bridge at Blue Hen Falls to landscaping YACC headquarter's grounds. Substantial projects included constructing a 104- by 40-foot pole building and a carpentry shop, installing 1,100 barrier posts at Kendall Hills parking areas, and diverting stream channels at Kendall Lake prior to dredging and clearing brush. By 1981, more than 300 young adults were employed at CVNRA. Lew Albert praised YACC's contribution to NPS's mission:

*The YACC program's role in park development and regular maintenance has had a very positive and visual impact on the physical development of the CVNRA. A close association with the Maintenance Division has allowed the involvement in and completion of many projects which would not have been possible without the support of YACC. Areas of concentration of the past year have been: site rehabilitation, recreational facility development, resource protection, historical renovation, building improvement, clerical support and general maintenance. YACC has the potential for greater involvement in these areas and others which, in the end, will benefit the overall image and services of the CVNRA.*<sup>16</sup>

Another youth employment program operated at CVNRA during the summer of 1980. In cooperation with the Student Conservation Association (SCA), NPS Director William Whalen suggested CVNRA host an SCA camp composed of minority and disadvantaged high school-aged juveniles. The two-week temporary tent camp was located in a remote area, but within easy walking distance from the project area where enrollees built a trail, rail fences, a bridge, and performed general site clean-up. The SCA project was a single-season operation.<sup>17</sup>

When funding for the YACC program terminated after 1982, Lew Albert lamented that "disbanding will have a great effect..." as YACC "assists with almost everything."<sup>18</sup> In response to the proposed cutback, Congressman John Seiberling introduced legislation in 1981 to create an American Conservation Corps, modeled after the Civilian Conservation Corps (CCC) of the

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15. "NPS Announces YACC Recruitment," NPS press release, no date [circa 1978], A98; typewritten list, "CVNRA Highlights of 1978"; and Ron Cockrell, *A Signature of Time and Eternity: The Administrative History of Indiana Dunes National Lakeshore, Indiana* (Omaha: NPS, MWRO, 1988), 221 and 229.

16. Superintendent's Report for 1980.

17. Birdsell to Dunning, 10 January 1980, A98; and Acting Superintendent Peterson to Major Charles Santose, letter, 1 August 1980, A9819.

18. Superintendent's Report for 1981.

## Chapter 16

1930s. The bill received favorable consideration, but was pocket-vetoed by President Ronald Reagan in 1984. Reintroduced by Seiberling, it received the endorsement of NPS Director William Penn Mott, but nonetheless failed to clear Congress and expired with Seiberling's retirement.<sup>19</sup>

Fortunately for CVNRA and other NPS units which had come to depend on youth employment programs for basic park maintenance, a non-residential program called Youth Conservation Corps (YCC) began in 1983. The "highly successful" YCC enrollees undertook reroofing and painting the Wallace house; rehabilitating a CCC pit toilet and Jaite railroad buildings and privy; litter control along roads and grounds; and painting barrier posts, picnic tables, and trash containers.<sup>20</sup> Twenty enrollees performed trail work and small dams maintenance in 1984. The number remained constant through 1986 when maintenance supervised enrollees working on the Forest Point, Towpath, and Buckeye trails.<sup>21</sup>

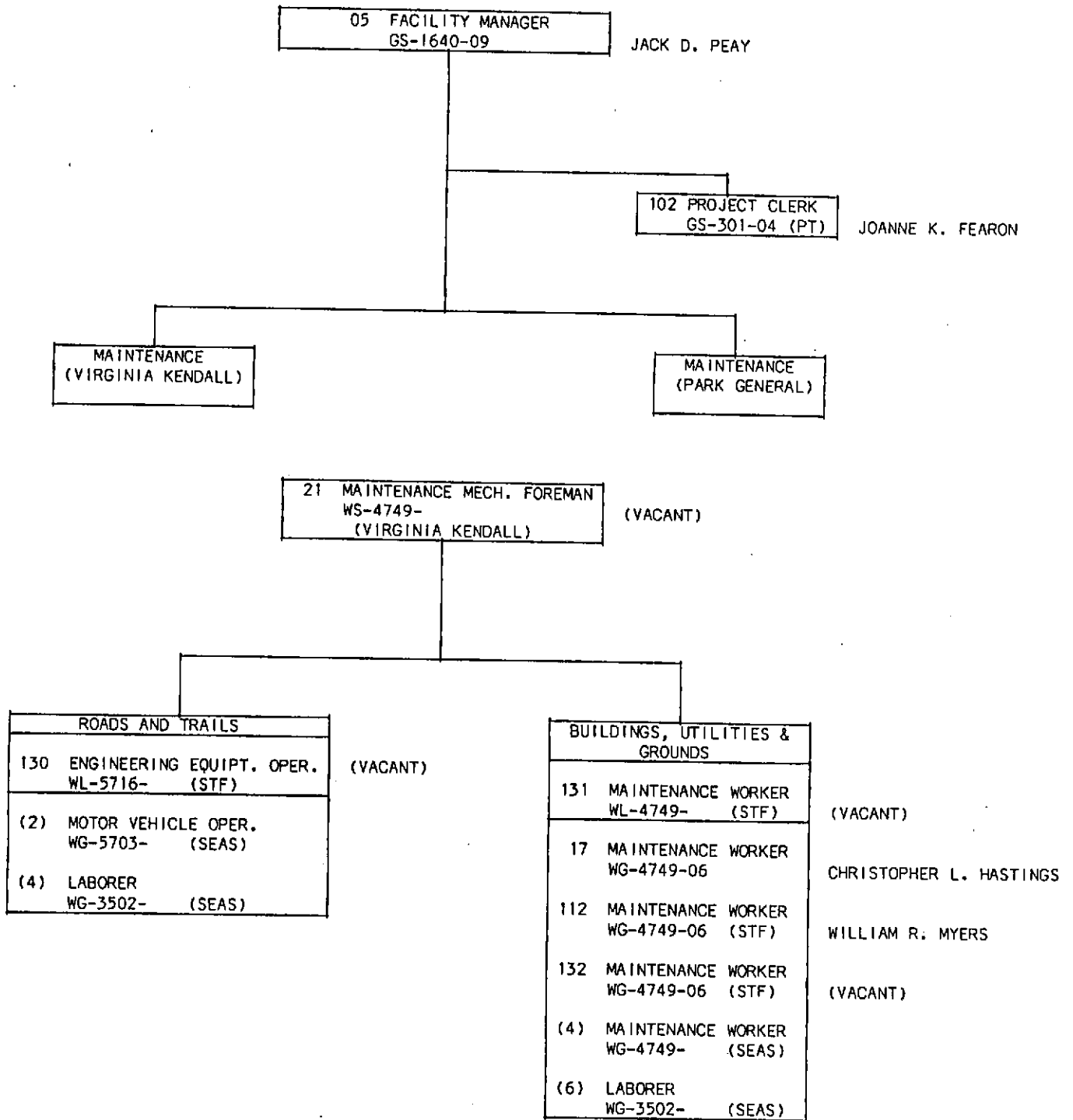
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19. "Seiberling Youth Job Bill Backed at Hearing," 8 November 1981, "Seiberling to Fight for Parks," 5 February 1985, and "Park Service Chief Lends Support for Youth Corps," 7 November 1985, all in *Akron Beacon Journal*.

20. Superintendent's Report for 1983.

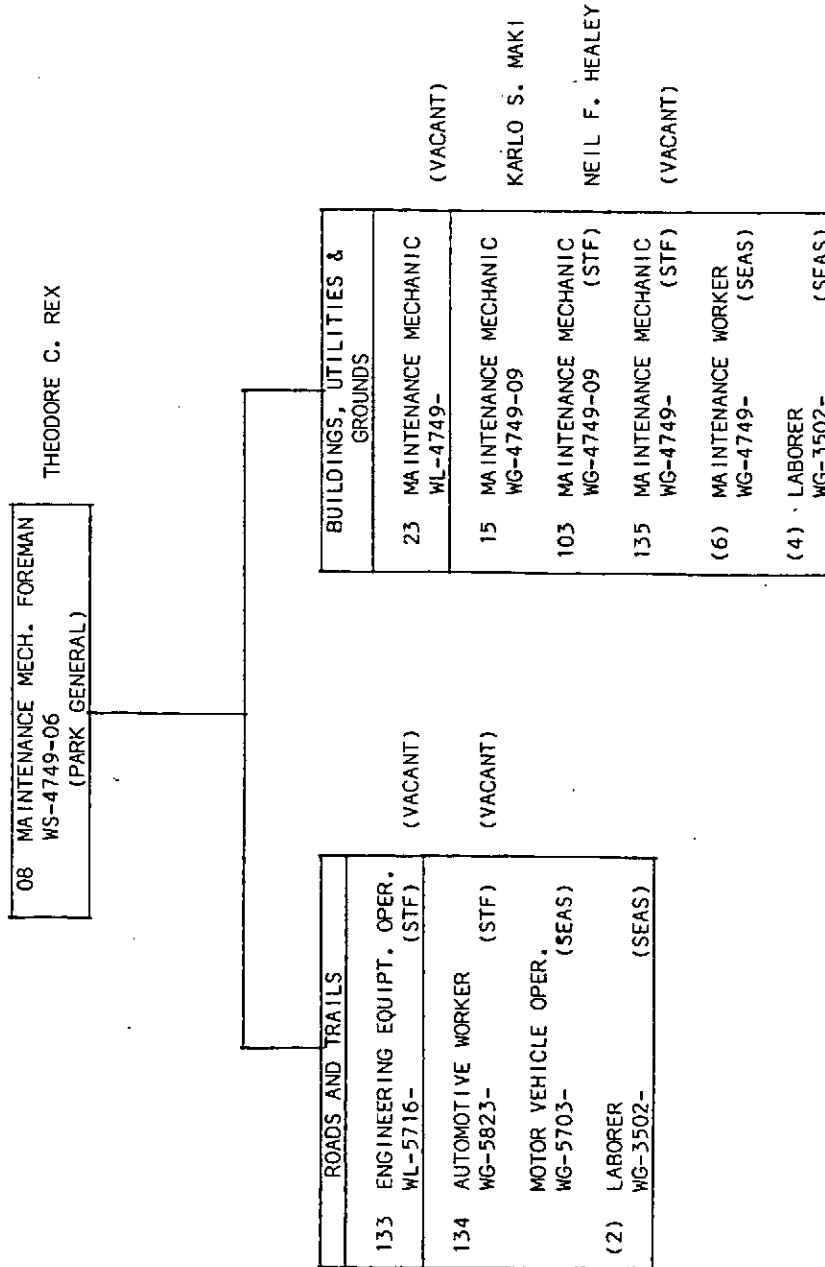
21. Superintendent's Reports for 1984, 1985, and 1986.

ORGANIZATION CHART  
MAINTENANCE



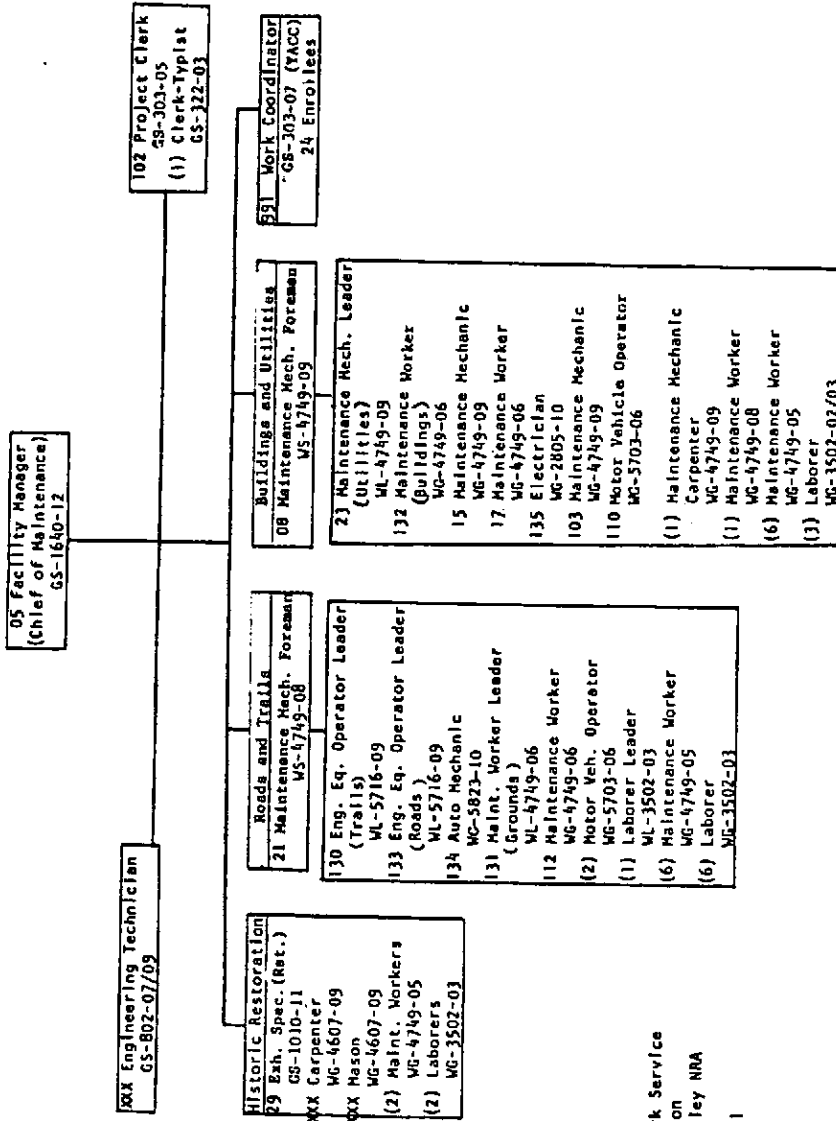
**Figure 31: Division of Maintenance organization chart, 1979**

ORGANIZATION CHART  
MAINTENANCE



[Continued] Figure 31

MAINTENANCE DIVISION



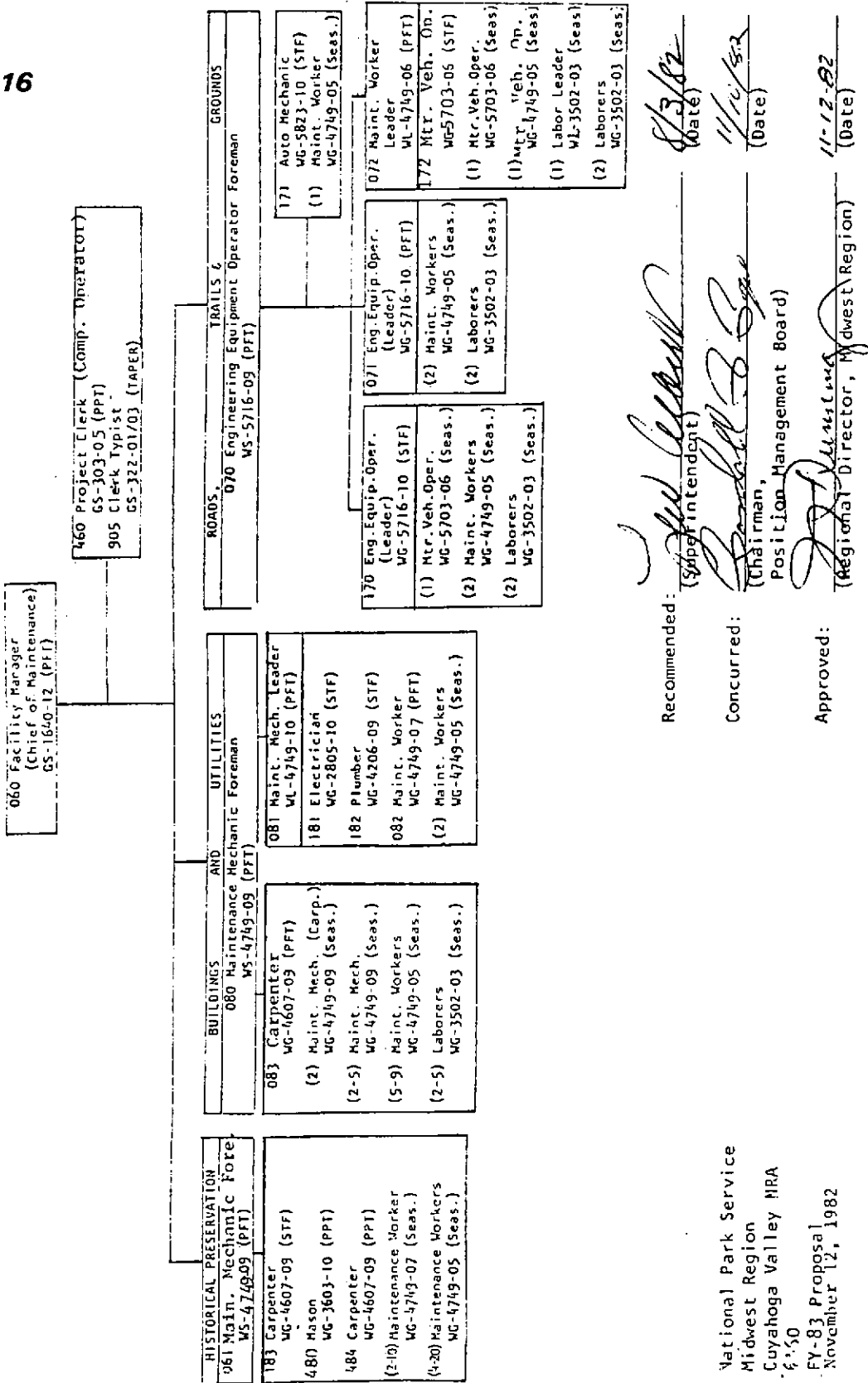
National Park Service  
Midwest Region  
Cuyahoga Valley NRA  
6160  
January, 1981

Recommended: *[Signature]* Date: 1/13/81  
 Concurred: *[Signature]* Date: 2/6/81  
 Approved: *[Signature]* Date: 2-6-81  
 (Superintendent)  
 (Chairman, Performance Review and  
 Position Management Board)  
 (Regional Director, Midwest Region)

Figure 32: Division of Maintenance organization chart, 1981

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MAINTENANCE DIVISION  
PROPOSED ORGANIZATIONAL CHART



Recommended: *[Signature]* 8/3/82  
(Superintendent) (Date)

Concurred: *[Signature]* 11/10/82  
(Chairman, Position Management Board) (Date)

Approved: *[Signature]* 11-12-82  
(Regional Director, Midwest Region) (Date)

National Park Service  
Midwest Region  
Cuyahoga Valley NRA  
6150  
FY-83 Proposal  
November 12, 1982

Figure 33: Division of Maintenance organization chart, 1982

MAINTENANCE DIVISION  
ORGANIZATIONAL CHART

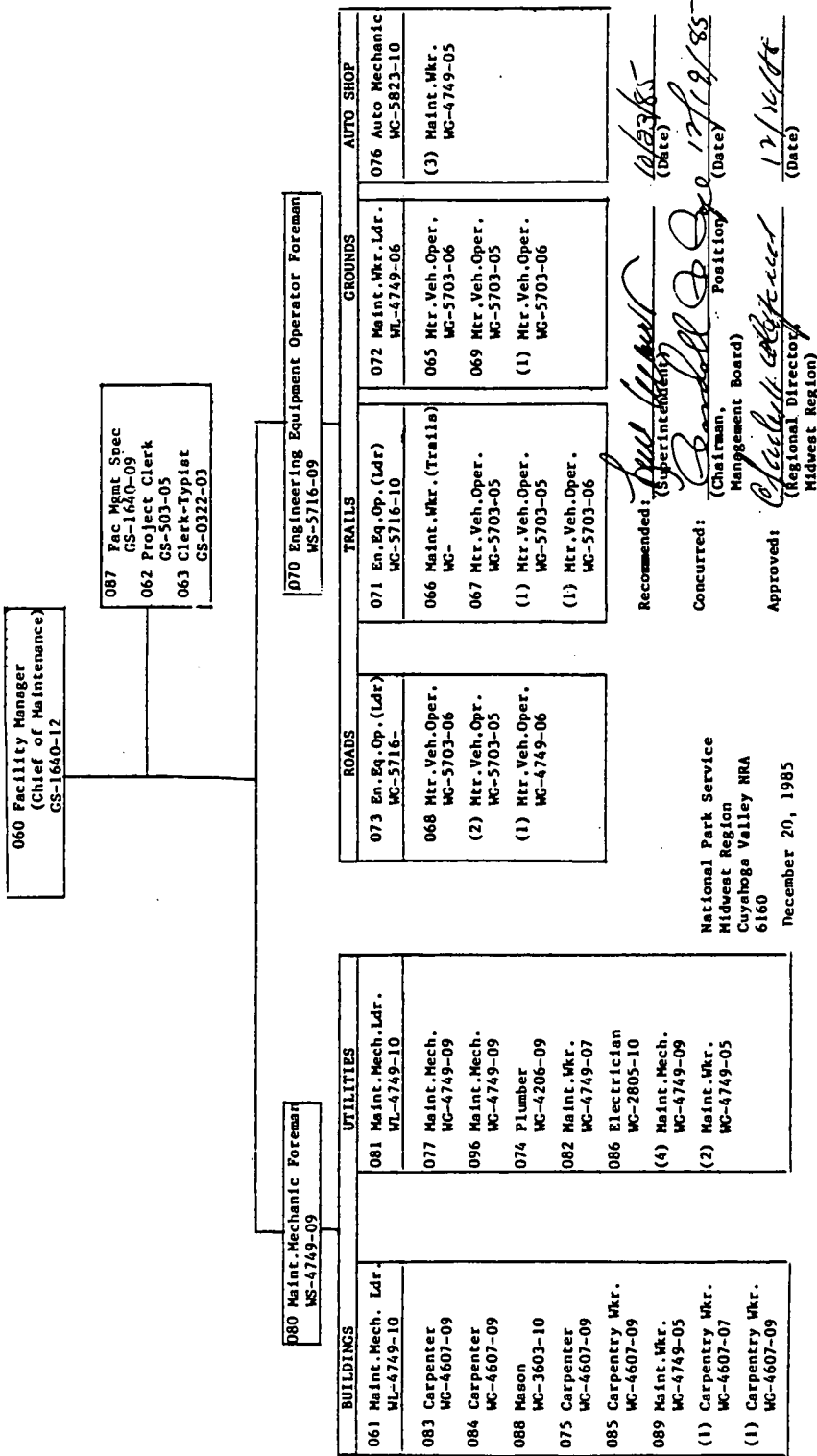


Figure 34: Division of Maintenance organization chart, 1985

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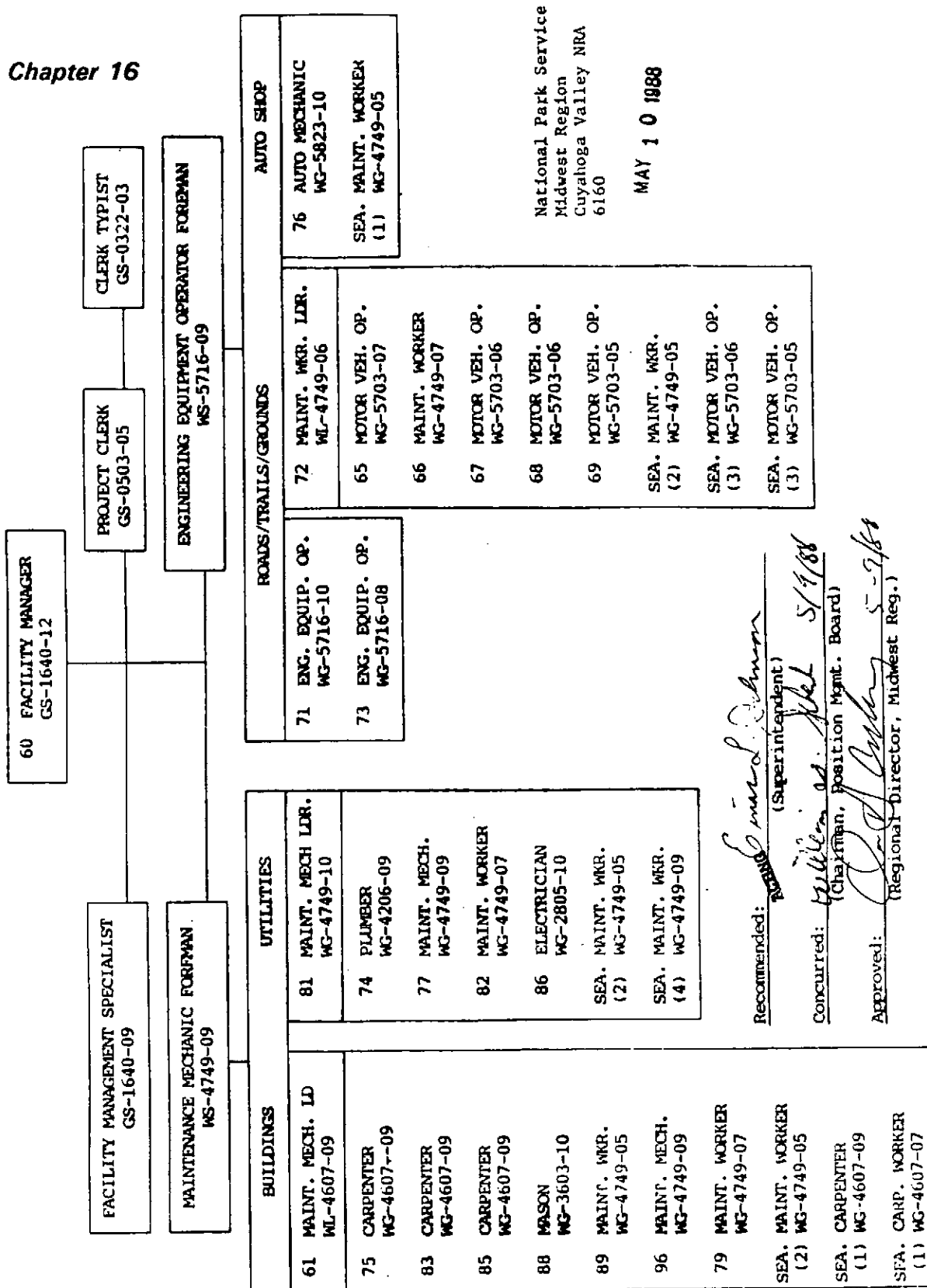
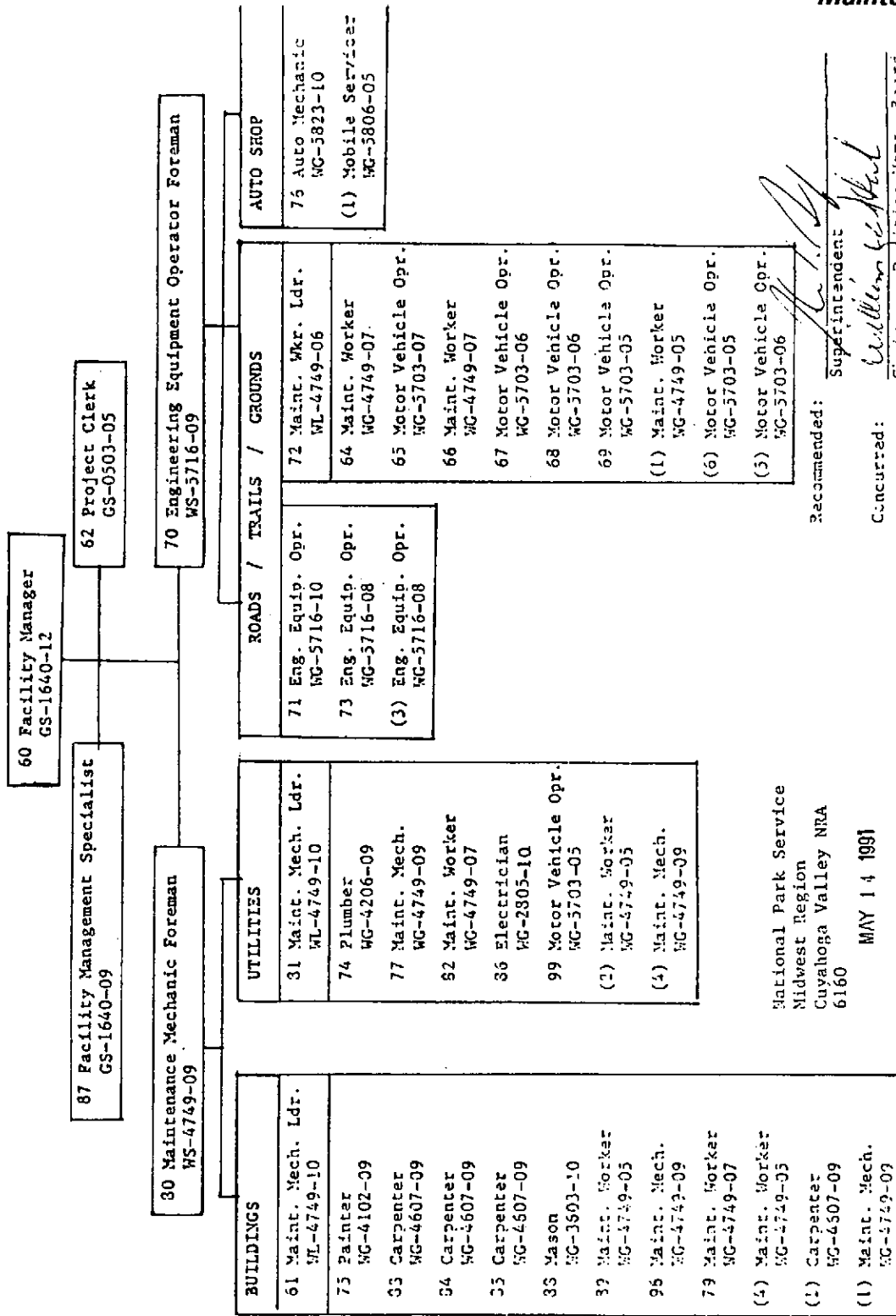


Figure 35: Division of Maintenance organization chart, 1988

MAINTENANCE DIVISION  
ORGANIZATIONAL CHART



**Maintenance**

Recommended: *[Signature]*  
Supintendent

Concurred: *[Signature]*  
Chairman, Position Mgmt. Bd.

National Park Service  
Midwest Region  
Cuyahoga Valley NRA  
6160

MAY 14 1991

Figure 36: Division of Maintenance organization chart, 1991

**Chapter 16**

# Chapter 17

## Division of Technical Assistance and Professional Services

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*I was lucky to manage a division of outstanding, committed, talented people who accomplished much in little time. We prided ourselves on quality, expeditiousness, and creativity. Doggedness and patience are the principal virtues needed to see the dream of Cuyahoga come alive. After the first year there, I estimated it would take 20 people to do all the work TAPS was assigned. And once the park was developed and up to speed, the division could be abolished. Who knows when that day will come?*<sup>1</sup>

Steven Elkinton, first chief of TAPS

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### An Overview

Cultural resources management (CRM) at Cuyahoga Valley National Recreation Area (CVNRA) is predicated on the preservation and/or restoration of its historic and prehistoric features. There are more than 223 known archeological sites, 189 of which are prehistoric covering the Paleo-Indian period through the Late Woodland culture. CVNRA has more than 250 historic structures, 26 canal structures, and four bridges. Nine-hundred-fifty-two acres of significant cultural landscapes, scenes, and cultural sites also grace the valley. Eighty-six properties are listed in the National Register of Historic Places (NRHP) with many more eligible for listing. In total, CVNRA cultural resources reflect human activity spanning more than 10,000 years.

CRM activities at CVNRA began following establishment in 1975. During the Birdsell era (1975-1980) CRM programmatic authorities were blurred with varied responsibilities performed by the Division of Interpretation and Resource Management (I & RM, 1975-1977),

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1. Steven Elkinton letter to author, 20 September 1989.

## Chapter 17

Division of Resource Management and Visitor Protection (RM & VP, 1977-1981), and Division of Interpretation and Visitor Services (I & VS, 1977-1981). It was not until the 1981 reorganization under Superintendent Lew Albert that CRM found a permanent, centralized home in the newly-formed Division of Technical Assistance and Professional Services (TAPS).

While park management was sensitive to the need to preserve cultural resources, the first CRM specialist to enter on duty, Historian Chester V. Hamilton, did not arrive until 1977. In the interim, to fulfill the requirements of Executive Order 11593, the Midwest Regional Office (MWRO) contracted with the Ohio Historical Society (OHS) to perform an inventory for the List of Classified Structures (LCS), an index of historic structures which also indicated National Register eligibility as well as preservation recommendations. OHS subcontracted the cultural survey to Carol Poh Miller. After evaluating hundreds of structures, Miller's survey saw 154 entered on the LCS leaving CVNRA with a quarter of all historic structures in the Midwest Region.<sup>2</sup>

While the ambitious one-year Miller survey provided a good database on the valley's historic structures, it soon became apparent that Miller not only missed some structures, but some were entered on the LCS which CRM specialists in Omaha believed should not have been. An assessment by Midwest Regional Historian F. A. Ketterson, Jr., and Regional Historical Architect Randall J. Biallas revealed that most of CVNRA's historic structures were in sad shape. The Frazee house, Virginia Kendall CCC structures, and the locktender's house required immediate stabilization measures. Ketterson and Biallas noted the only CRM documentation available was the LCS and called on CVNRA to prepare 10-238s to program for a historic resource study and historical base map, the cultural component of a resources management plan, and historic structure reports. Without a firm CRM database, meaningful historic preservation planning was impossible.<sup>3</sup>

In an effort to complete the LCS, MWRO added 28 more historic structures in 1978 (for a total of 182) and began evaluating potential uses for the buildings in accordance with the general management plan. The number and overall deteriorated condition of most of the structures presented a serious management dilemma. While they collectively presented a significant scenic and cultural setting, NPS could not possibly undertake the cost-prohibitive stabilization of them all or even hope to have the staff to maintain them. MWRO staff worked

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2. Regional Director Dave Beal to Dr. Thomas H. Smith, Ohio Historical Society, letter, 17 June 1975, H30. OHS was authorized to survey properties immediately adjacent to CVNRA in the event of future boundary adjustments.

3. Historical architects David Arbogast and Thomas Busch to chief, planning and development, 9 September 1976, H30; and Ketterson and Biallas, to Associate Regional Director, Planning and Resource Preservation, John Kawamoto, 11 January 1978, H42. The Frazee house became the first CVNRA structure to be stabilized and partially restored to NPS standards because of financial help from the Trust for Public Land, Ohio Conservation Foundation, and the George Gund Foundation.

## *Technical Assistance/Professional Services*

with Historian Chet Hamilton to prepare reports of survey on those structures for which no use could be identified, targeted buildings for management use (including park quarters), and focused on which Everett Village buildings should be retained for a proposed cultural center.<sup>4</sup>

At a meeting in his home in late 1978, Congressman John Seiberling expressed his concern about the number of deteriorating historic structures. Seiberling found a vocal ally in Robert Hunker, a historical architect in Peninsula, who advocated that NPS-acquired historic properties should either be sold (with restrictive covenants) or rented to individuals who would restore them. NPS required legal authority to engage in a historic leasing program. Intrigued by the idea, Seiberling agreed to investigate a legislative remedy to the dilemma. The effort ultimately resulted in a 1980 amendment to the National Historic Preservation Act (NHPA) of 1966 in which National Register properties could be leased from NPS.<sup>5</sup>

In late 1978, Historian Chet Hamilton succeeded in securing a matching grant from the National Trust for Historic Preservation to fund an oral history project and a report on the Civilian Conservation Corps in the Cuyahoga Valley. Student Historian Susan Garland performed the project so admirably that CVNRA retained her as a temporary employee for several years.<sup>6</sup>

I & VS Chief Ron Thoman oversaw the fledgling CRM program beginning in 1979. Chet Hamilton continued working with MWRO to identify additional historic structures. Seventy more were added in 1980. The year also saw 150 archeological sites added to the Cultural Sites Inventory (CSI) and two historic structure reports initiated by the Denver Service Center (DSC) on the Ohio and Erie Canal (the architectural data section was dropped because of inadequate funding) and the locktender's house. DSC Historian Nick Scrattish also began research on the historic resource study. NPS cooperative efforts with the University of Akron and Hiram College brought about some historic preservation assistance. Hiram architecture students helped perform research and minor stabilization on one Everett Village house.<sup>7</sup>

In 1981, Superintendent Albert created an organizational entity similar to the one he established at Lowell. The Division of Technical Assistance and Professional Services (TAPS) was composed of the professions of historic architecture, planning, engineering, landscape

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4. Hamilton to Administrative Officer, 18 July 1978, H30; and typewritten list of CVNRA highlights for 1978.

5. Ketterson to Kawamoto, 22 December 1978, H30; and Hamilton to Birdsell, 26 December 1978, H42. Present at the December 20 meeting were Seiberling, Birdsell, Ketterson, Biallas, Hunker, Hamilton, and Betsy Cuthbertson and Loretta Neumann, congressional liaison personnel.

6. Ron Thoman interview, 26 May 1989; and Ketterson to Kawamoto, 22 December 1978, H30.

7. Ron Thoman report to CVNRA Advisory Commission, 25 April 1985; and Superintendent's Report for 1980.

## Chapter 17

architecture, and history to provide substantial planning and development assistance. According to Albert:

*I found [TAPS] worked so well. There was real value in having professionals on staff, not people flying in from Denver for three days, but people, at least in a new developing park, who could do design work, who could do landscape architecture, who could do those things for you on the small-scale projects.... In both those parks, I felt I needed that kind of professional support right there, preferably working for me and not for someone else. Those people were outstanding folks. They really worked terribly hard. They were a very capable bunch and, frankly, I don't know how the hell they did all the stuff they did.<sup>8</sup>*

The first chief of TAPS was Supervisory Landscape Architect Steven Elkinton (1981-1985), followed by Supervisory Historical Architect Edward Adelman (1985-1989) and Supervisory Landscape Architect David Humphrey (1989- ). Elkinton's staff included NEPA and Section 106 Compliance Officer Rodney Royce (who subsequently was shifted back to Resource Management and Visitor Protection), Historian Hamilton, Historical Architect Adelman, Architectural Technician Norma Stefanik, and Clerk-Typist Linda Prange. Adelman's staff included Landscape Architect Humphrey, Historical Architect Paulette Oswick, Architectural Technician Norma Stefanik, Civil Engineer Rob Bobel, Secretary Karen Parsons, and the historian position lapsed upon Hamilton's retirement. Humphrey's staff included the same as the aforementioned except Stefanik, but also saw the addition of a term appointment landscape architecture technician, with a term appointment historian recruited in late 1991.<sup>9</sup>

The purpose of TAPS was to provide local professional planning and design capability to implement the general management plan as well as oversee CRM. By the end of its first year, TAPS demonstrated the general management plan was based on flawed assumptions and failed to address principal issues and development areas. Elkinton found the value of the 1978 GMP had diminished:

*Its policies and suggestions for generic actions and further study were valid, but the suggestions for specific projects had been based on a distorted assumption: that the existing metropark areas were (by definition) the most suitable areas for recreational development. Some had actually become local parks through the accident of donation. At the same time, large recently acquired federal areas such as Oak Hill offered large-scale opportunities for trails and other types of*

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8. Lewis S. Albert interview, 13 July 1989.

9. Steven Elkinton letter to author, 20 September 1989; Ed Adelman letter to author, 13 September 1989; and Albert to Odegaard, 25 November 1985, P32.

## **Technical Assistance/Professional Services**

*recreation that the metroparks could hardly match--but were unaccounted for in the GMP. In addition, it made no mention of several critical issues: historic structure preservation, cultural landscape management, different types of trails for different types of users, and large scale special-events areas. Therefore we used it for policy guidance, but rethought the actual elements.*<sup>10</sup>

With Albert's blessing, TAPS moved beyond the GMP and began developing systems or action plans for trails, signs, building use, transportation, and others. These plans took the overly general prescription contained in the GMP and provided the degree of specificity park management required to make informed decisions. TAPS also compiled a five-volume CRM inventory documenting sites and structures and produced base maps on soil limitation, utilities, watersheds, ownerships, political units, oil and gas wells, erosion potentials, and topography.<sup>11</sup> It made sense for TAPS to plan, design, and supervise projects deemed too small for the Denver Service Center or a private architectural and engineering firm. The division could respond in a timely way to planning requirements and design reviews requested by the Midwest Regional Office. The small-scale phased rehabilitation projects funded by one-year money under James Watt's Park Restoration and Improvement Program naturally lent themselves to being performed in-house. With this impetus, TAPS quickly evolved from an "advisory, operational unit to a pro-active planning and development function."<sup>12</sup>

## **Cultural Resources Management: Archeology**

That the Cuyahoga Valley is rich in archeological resources is a well-documented fact. The valley's archeological resources represent all periods of northern Ohio's prehistory which begins at least 12,000 B.C. and ends A.D. 1620. Modern archeology in the Cuyahoga Valley began in 1848 when Squier and Davis reported on Ohio's prehistoric mounds, village sites, and earthen fortifications, and the Smithsonian Institution published their findings in 1852. Following up on these early discoveries, in 1869, Col. Charles Whittlesey and Cleveland's Western Reserve Historical and Archaeological Society conducted a more extensive survey of the region and noted that the Cuyahoga Valley featured several fortified village sites adjacent to the river. This sequence of investigations is now referred to as the Whittlesey Focus or Tradition.

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10. Steven Elkinton letter to author, 20 September 1989.

11. Ron Thoman report to CVNRA Advisory Commission, 25 April 1985; and Superintendent's Reports for 1980, 1981, and 1982.

12. Edward Adelman letter to author, 13 September 1989.

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By 1900, many of the sites had eroded, ditches were filled, and palisades were missing. In their place, modern agricultural operations flourished on the fertile valley floor. Nonetheless, not all of the valley's sites were destroyed. In 1911, Ohio State Museum Archeologist W. C. Mills evaluated some remaining mounds and village sites. A local archeologist in 1930 reported other previously unknown sites which Emerson F. Greenman of the Ohio Archaeological Society subsequently confirmed.

Dr. David S. Brose, affiliated with the Cleveland Museum of Natural History (CMNH) and Case Western Reserve University's department of anthropology, has conducted contemporary valley surveys. After Brose investigated Everett Knoll (a late Hopewellian site of A.D. 300) near Everett Village and the South Park site (with three occupations spanning A.D. 1000 to 1640), he established himself as a leading authority on Cuyahoga Valley archeology.<sup>13</sup>

It was Brose who directed the field reconnaissance for phase one of the Cuyahoga Valley Interceptor Sewer project in 1975. Brose also volunteered to assist the Ohio Department of Natural Resources (ODNR)-contracted study by Mosure-Fok & Syrakis in evaluating the proposed park's archeological resources. Brose identified more than one hundred sites and noted that only a small number had ever received extensive professional excavation and analysis. Large areas remained which required systematic survey. Brose offered what he believed was a conservative estimate: less than 20 to 25 percent of the Cuyahoga Valley's prehistoric sites had been identified. A considerable amount of research, survey, fieldwork, and analysis was needed to pinpoint, evaluate, and protect the subsurface cultural resources.<sup>14</sup>

The Cuyahoga Valley Park Federation's (CVPF) concern that significant archeological resources were omitted from CVNRA's boundaries yielded a summer 1975 Brose survey of the lower Tinkers Creek valley. When Brose discovered at least 16 previously unknown prehistoric sites adjacent to the park (which led to a boundary expansion, see Chapter 7), the CVPF lobbied NPS to conduct a thorough survey of CVNRA. In 1979, NPS's Midwest Archeological Center (MWAC) in Lincoln, Nebraska, issued just such a call for proposals to develop a predictive model for CVNRA and David Brose of CMNH won the contract. Brose's report came in 1981 and included a computer-generated probability map which used soil types, horizon, drainage, and

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13. Harry Pfanz, *The Cuyahoga Valley Between Akron and Cleveland* (n.p.: NPS, n.d.), 4; Nick Scratish, *Historic Resource Study: CVNRA* (Denver, DSC, NPS, September 1985), 7; Brose, "The Everett Knoll: A Late Hopewellian Site in Northeastern Ohio," *The Ohio Journal of Science* (January 1974); and Brose, "A Preliminary Analysis of Recent Excavations at the South Park Site, Cuyahoga County, Ohio," journal unknown (1973), NPS Midwest Archeological Center (MWAC) archives, Lincoln, Nebraska. Much of this section comes from MWAC archives.

14. Brose, *The Archaeological Survey of the Cuyahoga Valley Interceptor Project* (Cleveland: CMNH for the Ohio Archaeological Council, n.d.); and Brose, "Summary Report on the Archeological Resources of the Cuyahoga Valley National Park," typewritten report, 17 March 1975 (Vol. II of Mosure-Fok & Syrakis, 1975).

## *Technical Assistance/Professional Services*

vegetation data for a good estimation of where cultural activities were likely to have taken place. As Brose reported:

A discriminant function analysis algorithm was developed from statistically controlled environmentally stratified control survey transects. This analysis indicated the combinations of modern environmental variables which best discriminated the presence of prehistoric archaeological sites within the CVNRA. Several sources of bias were identified within the predictive models developed from these analyses. Incremental scoring was developed to correct initially low scores due to environmental changes, and to cultural periods, under-represented in the original samples which did not reflect regional models of site location. These resulted in a "final" (although preliminary) model which assigned a numerical function to each 200' x 250' (one acre) block of CVNRA representing the probability of that area's containing significant prehistoric cultural resources.<sup>15</sup>

Brose's survey yielded an additional 150 archeological sites.<sup>16</sup>

Based on Brose's recommendation, the Ohio Society of the Sons of the American Revolution and the OHS installed a commemorative plaque to mark the unexcavated site of Pilgeruh, the Moravian mission of 1786-87. The ceremony took place near the site, west of Canal Road in Valley View, on April 28, 1979. The CMNH archeologist also investigated the Hale Farm site (33SU17), a significant A.D. 800 to 1300 late summer campsite which the modern Hale Farm (1809 to present) largely disturbed. In 1980, the U.S. attorney called on Brose to evaluate the so-called "Egypt Mound" for a condemnation case in which the owner claimed his property value should be increased because of the potential commercial value of archeological remains widely believed to be within the mound. Brose opined that the mound was nothing more than a natural gravel kame or an erosional remnant and, using a backhoe, Brose found no prehistoric cultural materials.<sup>17</sup>

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15. Quote found in Brose, *Archaeological Investigations in CVNRA, Summit and Cuyahoga Counties, Ohio, A Report to the Midwest Archeological Center, National Park Service, In Fulfillment of Contract CX-6000-9-R056*, 1981; and Brose, *Preliminary Results of an Archaeological Reconnaissance of the Area of Lower Tinkers Creek Valley*, submitted to CVPF Board, December 1975.

16. Superintendent's Report for 1980.

17. Birdsell to Dunning, 5 June 1979, D66; Brose, *The Prehistoric Occupation of the Hale Farm, Bath Township, Summit County, Ohio*, 1984; and Brose and Judith T. Astramecki, *Archeological Investigations of the Egypt Mound (33SU21) and Associated Portions of Property Tract 102-02, Bedford Township, Summit County, Ohio*, June 1980, submitted to U.S. attorney, Northern Ohio District.

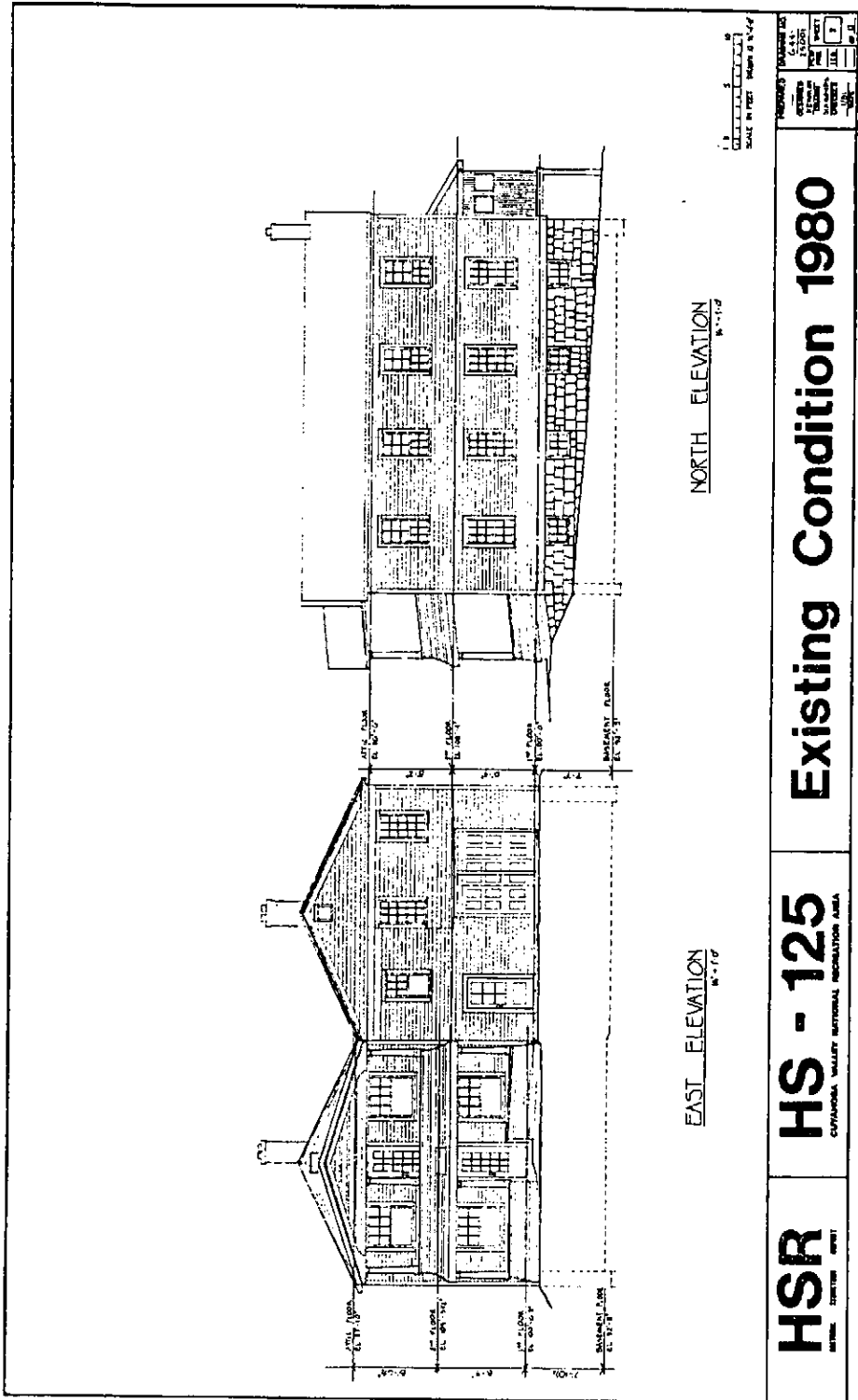


Figure 37: Archeology proved to be an important component of the restoration of the locktender's house which today serves as the Ohio and Erie Canal Visitor Center. Shown here are east and north elevation existing condition drawings. (Source: Ronald W. Johnson and Paul Newman, *Historic Structure Report, HS-125, Locktender's House* Denver Service Center, 1984)

### ***Technical Assistance/Professional Services***

Through Midwest Archeological Center (MWAC) archeologists or by contract, NPS has conducted a variety of archeological activities, which, beginning in 1981, were coordinated through TAPS. When planning for development projects commence, TAPS consults MWAC professionals to determine and/or schedule the necessary archeological work. Restoration of historic structures automatically involves archeology whenever there is ground disturbance. TAPS is responsible for coordinating the necessary archeological compliance in these cases as well as when non-historic structures are razed because of poor or hazardous conditions.

One remarkable case involved the locktender's house, now used as a visitor center to interpret the Ohio and Erie Canal. Preliminary archeological testing occurred in 1981 in conjunction with the development of a historic structure report. Extensive excavations were undertaken in 1983 in the aftermath which, following several days of rain, a rising water table, and excavation by maintenance workers of two feet in the basement weakened and undercut 70 square meters of an unstable sandstone wall. The work was in reaction to adaptive restoration recommendations included in the historic structure report calling for wall repointing and lowering of the basement grade.

Archeologist Jeff Richner of the Midwest Archeological Center visited the site following the wall collapse and documented the damage done by a backhoe which was used to clear the area. Richner discovered that two previously undocumented brick walls were exposed and destroyed by the emergency stabilization project. Archeologist Ed Sudderth conducted further excavations when the wall was replaced. It subsequently collapsed a second time when extensive damage to archeological resources occurred as a backhoe again was employed to move fill around the building's perimeter. CVNRA Paraprofessional Archeologist Rory Robinson made a large surface collection and mapped the exposed stratigraphic profile.

In 1984, additional extensive excavations were undertaken in reaction to new restoration plans which called for installation of underground utility lines. Unfortunately, ground disturbance exceeded the areas shown on the plans. Similar actions were undertaken in 1989 with the installation of walkways (changed to accommodate handicapped accessibility) and lighting. Contemporary plans call for additional site development to mitigate impacts from flooding, work which is necessary because the lowered basement is a primary area for visitor services.

The lesson of the locktender's house is that the total development plan should have been generated prior to beginning restoration. Consequently, archeological resources were not treated as integral cultural components of the site to be preserved as part of the historic scene. With a

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comprehensive restoration plan in hand, archeological work could have been scheduled properly instead of in a piecemeal manner.<sup>18</sup>

Siting and configuration of the leach field for the new Jaite headquarters complex saw a 1983 MWAC crew determining the spatial relationship of the Vaughn site (33CU65) to the proposed construction zone. Despite area topsoil and sand quarrying activities, Richner reported site midden deposit and features in remarkably good condition relating to the Archaic and Late Woodland periods. Because most sites in the Jaite area had been destroyed, this one accrued increased significance and, based on Richner's recommendation, NPS worked with the Environmental Protection Agency to redesign the Jaite leach field to avoid the National Register-eligible site.<sup>19</sup>

MWAC was also involved in the emergency stabilization efforts undertaken at Everett Village and the George C. Stanford farm in the mid-1980s. Most of the foundations at Everett required replacement and contemporary additions and buildings were removed. At Stanford, restoration activities involved foundation disturbance for heat ducts, propane and electric lines, and the removal of a porch and foundation plantings. Excavations by CMNH Associate Curator of Archeology Alfred M. Lee, conducted for a proposed cistern and water supply line project, revealed the National Register historic property overlapped a National Register-eligible pre-historic site ranging from the Early Woodland (950 B.C.) to the early Late Woodland (A.D. 600). During a separate project, a ceramic jar recovered from the Stanford Knoll site constituted the earliest documented specimen in northeast Ohio.<sup>20</sup>

Named after the development company which originally owned the property, the Greenwood Village site (33SU92) is a prime CVNRA cultural resource dating from the Early and Late Archaic and Middle and Late Woodland periods. Using a National Science Foundation grant in 1971, David Brose conducted three test pit excavations followed by shovel testing in 1979 and 1980 before concluding the site was none other than Whittlesey Fort No. 5. Testing in 1983 and excavations in 1984 and 1985 yielded additional data and became a drawing card for

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18. Quote in Richner to Albert, Investigator's Annual Report (Form 10-226), 13 January 1984; Richner to chief, MWAC, trip report, 16 May 1983; and Richner, review comments to author, 1 October 1991.

19. Richner to chief, MWAC, 10 November 1983; Richner to Steven Elkinton, record of telephone calls, 14 and 15 November 1983; and James M. Zalesky, *Archeological Investigation at the Vaughn Site (33CU65) CVNRA*, MWAC, 1986. Because planning and construction at locktender's house and Jaite preceded comprehensive archeology, MWRO, MWAC, and CVNRA worked to correct the error for the benefit of future projects.

20. James S. Askins, chief, Williamsport Preservation Training Center, Northeast Team, DSC, to Albert, 19 June 1985; William J. Hunt, Jr., *An Assessment of Archeological Resources Associated with Several Structures in Historic Everett Village, CVNRA, Ohio*, MWAC, 1986; Lee, *Excavations at the Stanford Knoll Site, CVNRA*, submitted to MWAC, June 1986; Routine Test Reveals Ancient Woodland Pottery," *Tracks*, CMNH Newsletter, Vol. 15, No. 2, 1987; and Mitzi Rossillon with an appendix by Susan M. Monk, *Archeology of the Stanford House*, MWAC, 1985.

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CVNRA's interpretive program. Because erosion along a bluff edge threatened the site, CVNRA implemented an erosion monitoring program to preserve the highly significant Greenwood Village site.<sup>21</sup>

TAPS staff became concerned about public reaction to the increasing number of archeological digs in the CVNRA. A CMNH field team during one week in May 1983 conducted two site investigations along Canal Road, both of which were highly visible to the public. The activity gave the impression that digging was permissible within CVNRA and could lead to widespread damage to other cultural sites. TAPS Chief Steven Elkinton recommended that future archeological permits be issued for projects in less visible or remote sites away from principal roadways. Television coverage of the Greenwood Village dig only heightened NPS anxiety about potential relic hunting to the extent that publicity concerning digs had to be cleared through Superintendent Lew Albert in advance. In 1985, CVNRA blasted *Lost Treasures* magazine which listed the park in an article titled "20 Great New Places to Discover Fun and Fortune." NPS warned the publication about penalties levied against treasure hunters caught plying their trade on federal land.<sup>22</sup>

In 1987, MWAC Archeologist Vergil Noble began three years of investigations into the Ohio and Erie Canal Towpath in advance of the development of a multiple use trail. Noble found the towpath in "various states of degradation" and in some places eradicated. Noble's team developed detailed information on the towpath's construction through evaluating stratigraphic evidence at two cross-sections as well as conducting a ground survey along its length to inventory cultural resources in order to avoid them during construction. In 1990, to satisfy compliance with Section 106 of the National Historic Preservation Act, MWRO Acting Regional Historian Ron Cockrell worked with TAPS Chief Dave Humphrey, Noble, the state historic preservation office, and the Advisory Council on Historic Preservation to draft a programmatic agreement before construction could begin.<sup>23</sup>

Other archeological activities have occurred at the Special Events Site, AT&T cable right-of-way, Brandywine Falls vicinity, Coonrad farm, Humane Society of Greater Akron on Quick Road, Boston Mills trailhead parking area, Hammond-Cranz properties, Frazee house, Boston

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21. Stephanie J. Belovich and Brose, *Evaluative Testing at Greenwood Village Site (33SU92)*, CMNH Archaeological Resources Report 47, 1983; MWAC Chief Cal Calabrese to Brose, letter, 21 February 1984; Mark J. Lynott to Albert, 2 April 1984; and Lynott to Brose, letter, 15 March 1985.

22. Acting Superintendent Elkinton to Lynott, 4 April 1983; Calabrese to Brose, letter, 10 June 1983; and Assistant Superintendent Johnson to Editors, *Lost Treasures*, letter, 30 May 1985.

23. Noble, *Report of An Archaeological Survey Along the Ohio and Erie Canal Towpath, CVNRA, Summit County, Ohio*, MWAC, 1988; and Richner to chief, MWAC, 29 April 1987.

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Land and Manufacturing Company Store, the developing environmental education center on Oak Hill Road, and the Station Road Bridge trailhead.<sup>24</sup>

### Cultural Resources Management: Historic Preservation

Certainly the foremost challenge facing NPS in the area of historic preservation is the overwhelming number of historic structures--more than 250--acquired by CVNRA, many of which were already in an advanced state of decay upon the bureau's arrival in the Cuyahoga Valley. While CVNRA has valiantly attempted to deal with them all, staff and funding levels can only do a credible job on a much smaller number of structures. The decay continues and cultural resources are being lost. A recent example is the Knapp house, the only known plank and beam house in the valley, which was smashed after part of a massive tree fell through the structure. Emergency stabilization funding could not be secured and the building, opposite the Locktender's House/Ohio and Erie Canal Visitor Center, is in jeopardy of demolition.

Victories accompany the losses. A historic preservation project spanning eleven years began in the aftermath of the May 21, 1975, spring storm which sent flood waters cascading down Furnace Run, boosted the Everett Road Covered Bridge off its abutments, and deposited

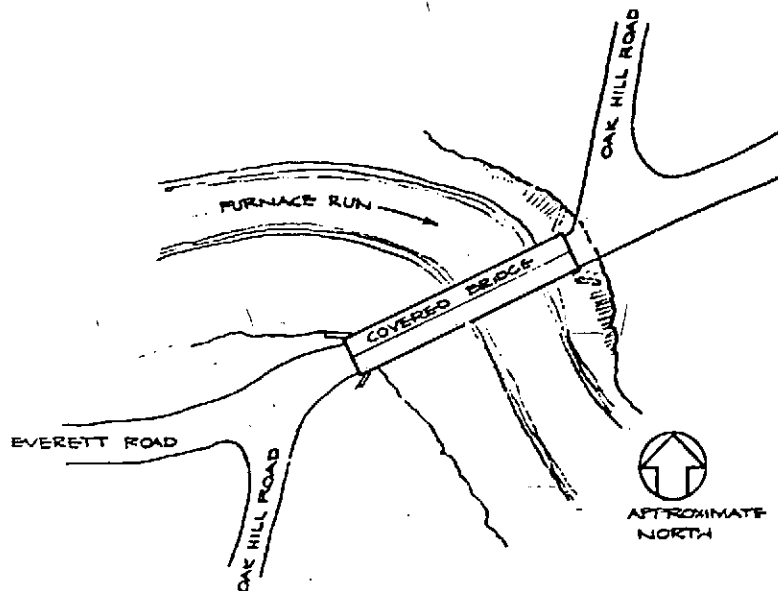


Figure 38: Map of Everett Road Covered Bridge alignment.

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24. See project-specific reports in MWAC archives.

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**Figures 39 & 40:** The 1975 wreckage (top) and the reconstructed bridge (bottom) in 1986. (Source: *CRM Bulletin*, June 1987)

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the wreckage into the stream bed below. Listed on the National Register in 1974, the covered bridge had been damaged in previous floods and motor vehicle accidents, but nothing like the 1975 incident had previously befallen the wooden structure. Local citizens, rallied by the Cuyahoga Valley Association (CVA), began raising funds and pressing NPS to reconstruct the beloved Everett Road Covered Bridge.

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**Figure 41:** Assistant Superintendent, Operations, Einar L. Johnson drives a nail into the reconstructed Everett Road Covered Bridge, a project undertaken by the National Park Service's Williamsport Preservation Training Center.

## *Technical Assistance/Professional Services*

NPS met resistance from Summit County engineers who advocated building a two-lane steel bridge to accommodate modern traffic standards. Superintendent Birdsell, however, pledged a faithful reconstruction and at one point urged citizens to ascertain a politician's position on the issue prior to casting their ballots in local elections. Birdsell arranged for DSC engineers and architects to retrieve the scattered pieces from Furnace Run, storing the timbers at nearby Hale Farm and Western Reserve Village until the reconstruction effort began a decade later. From 1985 until the fall of 1986, a crew from the NPS's Williamsport Preservation Training Center discarded the by then rotted original timbers and reconstructed the bridge using photographs and blueprints from the July 1867 Smith Truss Bridge patent. The bridge, which was closed to vehicular traffic, was finally dedicated on November 22, 1986, and exists for recreational use by hikers, bicyclists, skiers, and horseback riders.<sup>25</sup>

A key TAPS-produced document was the building utilization plan which inventoried all of CVNRA's buildings to identify park uses, other compatible uses, or to recommend demolition. With Historical Architect Ed Adelman's prodding, Superintendent Albert ruled that historic structures take priority in accommodating park support activities. Ironically, the first draft of the building utilization plan recommended the demolition of the Jaite Mill Historic District despite a resource management plan project statement calling for the National Register district to serve as park headquarters.

In the spring of 1982, Adelman conducted a headquarters study of more than a dozen sites and concluded that Jaite was the preferred location in terms of location, capacity, and historical significance. Cost estimates for adaptive reuse proved to be more economical than new construction. CVNRA had the funds and staff to do most of the work in-house, including a feasibility study, historical research, architectural investigation, design, drafting, procurement, construction, and supervision. When the FTE crunch hit, some functions were contracted which required greater advance time for planning, contract documentation preparation, construction specifications, and bidding. The revival of the Jaite ghost town garnered increased public support as well as enhanced NPS visibility in the Cuyahoga Valley.<sup>26</sup>

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25. "CVA Seeks Funds to Restore Bridge," June 1975, "Progress Has Been Slow--But Covered Bridge Will Rise," October 1975; "Bridge Needs Money," February 1976; "Covered Bridge Rebuilding Finally is Under Way," April 1978; "Another \$14,000 is Needed for Covered Bridge Work," May 1979; "Maybe It's This Year for the Covered Bridge," February 1981, all in *The Voice*; CVPF Advisory Board meeting, 18 October 1976; Superintendent's Report for 1986; Siegfried Buerling interview, 23 May 1989; and Ron Thoman, "Partners in Preservation," *CRM Bulletin*, June 1987.

26. Edward Adelman letter to author, 13 September 1989; Adelman, "The Jaite Mill Company Town: Adaptive Restoration as Park Headquarters," *CRM Bulletin*, April 1985; and "Cuyahoga Valley Park Plans to Raze Buildings," 23 October 1981, and "restored Jaite Area to House Park Offices," 14 May 1982, both in *The Cleveland Press*.

## Chapter 17

A historic preservation project which has long generated public criticism involves Everett Village.<sup>27</sup> The specter of Everett has haunted each CVNRA manager as it remains in a perpetual state of limbo. Everett was a small rural crossroads community with a static population when CVNRA first came on the scene. NPS acquisition quickly created a string of boarded-up buildings, an egregious public eyesore, while park management debated what to do. The GMP favored an artists-in-residence program, but no takers were found. A DSC-sponsored preservation plan done in 1984 by the Buffalo consulting firm of Foit-Albert proved to be a costly and time-consuming failure. A 1986 Williamsport Preservation Training Center assessment showed that existing conditions were much worse than specified in the Foit-Albert study and CVNRA began an emergency stabilization program to avoid the complete loss of structural integrity of all the Everett structures.<sup>28</sup>

CVNRA's relationship with Denver Service Center in the historic preservation realm has been rocky over the past decade. According to a Midwest Regional Office CRM official:

*[CVNRA's] relationship with the [Denver] Service Center is not very good. The Service Center has some problems with them and [CVNRA] in turn have problems with the Service Center that are never going to be ironed out. Part of it has to do with money. They don't really feel they should be paying the Service Center the kinds of fees that the Service Center has when supposedly they can get it from the private sector a little cheaper.*<sup>29</sup>

Part of the problem is that DSC will not accept small projects, those under a quarter-million dollars and especially those funded with one-year money. With expertise available through TAPS and the Midwest Regional Office, CVNRA projects tend to be small-scale or accomplished in phases. Because DSC's role is reduced, the practice is a source of friction.<sup>30</sup>

The historic property leasing program has been another CVNRA success story. It constitutes a principal preservation initiative because NPS lacks the fiscal and human resources to care for all of its National Register properties. The leased buildings require varying levels of rehabilitation and the work is performed by the lessee in conformance with the *Secretary of the*

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27. Everett was beginning to stage a comeback when CVNRA came on the scene. It contained a general store, antique shop, gas station, Szalay's sweet corn farm, a church, and numerous homes. Several of the village's buildings had been remodeled. Review comments of Randolph S. Bergdorf, Boston Township Trustees vice-chairman, letter to author, 29 August 1991.

28. Lewis S. Albert interview, 13 July 1989; Ed Adelman letter to author, 13 September 1989; and WPTC Historical Architect Elizabeth Sasser, status report, 13 January 1986.

29. John Kawamoto interview, 27 July 1989.

30. Ed Adelman letter to author, 13 September 1989.

## *Technical Assistance/Professional Services*

*Interior's Standards and Guidelines for Archeology and Historic Preservation.* While rental payments are set at fair market value, the payment can be partially or completely offset by the value of maintenance or rehabilitation activities, a practice commonly referred to as "sweat equity." The expenses may also be eligible for the investment tax credit under the Economic Recovery Tax Act of 1981. Unfortunately, some of the incentives of the historic property leasing program vanished with the Tax Reform Act of 1986 when financing advantages dissolved, the tax investment credit was reduced, and limited partnerships were also affected.

The program was announced in 1985, and the first to be leased in 1986 was the Daniel Tilden house to an architectural firm followed by the Packard/Doubler house as a private residence. In 1987, the George Stanford farm was leased to the American Youth Hostels, Inc. Proposals to lease the Jaite Mill came to naught (see Chapter 13), and Congress appropriated in Fiscal Year 1992 funds to demolish the building. In May 1989, NPS entered into a cooperative agreement with the Cuyahoga Valley Line (CVL) for the latter to operate the NPS-owned railway corridor. The Margaret Fox house, within the Peninsula Village Historic District, was a part of the five-year agreement which served as CVL's local office. In 1991, a number of farmsteads found to be National Register-eligible under the draft Agricultural Resources of the Cuyahoga Valley nomination became historic property leasing program candidates.<sup>31</sup>

One of the first TAPS planning efforts was compiling the land protection plan (see Chapter 9) in which Historical Architect Adelman mobilized ten percent of the park staff, who were all placed on temporary details, and a cadre of volunteers to determine protection strategies for resources on non-federally owned lands.<sup>32</sup> TAPS also assisted in drafting the 1983 transportation plan (see Chapter 14) and put together CVNRA's first outline of planning requirements (OPR/the "p" subsequently stood for "park") which identified 70 projects. The year also saw TAPS complete a two-year sign plan which designated sites and designs for CVNRA entrance, directional, and informational signs. In 1984, the division updated the statement for management, completed the covered bridge historic structure report, and finished the volunteer-produced trail plan.<sup>33</sup>

Perhaps the most important CRM document produced in the ten-year history of TAPS is the cultural landscape report (CLR) which was a multidisciplinary effort spanning four years.

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31. Ibid.; Robert P. Martin interview, 17 May 1989; Pauline Thoma, "Cuyahoga Valley Park to Lease Old Buildings," *The Plain Dealer*, 17 March 1985; Superintendent's Report for 1986; "CVNRA Historic Property Leasing Program," NPS press release, 6 March 1985, K34; and Acting Superintendent Einar Johnson to Regional Director Don H. Castleberry, 13 April 1988, L30. The agricultural nomination, drafted by MWRO seasonal historians, awaits further revisions.

32. "U.S. Seeks New Ways to Protect Recreation Area," *The Plain Dealer*, 28 January 1983; and Barbara Galloway, "Panel to Work on Plan to Protect Park Land," *Akron Beacon Journal*, 8 March 1983.

33. Superintendent's Reports for 1983 and 1984.

## **Chapter 17**

CVNRA was one of the first parks to use the 1984 Servicewide guidelines for identifying cultural landscapes. First assembled in a 12-week period in early 1985, completed in 1986, and approved in 1987, the CLR integrates the management of CVNRA's natural and cultural resources, land use, ownership, building use, interpretive centers, and trail development. The CLR represents a holistic resource planning effort for a very complex area. It assesses the landscape features which contribute to the significance of the pastoral CVNRA scene and provides recommendations for preservation.<sup>34</sup>

Finally, TAPS's external responsibilities included oversight of James A. Garfield National Historic Site, David Berger National Memorial, inspecting more than a dozen national historic landmarks, and providing technical assistance to the public, particularly in regard to the rehabilitation investment tax credit. Garfield<sup>35</sup> planning activities required a large part of Site Manager Ed Adelman's time (a collateral duty) as well as Assistant Superintendent Robert P. Martin's time in subsequent years and sparked congressional add-ons to rehabilitate Garfield's, McKinley's, and Harding's tombs through cooperative agreements. TAPS became a preservation referral service and an effective balance had to be struck between NPS priorities and the responsibility to serve the public.<sup>36</sup>

In late 1991, Congress directed the NPS to purchase the Saxton house, a former residence and law office of former President William McKinley, in Canton, Ohio. Although title to the property will pass to a local historical society, TAPS will add the Saxton house to its inventory of external historic properties which rely on NPS oversight in terms of technical advice and assistance.

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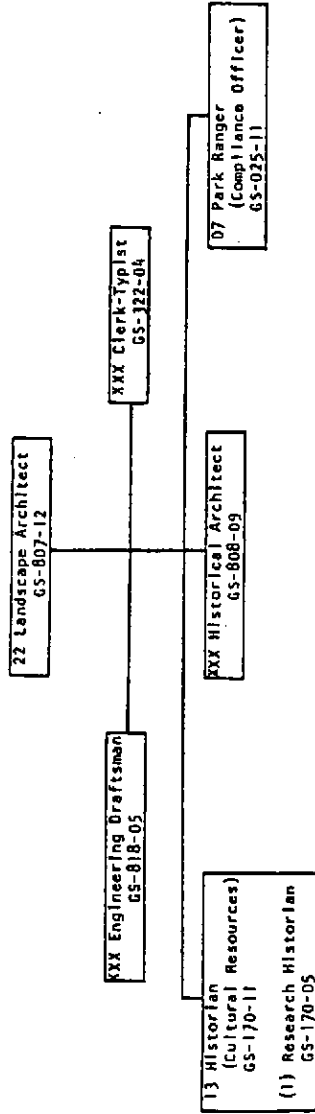
34. Ed Adelman letter to author, 13 September 1989; Ron Thoman interview, 26 May 1989; and Superintendent's Report for 1986. CLR authors were Steven Elkinton, Ed Adelman, and Chet Hamilton.

35. A complete discussion of Garfield-related activities would constitute a separate administrative history which has yet to be written.

36. Lewis S. Albert interview, 13 July 1989; and Ed Adelman letter to author, 13 September 1989.

Technical Assistance/Professional Services

TECHNICAL ASSISTANCE AND PROFESSIONAL SERVICES DIVISION



Recommended: *[Signature]* 1/15/81  
 Superintendent Date

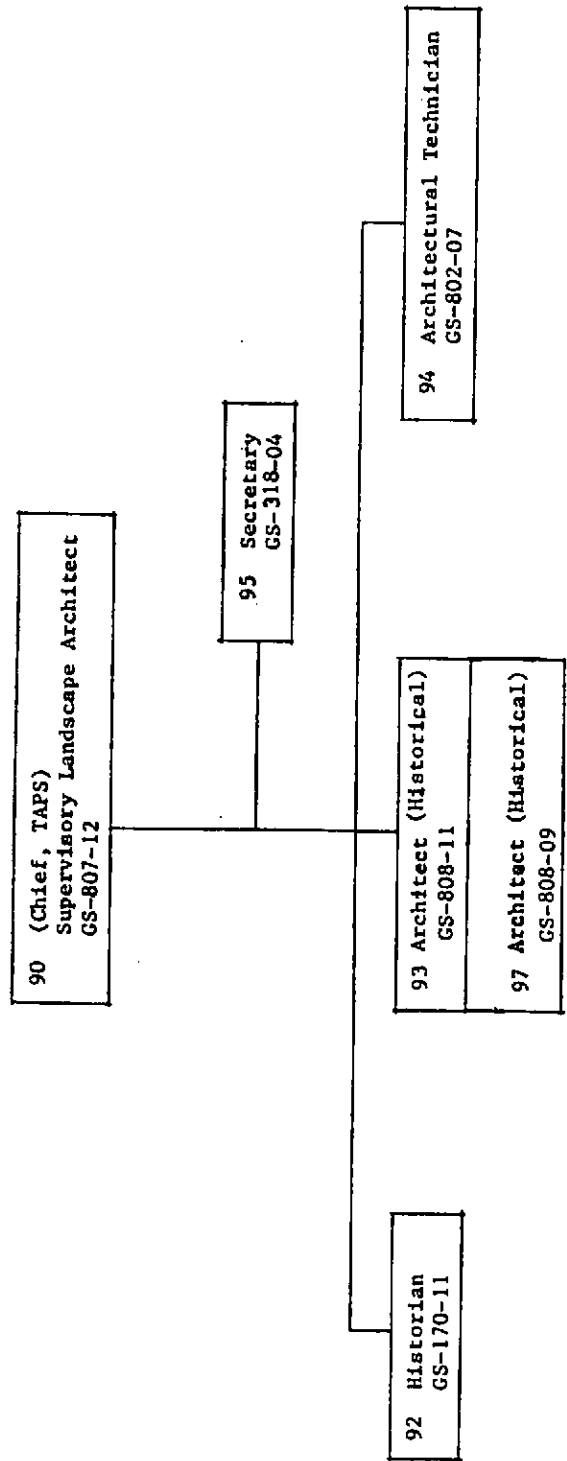
Concurred: *[Signature]* 2/4/81  
 Chairman, Performance Review Board Date

Approved: *[Signature]* 2-6-81  
 Regional Director, Midwest Region Date

National Park Service  
 Midwest Region  
 Cuyahoga Valley NRA  
 6160  
 January, 1981

Figure 42: Division of Technical Assistance and Professional Services organization chart, 1981

TECHNICAL ASSISTANCE AND PROFESSIONAL SERVICES (TAPS)



Recommended: *[Signature]* Date *12/14/84*  
 (Superintendent)

Concurred: *[Signature]* Date *1/15/85*  
 (Chairman, Position Management Board)

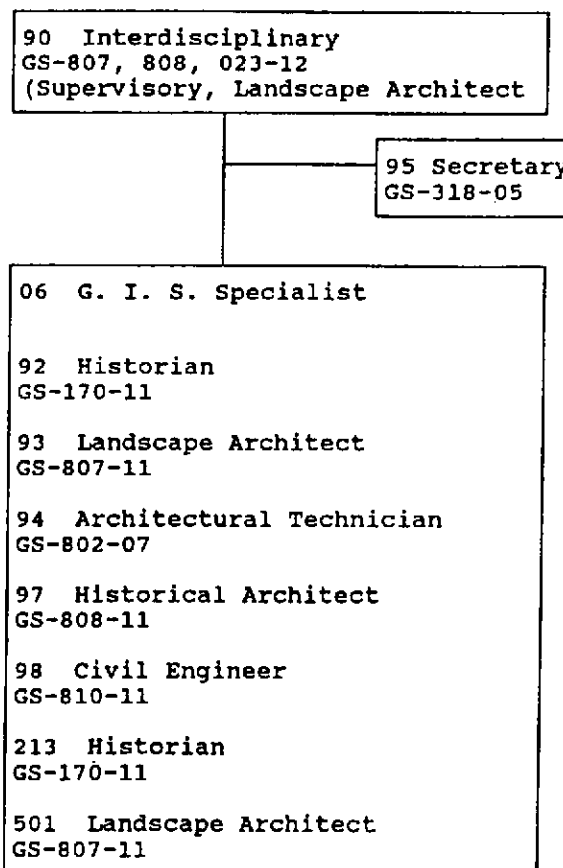
Approved: *[Signature]* Date *1/15/85*  
 (Regional Director, Midwest Region)

National Park Service  
 Midwest Region  
 Cuyahoga Valley NRA  
 6160  
 January 15, 1985

Figure 43: Division of Technical Assistance and Professional Services organization chart, 1985

**Technical Assistance/Professional Services**

**Division of Technical Assistance and Professional Services**



National Park Service  
Midwest Region  
Cuyahoga Valley  
6160  
March, 1991  
MAY 2 1991

Recommended: [Signature] 4-24-91  
Superintendent Date  
 Concurred: [Signature] APR 15 1991  
Acty Chairman, Position Date  
Management Board  
 Approved: [Signature] APR 15 1991  
Regional Director, Date  
Midwest Region

**Figure 44: Division of Technical Assistance and Professional Services organization chart, 1991**

**Chapter 17**

# Chapter 18

## Division of Administrative Services

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If MWRO [Midwest Regional Office] is expecting fully competent personnel actions and other administrative details from Cuyahoga Valley at this stage of establishing an office, then we request that you provide us with the necessary assistance to make this possible. We are doing our very best under extremely trying circumstances to get a park operation established in a major urban area and under very demanding pressures. We have expected that MWRO realized this. We may err, as we have in this instance, but that is why we need help and guidance from MWRO.... We regret any confusion or inconvenience which this may have caused MWRO, but surely you must understand that Cuyahoga Valley does not have a normal park operation at this stage of the game. Please give us time and give us a chance.<sup>1</sup>

Superintendent William C. Birdsell

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### An Overview

The above quotation exemplifies the frustration level which existed between Cuyahoga Valley National Recreation Area (CVNRA) and the Midwest Regional Office (MWRO) over issues which largely pertained to intrapark administration, including personnel, budget, property, and purchasing. This particular dispute involved Superintendent Bill Birdsell having a secretary and clerk-typist on his payroll before the request for personnel actions (SF-52s) were received in Omaha. MWRO accused Birdsell of entering the employees on NPS employment rolls illegally before the SF-52s were approved and the positions were classified.

Birdsell conveyed his "shock" over the chastisement to Regional Director Merrill D. Beal and explained the urgency of getting clerical staff on board. He was running a one-man show: fending off adverse development through attending zoning hearings; answering the telephone; meeting with landowners; consulting with the Corps of Engineers acquisition staff; consulting with the Denver Service Center planning teams; drafting and/or dictating replies to correspon-

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1. Superintendent Bill Birdsell to Regional Director Dave Beal, 26 August 1975, P32.

## Chapter 18

dence for typing by Mound City Group National Monument employees (or usually doing it all himself); physically unloading supplies and furniture; moving his own possessions without taking time off; mowing the lawn and cleaning the office; interviewing job applicants; typing the SF-52s; and running the mail service.<sup>2</sup> Birdsell did not receive much sympathy from the Omaha office which expected all Midwest parks to toe the line and conform to established procedures and policies. Because CVNRA and MWRO clashed frequently over administrative-type issues, other areas of NPS operations were also negatively impacted.

A functional administrative division did not evolve until five years after CVNRA's authorization. For reasons known only to him, Bill Birdsell was content to have an administrative officer (AO) and no other support personnel. AO Gerald T. Mc Clarnon entered on duty in November 1976 to find stacks of paperwork confronting him. When additional funding for personnel came in 1978, Mc Clarnon was permitted to acquire four permanent positions in the Division of Administration, but had to train each one because MWRO approved only recruiting from the local area, meaning no familiarity with NPS practices, and at the lowest possible pay rate. The four trainees were to learn about personnel, property management, procurement, and budgeting.

After enduring a stormy relationship with Birdsell, Mc Clarnon transferred in late 1979. In April 1980, MWRO requested Park Technician Dave Linderman of Sleeping Bear Dunes National Lakeshore to perform the AO duties at CVNRA on a temporary assignment. Linderman accepted and found the division stymied. Mc Clarnon, so overwhelmed with work, had not had the time to train his staff properly; therefore, by the former AO performing most every task himself, the staff had no accountability or responsibility. During Linderman's two-month assignment, he initiated an accountability system by conducting the first parkwide inventory, instructed the staff on acting duties for the AO, and explained the basics of NPS finance. According to Linderman:

*Administratively, they had never quite understood what to do with the planning and financial management reports furnished from the Washington Office. When I had first gone to Cuyahoga Valley, I found all of these printouts which have the fiscal and administrative dollar history of the park in a big pile stored in a box in the basement. According to the staff at that time, that is where these had been maintained for a couple of years. This indicated to me that since those were the only "general ledger" documents to let a park manager know where he was, good or bad, that they were probably having some very definite fiscal difficulties.<sup>3</sup>*

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2. Ibid.; and Beal to Birdsell, 18 August 1975, P32.

3. David Linderman interview, 31 July 1989 (quotation); see also typewritten CVNRA highlights of 1978.

## *Administrative Services*

Returning to Sleeping Bear Dunes, Linderman was soon recalled by Birdsell to help compile the status of funds report. During that weekend assignment, Birdsell offered Linderman the AO position. Linderman<sup>4</sup> accepted and entered on duty in August 1980, shortly before Birdsell's death.

It was at the beginning of David Linderman's tenure that the division became known as Administrative Services. The procurement section expanded to include a purchasing agent, procurement clerk, and a part-time supply clerk. The property management function featured a property management clerk and a part-time supply clerk to do receiving and inventory. Personnel services had a personnel assistant who was charged to increase community contact through an aggressive affirmative action plan. Fiscal operations featured a fiscal clerk and an administrative secretary. For this last program area, Linderman engaged in a Midwest Region pilot program with a Xerox 860 Information Processing System, a computerized budget-monitoring program.<sup>5</sup>

With Superintendent Lew Albert's blessing, AO David Linderman helped to dissipate the crisis management atmosphere by opening the lines of communications between CVNRA's divisions and established a rapport with each division chief. Linderman made it known what services his staff could and could not provide. Albert's reorganization resulted in new position descriptions, eliminating the one-man show by park management in favor of operating divisions, remaining within budgetary confines, and the initiation of systematic NPS planning. Where the previous practice had been to react to MWRO requests, Linderman became proactive and encouraged his staff to call Omaha with questions or clarifications.

Albert turned over management of the Kendall Trust Fund to his AO. Linderman worked with the bank to discover how best to increase the endowment by divesting stock options in favor of secured blue chip stocks. Linderman's actions result in an increase in annual interest payments from \$100,000 to a fluctuating return of \$150,000 to \$180,000. Linderman was responsible for honoring the original trust agreement by ensuring the funds benefitted only the Virginia Kendall Unit.

Administrative Services was responsible for coordinating the building removal program as well as overseeing park housing details. On the latter, under Albert's direction, Linderman worked to phase out the 18 designated structures (down from several dozen) by developing a property management policy which restricted housing to necessary personnel. In the north and south districts, only rangers were under required occupancy. Some dormitory space was

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4. David Linderman's title during his first year was administrative assistant.

5. Superintendent's Report for 1980.

## Chapter 18

reserved, but CVNRA policy was to remove all unnecessary quarters and a slow phase-out began.<sup>6</sup> The issue of park housing can be traced to the controversial Birdsell era. According to I & VS Chief Ron Thoman:

*The real problem was that Bill Birdsell lived in a park house. I don't think the local residents gave a hang about me or people like me living in park houses, but Bill Birdsell had selected a big, fancy house that was formerly the home of a doctor and he moved into it. Bill did not have good local relationships, particularly with the Peninsula community, but he picked a house in Peninsula. I think people were more agitated about him living in that house [than anything else]. I know the [Midwest] Region and perhaps Washington was constantly critical of Bill living in that house and would like to have gotten him out of it.<sup>7</sup>*

Complicating communications was the fact that there were three separate telephone companies serving the Cuyahoga Valley. The oldest was Western Reserve Telephone Company based in Hudson. It used insulated wires designed for non-digital equipment and could not accommodate advanced NPS radio equipment designed to link the entire park together. The south end of the valley was served by Ohio Bell in Akron, while the north end was served by Ohio Bell from Cleveland. Linderman purchased a new internal telephone system when park headquarters relocated to Jaite. He limited intra-CVNRA communication to one telephone exchange: Cleveland's Ohio Bell which moved its switching system to the park's north end. Land line costs were reduced in the early 1980s when NPS installed a radio tower to bounce signals from one end of CVNRA to the other. Despite the improvements, service remains poor because the telephone company will not replace all of the land lines free of charge. With the advent of microwave communication, however, another telephone system upgrade is planned in the 1990s.<sup>8</sup>

Although a computer system was present and developing in 1980, Linderman first utilized computer technology for park purposes in 1981, making CVNRA one of the first in the National Park System. According to Linderman:

*I introduced personal computers into the Midwest Region in 1981. I presented the technology for the first time to the Superintendent's Conference at Cuyahoga*

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6. David Linderman interview, 31 July 1989.

7. Ron Thoman interview, 26 May 1989.

8. David Linderman interview, 31 July 1989. The AO discovered NPS was being falsely billed for years for residences converted to government ownership which no longer existed. No one had discontinued the charges for the land lines to residences from the main telephone trunk line, some of which were a half-mile long.

## *Administrative Services*

*Valley in 1982, and gave them a physical demonstration on both the technology and the abilities from a Xerox processor. I demonstrated what it could do for them... and we introduced the technology through the other parks in Ohio and all were on-line communicating by modem by 1983 when I left. I introduced the same technology after developing it at Cuyahoga at Gateway National Recreation Area, at Shenandoah National Park, and at Big Bend National Park.*

*[It was] a Xerox 860, which had word processing, spread-sheet, and calculative capabilities. It had 8-byte hard drive memory. We did most of our storage of major capacity items by modem to the Boeing computer in Washington where they could be retrieved as needed. It was very successful.<sup>9</sup>*

Accomplishments in 1982 saw Administrative Services process nearly one thousand purchase orders and outstanding debts cleared to the ninety percent level because of improved tracking and collection systems. During David Linderman's tenure, CVNRA's annual budget went from \$1.8 to \$3 million and Administrative Services became a fully operational unit with the following full-time employees: secretary, warehouse worker, fiscal assistant, budget assistant, contracting officer, procurement clerk, and personnel assistant.<sup>10</sup>

Upon Linderman's 1983 departure, Roy F. Beasley, Jr., assumed the AO duties just in time to become park management's liaison with Local 2062 of the National Federation of Federal Employees (NFFE). Certified by the National Labor Relations Board on May 4, 1984, the CVNRA employees union, represented by Local 2062 President Neil Healey, negotiated with management through Roy Beasley on the use of official time for the preparation of collective bargaining proposals. They settled on 40 hours annually to be used at the union's discretion. An interim memorandum of agreement served for two years until a basic agreement was reached in 1986. Part of Beasley's job is to keep Local 2062 informed about management decisions which might pertain to collective bargaining issues. In 1990, the Department of the Interior approved a new basic agreement which Beasley negotiated with Local 2062. When the Bush administration and Congress tangled over the budget and large-scale furloughs were threatened, Beasley reached an agreement on furlough impact and implementation before the deadline.<sup>11</sup>

Administrative Services is process, not project, oriented and supports overall park operations. AO Beasley built upon the quality and timeliness of Administrative Service's service to other divisions and clarified administrative procedures for CVNRA employees through training, developing written policies, and making himself and the Administrative Services staff available to employees in an advisory capacity.

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9. Ibid.

10. Ibid.; and Superintendent's Report for 1982.

11. Superintendent's Reports for 1984, 1986, and 1990; and Beasley to Healey, letter, 4 June 1985, P4021.

## Chapter 18

In 1984, CVNRA received staffing delegation under the NPS merit promotion plan and Administrative Services began issuing position vacancy announcements for park positions. CVNRA became the first in the Midwest Region to reach agreement with a General Services Administration travel management center and begin making its own travel arrangements. In 1985, Administrative Services underwent a reorganization to provide a more effective distribution of duties. An Office of Personnel Management onsite review of the Administrative Services personnel function did not find any deficiencies. In 1986, Administrative Services began transmitting payroll data via computer and negotiated a cooperative education agreement with Revere High School. In 1987, Administrative Services assumed responsibility for the report of survey process thereby consolidating its building removal program.

In 1989, the division restructured the budget assistant position into a budget analyst, and the personnel assistant position was replaced by a personnel management specialist. Administrative Services added a personnel clerk to provide support.<sup>12</sup> A 1990 experiment using the new job sharing authority represented a first for the Midwest Region. Administrative Service's personnel clerk position was filled with two part-time employees on a job sharing agreement.<sup>13</sup>

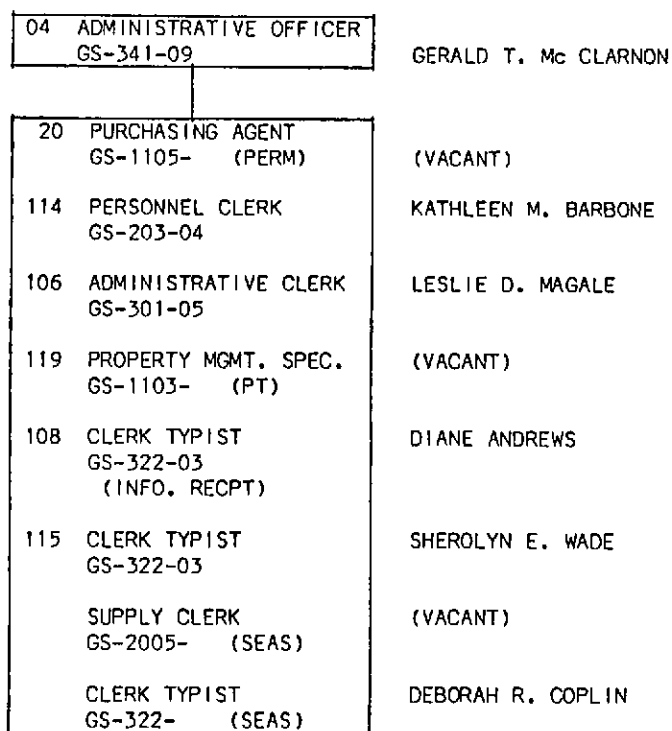
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12. Beasley to Assistant Superintendent Johnson, 6 July 1987; and Superintendent's Reports for 1984, 1985, and 1989.

13. Superintendent's Report for 1990.

**Administrative Services**

ORGANIZATION CHART  
ADMINISTRATIVE DIVISION



**Figure 45: Organization chart, Division of Administration, 1979**

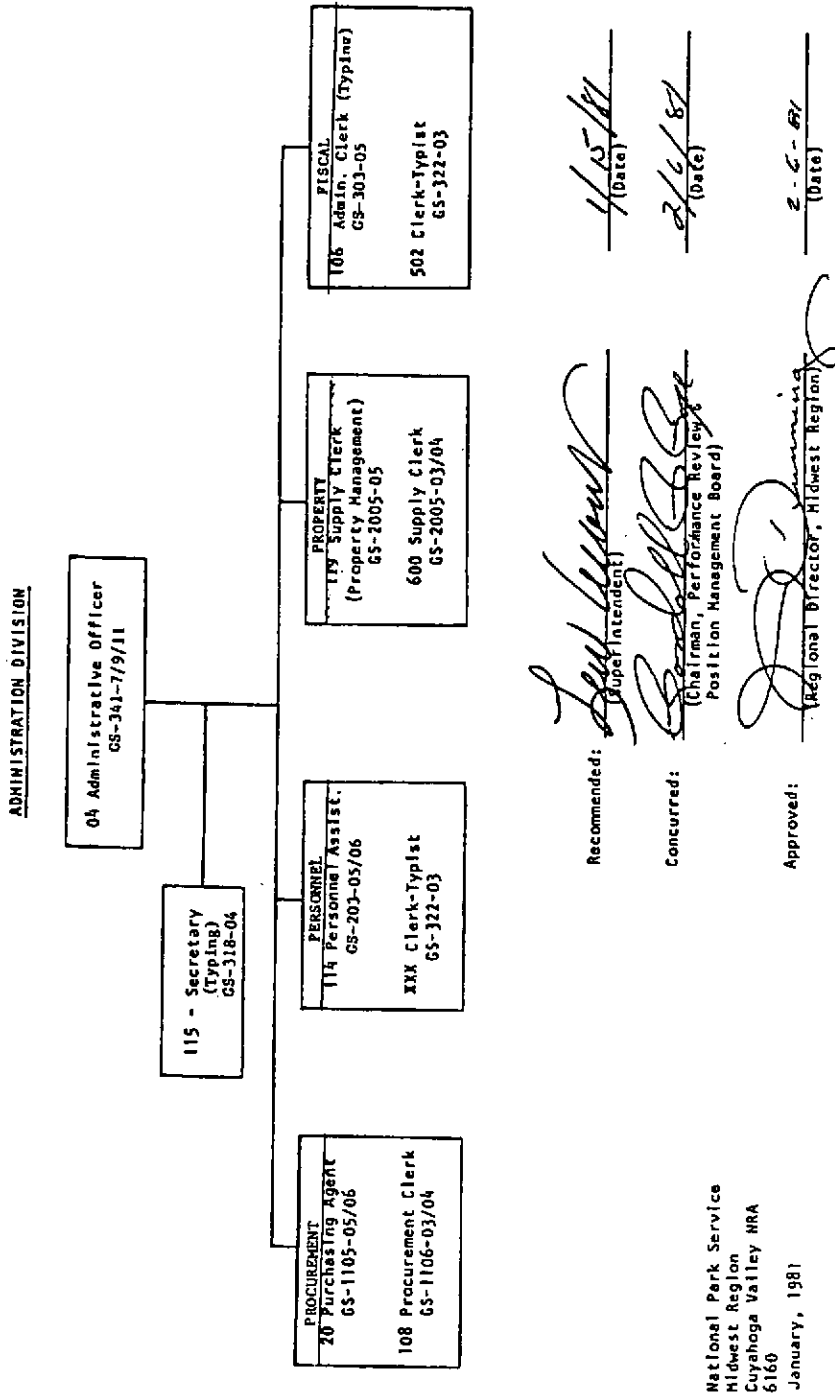
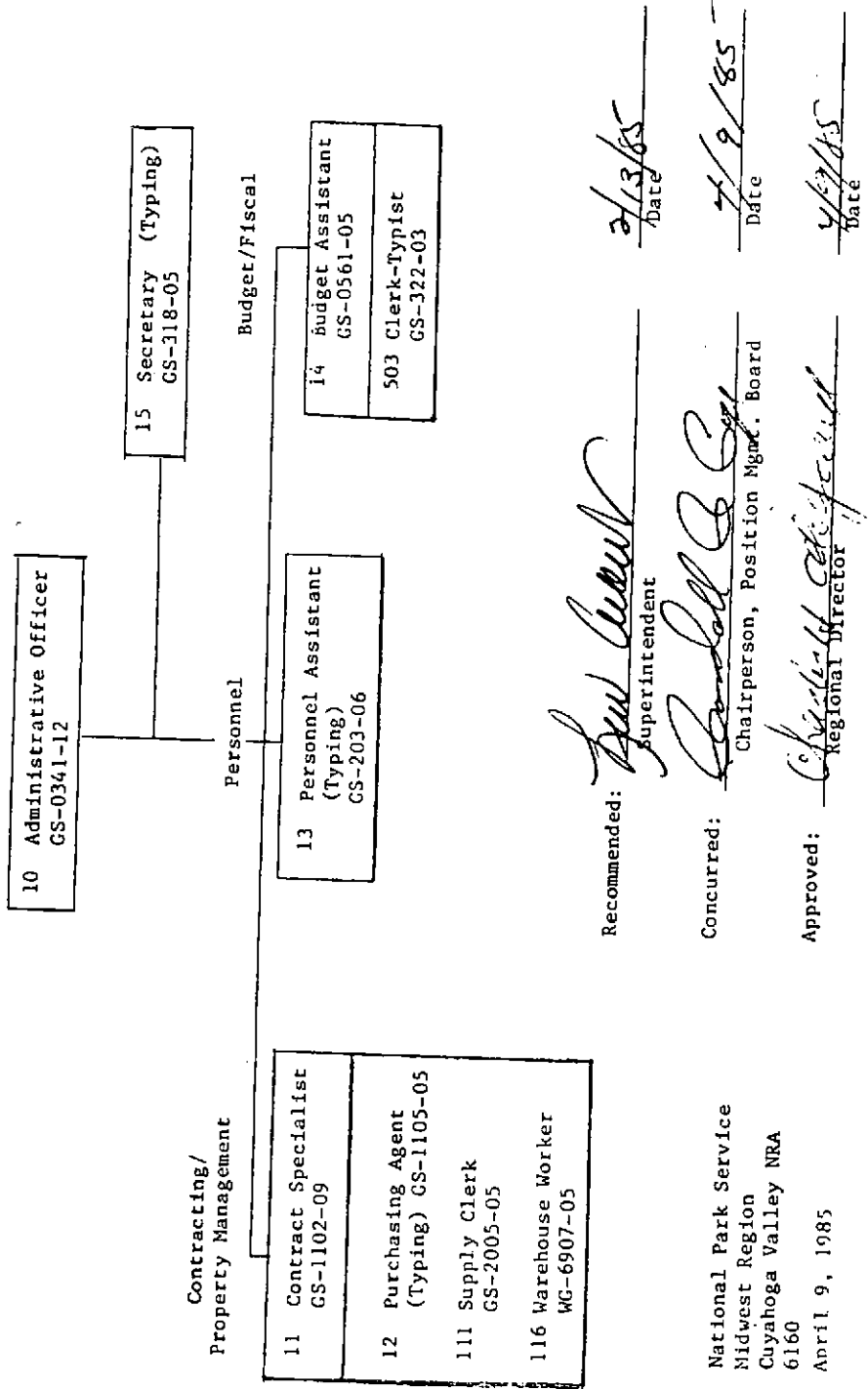


Figure 46: Organization chart, Division of Administrative Services, 1981

Administrative Services

DIVISION OF ADMINISTRATIVE SERVICES



National Park Service  
Midwest Region  
Cuyahoga Valley NRA  
6160  
April 9, 1985

Figure 47: Organization chart, Division of Administrative Services, 1985

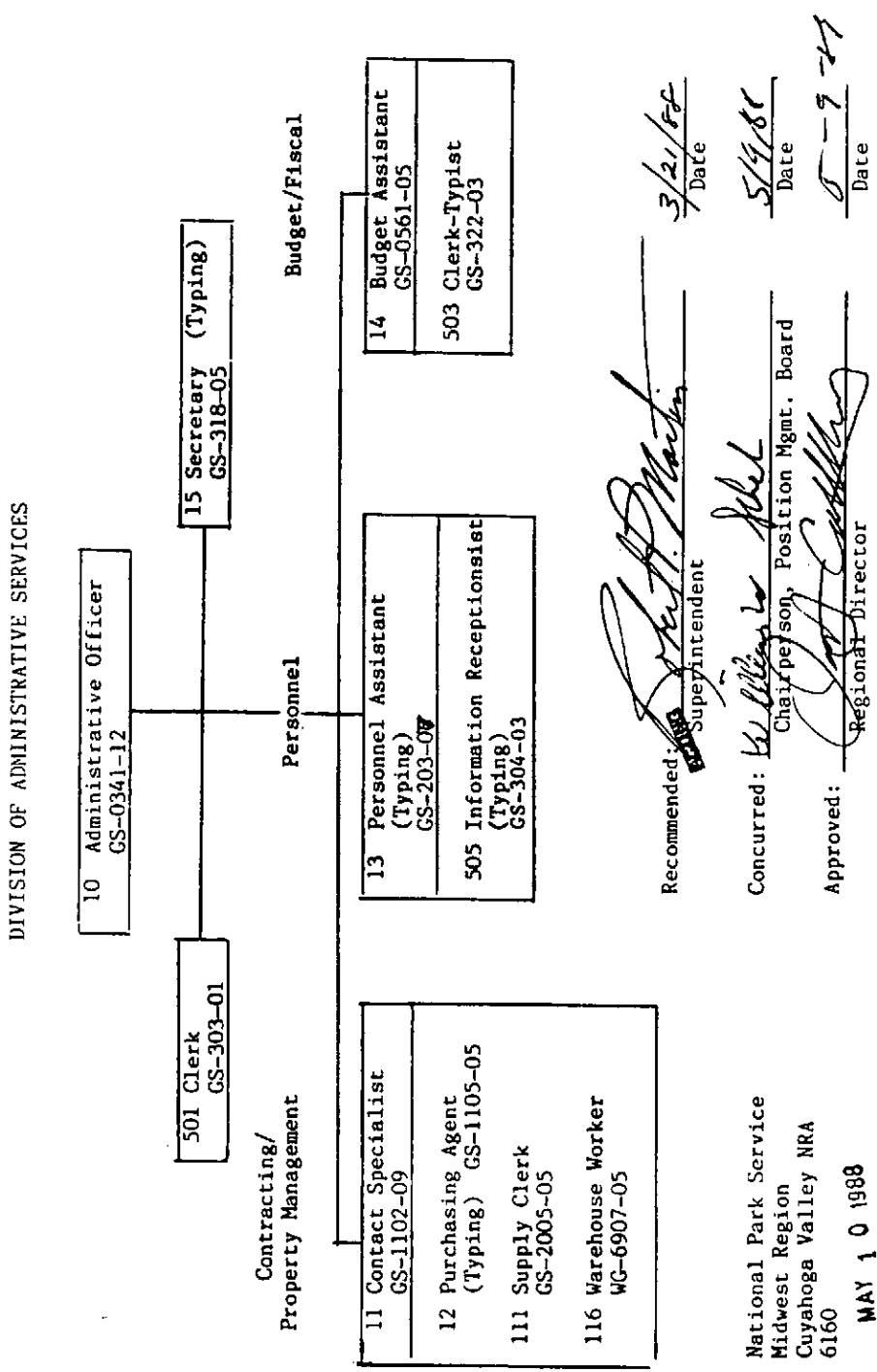


Figure 48: Organization chart, Division of Administrative Services, 1988

Administrative Services

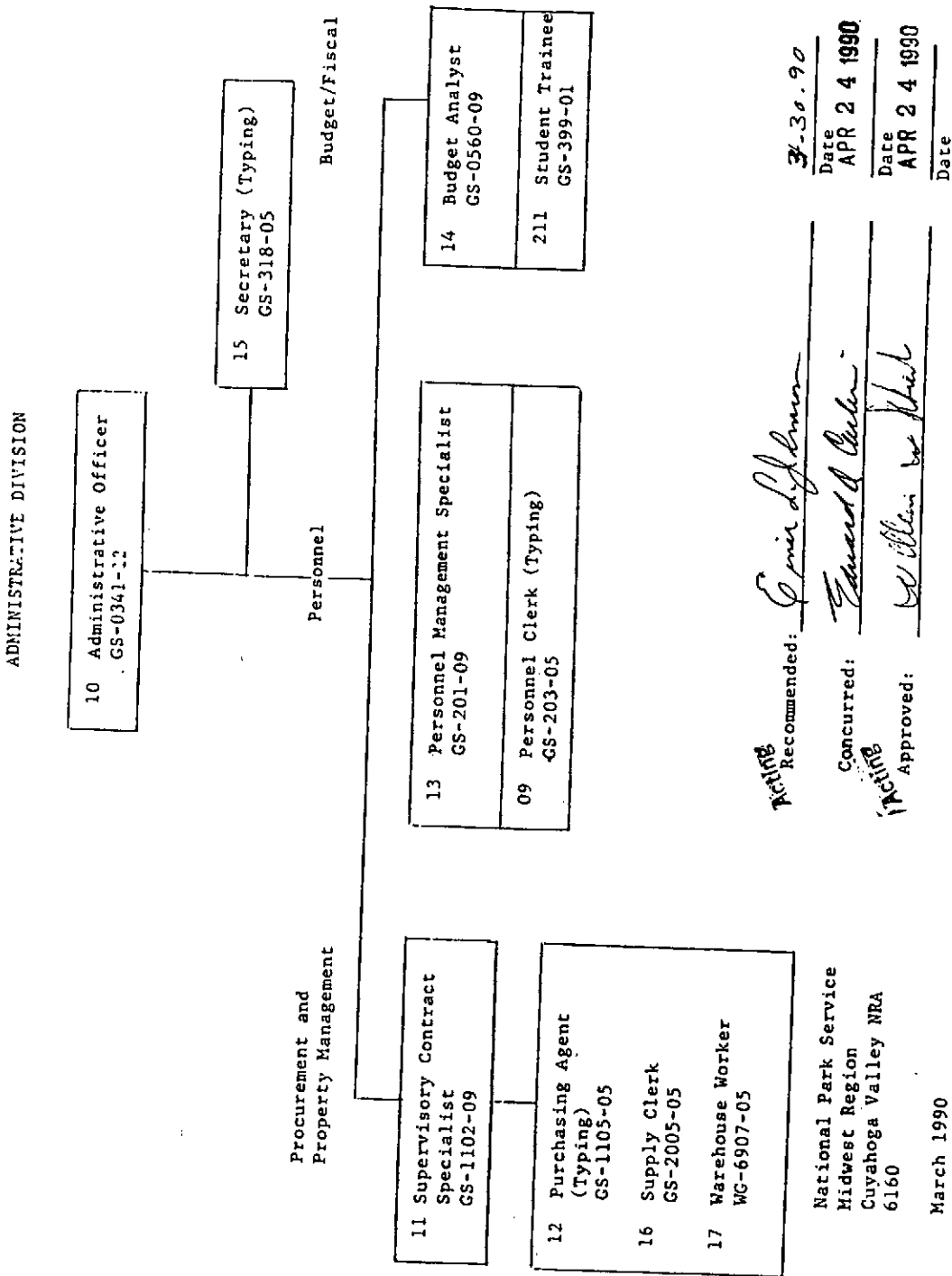


Figure 49: Organization chart, Division of Administrative Services, 1990

**Chapter 18**

# Chapter 19

## Division of Interpretation and Visitor Services

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*Cuyahoga has often been criticized that we are not of national significance, that we don't have the monumental and superlative features in this park... The Grand Canyon is a freak. It is interesting and valuable, but it is still a freak. There is something about the miracle of the common that is very important.... That is what Cuyahoga preserves... the slice of life, the flow of human endeavor, the blending of human and natural activities and landscapes, this harmony of man and nature on an everyday basis.*

*In the Cleveland of the year 2050, I am not so sure it is going to be important for that urban child to be able to go out on the weekend and see the Grand Canyon, as it is important to go out and be able to touch the earth and touch the past and see the way things were.<sup>1</sup>*

I & VS Chief Ronald G. Thoman

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### An Overview

As the division most visible to the public, Interpretation and Visitor Services (I & VS) is responsible for projecting CVNRA's presence in northeast Ohio. Because I & VS did not exist until the arrival of a program director in April 1979, CVNRA had few tools to project any image to the public during its first four years, a time when an all-consuming land acquisition program seemed to generate endless controversy. The transformation of the public's perception of CVNRA can be attributed to the growth and success of I & VS. In the early 1970s prior to CVNRA's authorization, NPS Chief Historian Harry Pfanz first suggested a list of interpretive themes for the area. Acknowledging the Ohio and Erie Canal National Historic Landmark, Pfanz saw "little [else] of great historical significance" in the valley, adding, "Therefore, any

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1. Ron Thoman interview, 26 May 1989.

## Chapter 19

interpretation of this segment of the Cuyahoga Valley will deal with those things inclined to be rather commonplace in America's Heritage. This, of course, will not make them less interesting, but conceivably could give them greater relevance in the eyes of future residents and visitors to the Valley."<sup>2</sup>

Interpreting the valley's cultural and natural resources began prior to CVNRA's authorization through citizen volunteers organized by the Cuyahoga Valley Park Federation (CVPF). Initiated in 1974, CVPF organized valley bus tours for which volunteers developed a 35-page tour packet. The CVPF tours received an overwhelming response from area schools. When the Cuyahoga Valley Line's historic steam train began operating in 1975, volunteers gave similar interpretive programs for railroad passengers. CVPF continued its interpretive activities until 1978 when NPS assumed the program. Historian Chester Hamilton, assigned to the Division of Interpretation and Resource Management (I & RM), oversaw the program. CVPF's Mary Kay Newton, who subsequently became an NPS part-time park aide, operated the volunteer tour program until it was discontinued in 1980.<sup>3</sup>

Superintendent Bill Birdsell conceived the first NPS-developed interpretive program for CVNRA after watching the NPS-commissioned play for the Bicentennial of the American Revolution called *The People of 1776*. Birdsell secured the various sets of early American building facades from Harpers Ferry Center to be used for a similar program at CVNRA he called "Johnnycake Village." Birdsell contracted with Eden Valley Enterprises, a Cleveland drama group, to present living history programs called "Canal Town Revisited" during the summer visitor season as well as December pageants called "Johnnycake Christmas." The actors, recreating life in a canal town which might have existed in the early nineteenth century, interacted with visitors. Summer season activities took place in 1977 at the Stanford farm at Boston Mills and Stanford roads, before moving in 1978 to the NPS-managed Virginia Kendall Park next to the Happy Days complex. A metropark-developed off-road vehicle track across the street created considerable disruption for the outdoor play until NPS closed the track in 1979. Christmas events were at the Octagon Shelter where visitors were entertained with tree trimming, horse-drawn hayrides, and other festivities. NPS seed money in the amount of \$10,000 helped

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2. Harry Pfanz, *The Cuyahoga Valley Between Akron and Cleveland* (n.p.: NPS, n.d.), 32. Pfanz's suggested themes were as follows: Indians of northeast Ohio; the valley as a line marking the frontier; evolution of the Cuyahoga River; Western Reserve, its survey and subdivision; pioneer life in the Western Reserve; farm life in the 19th century; area geology; flora and fauna of northeast Ohio; Valley Railroad, its rise, impact and decline; War of 1812 and the Cuyahoga Valley; New England's influence in northeast Ohio; 19th century valley industry; valley architecture; interesting personalities; and the Ohio and Erie Canal. *Ibid.*, 33.

3. Chester Hamilton letter to author, 24 October 1989; and "Many Busloads of Children are Taken on Valley Tours," June 1975, "Touring the Cuyahoga Valley," August 1976, and "Park Service Takes Over School Bus Tour Program," April 1978, all in *The Voice*. The tours proved too complex to manage and NPS did not "feel it was a good educational thing for the kids to sit on a bus all day and be driven around the park." See Ron Thoman interview, 26 May 1989.

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develop the script and design and manufacture costumes. Because the performances were free to the public, Eden Valley Enterprises secured several foundation grants to pay its staff. Total NPS expenditures during the 1977-1979 program came to \$28,000 and included props, signs, printed brochures, maintenance and storage, public relations, program supervision, site improvements, parking, restrooms, and security.

Bill Birdsell was very pleased with the success of his brainchild and wanted Eden Valley Enterprises to remain at CVNRA and, with NPS funding, operate a "learning-cultural center." However, when Eden Valley Enterprise's grants expired at the end of 1979, the 1980 operating budget of \$75,000 constituted half of the park's annual interpretive budget. With new staff coming on board developing new programs, Birdsell reluctantly ended the park's first interpretive foray.<sup>4</sup>

Supervised by Chief Ranger Robert J. Byrne, one seasonal interpreter was hired in 1977. Shirley Hoh presented evening programs at Camp Ledgeood, greeted visitors at Johnnycake Village near Stanford Road, and "rattled door knobs" of empty buildings when not otherwise occupied. Judy Chovin, Marian Eihler, and Mary Kay Newton, along with Shirley Hoh, were hired for the 1978 summer season. With the addition of Virginia Kendall to CVNRA that same year, the seasonals operated a visitor information counter at the Happy Days picnic shelter. Visitor services offered there included hastily-produced CVNRA handouts, a map, a crude slide show in which visitors had to push a button to advance slides which were keyed to a printed list, as well as offering Ohio Department of Natural Resources-produced literature on Ohio parks. Despite their lack of experience, the four uniformed women conducted walks in the metroparks, helped with the Eden Valley Enterprises productions, and held evening campfire programs which served 5,890 people. Off-site programs reached another 2,750, and many requests had to be declined because of insufficient staff.

While plans were underway to winterize Happy Days for year-round operation, it was essentially a summer information center. Newton recalled that "Critter visits by wasps and chipmunks easily out-numbered other visits and... a hatch of earthworm-sized ring-necked snakes covered the walls and floors of Happy Days. We called them the park's first natural history exhibit."<sup>5</sup> When the seasonals departed, Newton, converted to a permanent appointment, served

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4. "Johnnycake Village Opens: Canal Life Depicted in Drama," (Brecksville, Ohio) *Sun Courier*, 7 July 1977; Chester Hamilton letter to author, 24 October 1989; Ron Thoman interview, 26 May 1989; and Regional Director J. L. Dunning to Senator John Glenn, letter, 23 September 1980, K18. Hale Farm and Western Reserve Village helped the theatrical performers by loaning its costumes and props to Eden Valley Enterprises. See Siegfried Buerling interview, 23 May 1989.

5. Mary Kay Newton letter to author, 20 September 1991.

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as an information receptionist at the Route 303 headquarters and provided visitor information on weekends.<sup>6</sup>

The demise of the Interpretation and Resource Management format came in April 1979 when Interpretation and Visitor Services Chief Ron Thoman arrived as the first permanent interpreter. Birdsell recruited Thoman from the Horace M. Albright Training Center at Grand Canyon National Park, and charged him to mold an appropriate interpretive program while keeping the tours and other rudimentary interpretive programs going. Historian Hamilton, Park Aide Newton, and seasonal interpreters Hoh, Eihler, and Charlene Standerling composed the immediate staff until June when Interpretive Specialist Dan Hand arrived. I & VS conducted the visitor survey for the transportation plan and helped implement the Visitor Access Transportation Systems (VATS) program, a congressionally-authorized experiment to develop mass transit in urban park areas.<sup>7</sup> I & VS began developing a database upon which natural, cultural, and recreational resource interpretive programs could be supported. The division amassed material and, in 1980, volunteers began cataloguing books purchased for CVNRA at second-hand bookstores. The effort gained impetus when Birdsell charged Thoman with preserving CVNRA's own history and all NPS records were cleared through I & VS before disposition. Materials pertinent to the park's administrative history were methodically stored. Intern Historian Susan Garland arrived in 1979 on a National Trust grant to research the Civilian Conservation Corps activities in the valley. So adept was Garland at conducting oral history interviews that I & VS retained her through various appointments until 1985 to begin the park's oral history project, organize the park library, and numerous other tasks. Garland also assisted Denver Service Center (DSC) Historian Nick Scrattish on the park's historic resource study.<sup>8</sup> In the late 1980s, Garland became I & VS's secretary and served in that position until her transfer in mid-1991.

In 1979, a Harpers Ferry Center (HFC) team arrived to develop an interpretive prospectus (IP), a document which the 1977 *General Management Plan* (see Chapter 14) said the park urgently needed to direct the development of visitor facilities and programs. Ron Thoman and Bill Birdsell held HFC to the *GMP's* mandate to be creative, but after producing "pathetic" drafts which "lacked vision," a frustrated HFC staff gave up. Thoman preferred to have no IP than one which fell short of CVNRA's needs. In the mid-1980s, with the help of MWRO Assistant Interpretive Chief Tom Danton, Thoman again prodded HFC to complete an IP and began submitting material to incorporate into the new draft. Thoman sent 500 pages of material and

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6. Ron Thoman interview, 26 May 1989; and typewritten CVNRA Highlights of 1978.

7. Birdsell to Dunning, 29 March 1979, A8215; and Ron Thoman interview, 26 May 1989. VATS was a three-year effort and CVNRA contracted with the Akron Transit Authority to extend service into the CVNRA during the summertime. It was not a success.

8. *Ibid.*; and Superintendent's Report for 1980. When Scrattish completed his draft, approval of the HRS languished because MWRO objected to the final chapter which summarized CVNRA's early administrative history. It was revised and printed in 1985.

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after a long wait, the IP finally arrived. It represented little more than Thoman's work, with some editing and a cover. In 1987, a regional operations evaluation team recommended CVNRA take the tome and reduce it to a more functional size. Interpretive Specialist Chris Schilizzi whittled it to a 60-page length and Regional Director Don Castleberry signed the IP in January 1989, ten years after the exercise began.<sup>9</sup>

Distribution of an activities brochure originated in the summer of 1979, and a mailing list followed which soon surpassed 10,000. It produced a boost in program attendance as well as increased media coverage. The brochure proved to be a formidable undertaking for I & VS to print in-house and the turn to the U.S. Government Printing Office for help was equally frustrating. Seasonals and volunteers assumed responsibility for circulating the brochure when it overwhelmed the permanent staff. In 1981, with the added position of a writer/editor, the brochure evolved into a 12-page newspaper called *Where the Sidewalk Ends*. Printing and circulation problems continued to escalate, but the *coup de grace* came in May 1982 when a moratorium went into effect on government-produced publications. *Where the Sidewalk Ends*, a basic and essential communication link with visitors, came to an end, and the writer/editor position lapsed. I & VS responded only to individual requests until mailings resumed in the mid-1980s with a *Monthly Schedule of Events* which highlighted CVNRA programs.<sup>10</sup>

Nineteen eighty constituted the first full year of I & VS visitor information and orientation. The Happy Days Visitor Center opened as a year-round facility and five permanent, two part-time, and twenty seasonal employees made up the workforce. While Happy Days featured the National Park System Information Service, it had no Cuyahoga-related audio-visual programs or exhibits until HFC installed "new park start-up" items late in the year. The number of programs and visitors increased dramatically. In 1979, 476 programs served 41,885 visitors, while in 1980, 1,004 programs reached 64,643 visitors. The year also brought a new I & VS organization chart with an assistant chief position added. The reshuffling saw two district interpreters (the South District solely constituting Virginia Kendall), urban outreach specialist, VIP coordinator, recreation specialist, environmental education specialist, and a writer/editor. National Historic Preservation Act/Section 106 cultural resources compliance responsibilities transferred from Maintenance to I & VS with Historian Hamilton handling that duty.<sup>11</sup>

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9. Ron Thoman interview, 26 May 1989; and Albert to Dunning, 13 January 1982, D18. John Wise was the HFC team captain.

10. Superintendent's Reports for 1980, 1981, and 1983; and "CVNRA Ceases Publication of Monthly Newsletter," NPS press release, 27 May 1982. The moratorium came as a result of an Office of Management and Budget opinion that such publications were promotional in nature and, therefore, should not be federally funded.

11. Superintendent's Report for 1980; Ron Thoman interview, 26 May 1989; and Assistant Superintendent Johnson to facility manager, 10 December 1980, H30.

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The proposed organizational changes of 1980 came into being in 1981 with Dan Hand as assistant chief, South District Interpreter Marie Marek, and North District Interpreter Frank Cucurullo. Because of each area's concentration of resources, the north focused on history while the south highlighted natural resources. Nineteen eighty-one brought the opening of the Canal Visitor Center in September with little fanfare because it awaited chairs for the 60-seat auditorium, signs, sales display, audio-visual equipment, and other materials. The center featured park-designed and constructed exhibits as well as a locally made operating canal lock model. A new poster went on sale to the public there. Sixteen color photographs of CVNRA scenes taken by Sheridan S. Steele were produced by the Cuyahoga Valley Park Federation, entitled "Cuyahoga Valley National Recreation Area: to preserve and enjoy... for all people and all time." Park supporters sent a gratis copy to Secretary Watt's attention.

Three park technicians were added in 1981 to the reorganized division which began a cultural arts program and sponsored a special populations day camp at the Virginia Kendall Ledges for the elderly, handicapped, and disadvantaged. A modified recreational vehicle arrived to serve as a Mobile Visitor Center, but it awaited exhibits (and still does in 1992). Affiliation with Eastern National Park and Monument Association (ENP & MA) brought an interpretive literature sales program to Happy Days. Nineteen eighty-one was I & VS's "peak year" in terms of staff. Manpower levels reached 25 FTE. When the FTE crunch hit later in the year, 30 percent of the division disappeared. Loss of the writer/editor, volunteer coordinator, and clerk-typist as well as seasonals cut I & VS down to 15 FTE. (In 1991, the level was at 20). With the creation of the TAPS division, cultural resources management (CRM)/Section 106 compliance duties shifted to TAPS and so did Historian Chet Hamilton. CRM interpretation, however, remained within I & VS.<sup>12</sup> Already reliant on volunteers, I & VS became acutely dependent on the Volunteers In Parks (VIP) program to sustain and further its operations. According to Chief Ron Thoman:

*...We have gotten ourselves into a position where we are dependent [on VIPs]. I know our big events such as the Cuyahoga Valley Festival is predicated on volunteers. It simply could not be done without them. That activity requires upwards of 200 volunteers and literally thousands of volunteer hours to make it work.... The same is true of our visitor centers. Both of them extensively use volunteers to give those school programs. If we didn't have the volunteers, they simply wouldn't be given.... We have far, far exceeded our staff capability, and if for some reason the volunteer service was to wink out, we would be in a whole lot of trouble.<sup>13</sup>*

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12. "A New Look at Visitor Services at the CVNRA," *Communities Council Newsletter*, May-June 1981; Albert to Dunning, 28 July 1981; Thoman to Rosalie Anderson, letter, 5 October 1981, K18; Ron Thoman interview, 26 May 1981; and "New Poster Shows Beauties of Valley," *The Voice*, June 1981.

13. Ron Thoman interview, 26 May 1989.

Minimal exhibit assistance came from Harpers Ferry Center in 1982. Both Happy Days and Canal visitor centers received three-segment exhibits of valley scenes along with sales racks. The funding represented the only HFC assistance until late in the decade when \$300,000 went for exhibit planning and production for the locktender's house, the new Canal Visitor Center. Also in 1982, CVNRA Maintenance staff built a new information desk for Happy Days.

I & VS initiated the Cuyahoga Valley Lyceum series in 1982, utilizing a practice dating to ancient Greece and revived in the 1800s in the U.S. The three-month CVNRA series, which ran on a once weekly basis, allowed experts in the area's natural and cultural history to expound on topics in their fields. The program complemented the division's drive to make more people aware of CVNRA. At large area events, a portable NPS exhibit booth with uniformed staff stood ready to answer questions. For the first time in 1982, uniformed rangers began riding the Cuyahoga Valley Line each Saturday during its five-month operating season. Addressing five hundred people per run for a total of 12,000, the effort proved extremely cost-effective at three cents per person.<sup>14</sup> In reflecting on the year's accomplishments, Thoman told his staff:

I have become more and more aware of and, frankly, awed by the amount of work we have done and the service we have provided to the public. Nearly 300,000 people were served by an incredibly wide variety of activities, over 700 conducted programs alone. CVNRA has one of the largest, most comprehensive, and well-balanced interpretation and visitor services programs I know of in the NPS, and that's saying a lot considering we didn't even begin in a major way until 1979, a scant four years ago.

Without any question the credit belongs to you.... You have been energetic, cooperative, innovative, hardworking, positive in attitude, up-beat in spirit, and above all dedicated to public service and the welfare of the park's resources. And all of this under less than ideal circumstances....<sup>15</sup>

When Assistant Chief Dan Hand transferred in 1983, I & VS reshuffled. Hand's position became a non-supervisory interpretive specialist and Thoman resumed full oversight of I & VS operations. The staff increased roving interpretive efforts in 1984 to focus on places where people congregated, including Virginia Kendall on weekends and holidays, at Hale Farm's

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14. Superintendent's Report for 1982; "NPS to Revive Lyceum Tradition at CVNRA," NPS press release, 21 December 1982; and Ron Thoman interview, 26 May 1989.

15. Thoman to I & VS employees, 18 November 1982, A3415.

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festivals, and in community fairs. The Mobile Visitor Center was equipped with temporary exhibits and used for the first time in 1984.<sup>16</sup>

I & VS wrote the script, selected slides, and managed production of the park's first professional audio-visual program in 1986, thanks to \$5,500 donated money from the Cuyahoga Valley Association. Volunteers also helped the staff develop a new exhibit room at the Canal Visitor Center and developed the first self-guiding nature trail, Happy Days' Haskell Run Self-Guiding Nature Trail. New trail guides were developed for the Oak Hill Day Use Area and the Buckeye Trail's Columbia Run and Boston Run sections. In cooperation with the Cuyahoga Valley Trails Council (see Chapter 14), the first comprehensive CVNRA trail guide for the Kendall Lake and Cross-Country Ski trails became available as a sales item. Two established interpretive programs, "Preserving History in the CVNRA" and "Exploring the National Park System," were upgraded and expanded. To complement the CRM series, I & VS initiated a natural resources management counterpart during 1986.<sup>17</sup>

Curatorial services began in 1986 with Park Ranger Rory Robinson's preparation of a scope of collections statement and commencement of cataloging CVNRA's artifact collection. In 1987, Robinson was officially assigned collateral duty for curatorial services. The Maintenance division prepared a curatorial storage area at Jaite and park-held objects were accessioned in accordance with regulations. Accessioning artifacts held by the Midwest Archeological Center and Kent State University took several more years to complete.<sup>18</sup>

Two of NPS's highest honors have gone to I & VS personnel. In 1987, Ranger Carol Spears received the Freeman Tilden Award for her work in natural resources management interpretation. Ranger Rory Robinson received the 1989 Appleman-Judd Award for his work in CRM interpretation and other CRM activities.

North District interpretive operations moved into the Canal Visitor Center at Lock 38 in late 1989. A special dedication ceremony at the locktender's house came on December 16. In 1990, rangers escorted visitors from the new CVL railroad stop to the locktender's house where they were offered interpretive presentations utilizing museum displays, an audio-visual show, and the Ohio and Erie Canal. The former visitor center, the nonhistoric "TNC" building which opened in 1981, was demolished.<sup>19</sup>

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16. Superintendent's Reports for 1983 and 1984; and Ron Thoman interview, 26 May 1989.

17. Superintendent's Report for 1986.

18. Superintendent's Reports for 1986 and 1987; and Albert to Castleberry, 29 September 1987, H2017.

19. Superintendent's Reports for 1987, 1989, and 1990.

I & VS's management changed in 1990 when Chief Ron Thoman transferred to the Rocky Mountain Regional Office in Denver, Colorado. Thoman was replaced by Diane Chalfant from Apostle Islands National Lakeshore, Wisconsin. Chalfant, the first female division chief hired, worked at CVNRA as a park technician from 1980 to 1984.

## **Outdoor Recreation Program**

Early outdoor recreation efforts began in the area of winter sports in 1979 with the cross-country skiing program. Seven miles of marked trails in the Virginia Kendall Lake area and 50 acres of rolling meadows at Virginia Kendall Hills were popular with cross-country skiing enthusiasts. Visitors could rent skis at Buckeye Sports on Ohio Route 8 and literally ski directly into CVNRA. When the same local dealer sponsored free "Learn-To-Ski" clinics inside the park, other dealers soon joined in. A chapter of the National Ski Patrol volunteered to patrol the cross-country trails on weekends to offer visitor information and assistance. They operated from Virginia Kendall Hills and provided emergency first aid, search and rescue, and other assistance.<sup>20</sup>

The outdoor recreation program received a boost in May 1980 when Doug Palmer arrived as recreation specialist. Summertime programs ranging from hiking, biking, and camping workshops were developed along with wintertime snowshoe, skiing, and ice sculpturing workshops. Two special programs, the New Games Festival and Music-in-the-Park, joined the I & VS itinerary. On the heels of the FTE crunch, Thoman saw the outdoor recreation program competing with the interpretive program and consequently blended the two together administratively. Palmer focused his attention on urban outreach and special populations.

Winter sports were aided by winterizing the upper level of the Virginia Kendall Lake Shelter in 1982 to serve as a warming shelter and visitor contact station. Winter sports interpretive efforts and the cross-country ski patrol operated there. Recreational programming focused on teaching outdoor recreational skills and ways of using CVNRA. Instruction focused on safety and minimum impact use skills. In 1986, I & VS launched a winter camping series.<sup>21</sup>

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20. Acting Superintendent Richard Peterson to Regional Director Jimmie L. Dunning, 21 February 1979, K42.

21. Superintendent's Reports for 1980, 1982, and 1986; and Ron Thoman interview, 26 May 1989.

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### Urban Outreach Program

In 1978, NPS Director William Whalen announced the Urban Initiative in which NPS meant to reach out to the nation's urban masses, particularly ethnic minority groups such as African-Americans who traditionally do not utilize national parks. CVNRA, with more than five million people in the region, was ideally suited for Whalen's program. In 1980, Doug Palmer assumed responsibility for CVNRA's urban outreach program. Utilizing three seasonal employees, the program reached out to passengers (mostly senior citizens) on the experimental VATS transit system and set up a senior citizen's day camp at the Virginia Kendall Ledges in cooperation with the Akron Metropolitan Housing Authority. I & VS worked with the Phillis Wheatley Association, the operator of Camp Mueller, to help contact prospective minority and other inner-city groups and to schedule group trips to CVNRA. Whalen's initiative fizzled when he left the directorship in 1980. CVNRA, however, did receive \$60,000 which it used to design and build the Mobile Visitor Center, a bookmobile-type van, to be used for off-site interpretive efforts. While the bus arrived in 1981, no additional funding was forthcoming for exhibits. The innovative I & VS staff, however, designed its own temporary audio-visual and exhibits and has used the vehicle on a limited basis.

The outreach effort yielded 140 programs in 1982 reaching 5,726 people. Doug Palmer compiled an Outreach Master Plan in which the following groups are targeted by CVNRA: day camps, neighborhood centers, nursing homes, psychiatric centers, recreational centers, senior agencies, colleges and universities, special education programs, physically handicapped agencies, child care centers, human services programs, and mentally handicapped agencies.<sup>22</sup>

A boost to the urban outreach program came in 1987 as a result of Director William Penn Mott's visit. Upon learning of CVNRA's camping skills workshops, Mott revealed an offer by the Coleman Company of Wichita, Kansas, to donate more than \$20,000 worth of camping equipment. Ranger Carol J. Spears developed a proposal for CVNRA to receive the Coleman equipment to benefit the urban outreach and special populations programs. Winning the donation, the Junior Ranger program began in 1988 and targeted inner-city, disadvantaged children from the Akron, Canton, and Cleveland metropolitan areas. Junior rangers were treated to a three-day, two-night backpacking and environmental education experience. More than \$5,000 in local donations provided for food and other essential materials. In this cooperative effort, 250 young people were introduced to NPS, the value of preserving open space and resources, and the stewardship ethic. A 1989 Gund Foundation grant effectively doubled the Junior Ranger program to serve 500 children.<sup>23</sup>

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22. Bill Birdsell to Dave Beal, 20 November 1978, K18; Ron Thoman interview, 26 May 1989; and Superintendent's Reports for 1980 and 1982.

23. Lew Albert to Don Castleberry, 10 November 1987, L3415; Superintendent's Reports for 1988 and 1989; John  
(continued...)

## **Special Populations Program**

Like urban outreach, special populations is operated on the premise that no urban park can realize its potential until it serves every segment of the urban constituency, particularly those who traditionally do not use parks. CVNRA reaches out to all people to make them aware of the park; to invite them to visit; to make them feel welcome; and to provide targeted programming to ensure their comfort once they are at CVNRA. Physical and cultural barriers present in park facilities and programs are eliminated to ensure that no segment of the public is prevented from using the park. Groups targeted for the program are the elderly, mentally disabled, physically disabled, and sensory disabled.

Recreation Specialist Doug Palmer has coordinated the special populations program since 1980. In 1983, CVNRA became the host site for the first annual Ohio Special Olympics Winter Games. A worldwide program of training and competition for the mentally disabled, Special Olympics attracts athletes from throughout Ohio to participate in cross-country and downhill skiing, and ice skating events at Virginia Kendall Lake. An expanded and improved Special Olympics came in 1984 as well as Wheelchair Games for paraplegics and quadraplegics. The Special Olympics continue to be held each year at CVNRA in January or February.<sup>24</sup>

In October 1986, the park staged the first annual Sports and Recreation Festival for the Disabled to highlight CVNRA as a place for all people to recreate. The special populations program made significant progress in reaching out to the blind community in 1986.<sup>25</sup>

## **Environmental Education Program**

Following two years of negotiations with the University of Akron, the Oak Hill Center for Environmental Studies (OHCES) in 1977. The University of Akron Center for Environmental Studies Director and Assistant Professor of Geology Jim Jackson proposed using a non-historic park building at 3505 Oak Hill Road to operate and provide the NPS with information on the valley's natural resources. The agreement was for OHCES to serve in an advisory capacity to help NPS develop and coordinate environmental studies on flora, fauna, and geologic history. OHCES was designed to be an inter-university advisory team consisting of University

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23. (...continued)

P. Debo, Jr., interview, 25 May 1989; and Ron Thoman interview, 26 May 1989.

24. Superintendent's Reports for 1983 and 1984; "NPS to Host Ohio's First Special Olympics Winter Games," NPS press release, 14 January 1983; and Ron Thoman interview, 26 May 1989.

25. Superintendent's Report for 1986; and Ron Thoman interview, 26 May 1989.



**Figure 50:** The national recreation area's environmental education program began in 1982 with the establishment of Earthlore Environmental Education Center on Oak Hill Road.

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of Akron, Cleveland State University, Case Western Reserve University, Hiram College, Kent State University, John Carroll University, Cleveland Museum of Natural History, NASA, and the Ohio Biological Survey. In reality, however, the operation proved to be mostly University of Akron's Jim Jackson.

OHCES became certified as a regional chapter of the Ohio Alliance for Environmental Education. In addition to \$20,000 from University of Akron, it received two grants in its first year, \$30,000 from the Gund Foundation and \$10,000 from Akron Community Trusts. OHCES could also accommodate anything from elementary school field trips to graduate and doctoral level research. Twenty-six research proposals were received during the year and most were funded through foundation grants. In 1978, OHCES's inter-university committee was joined by five school districts. It also hosted the Northeast Ohio Teachers Association annual professional day. More than 200 teachers met at Happy Days to learn about CVNRA programs and

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resources. During the summer, workshops for teachers were worth three to five college credit hours.<sup>26</sup>

OHCES addressed several resource management concerns in 1980 by assisting with the Virginia Kendall Lake rehabilitation and soil sampling for the Oak Hill Road development. With a Gund Foundation grant, OHCES developed a sixth grade environmental education curriculum specific to CVNRA. Jackson worked closely with I & VS staff to develop environmental education programs for nearby Camp Mueller.

An I & VS environmental education specialist entered on duty in late 1981. Jeff Maugans<sup>27</sup> moved into a vacant house on Oak Hill Road in 1982 in what became known as the Earthlore Environmental Education Center. During its first year, Earthlore served 1,917 people, including five teacher workshops and ten offsite programs. Earthlore and OHCES complement the other's operations. Earthlore will eventually become a residential complex of three houses and outbuildings able to house 120 children each night.<sup>28</sup>

The NPS/University of Akron cooperative agreement on OHCES was renewed in 1984 with an added stipulation that should a suitable historic structure become available, the University of Akron's operations may be relocated. With increasing deterioration of the original OHCES building, a move was desirable. When the historic Nathaniel Point farm (house and barn) came into NPS ownership, negotiations with University of Akron began in 1986 to redefine OHCES. What emerged was the Cuyahoga River Interpretive Center (CRIC), which was designed to focus on research, monitoring, and interpreting the river. With a Gund grant of \$35,000, Jackson's University of Akron-operated center opened at the Point farm in 1987 and continued its operations.

A significant expansion of the environmental education program is being planned with the University of Akron co-managing the residential component of the program. Initial funding to renovate the Oak Hill complex, particularly the Gilson house and barn, was appropriated in 1990. With the involvement of University of Akron's Graduate School of Education, it is anticipated that revenues will offset operating costs and the complex will sustain itself. Earthlore has proven to be a vital CVNRA operation. In its first five years, it served 7,000 day use students, 3,000 overnight students, 3,000 day use teachers, and 200 overnight teachers for a total

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26. Jackson to Richard Myshak, Deputy Assistant Secretary, letter, 21 December 1971, A98; "University Consortium Studies Valley's Resources," December 1977, and "Environmental Study Center Plans Summer Workshops," April 1978, both in *The Voice*; and typewritten list of "CVNRA 1978 Highlights."

27. Prior to Maugan's transfer in 1990, he co-authored with Ron Thoman an environmental education plan for CVNRA. Maugan compiled the park's first official bird list. See review comments from Mary Kay Newton and Margot Jackson, letter to author, 20 September 1991.

28. Superintendent's Reports for 1980, 1982, and 1983; and Ron Thoman interview, 26 May 1989.

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of 13,200 people.<sup>29</sup> The future potential for reaching young people is great, according to Superintendent John P. Debo, Jr.:

*We could reach 30,000 kids in this area in an intensive environmental curriculum, and really reach those kids. The demand is there. Jeff Maugans operates a very modest little program where he serves perhaps 1,000 kids a year on an overnight basis up at the Environmental Education Center. The school systems are beating down his door to get in and to have more, and bigger, and better. They want what the Park Service can offer in terms of an environmental education ethic and curriculum approach.*

*I think it needs to be done here at Cuyahoga. So we are very hopeful that in addition to whatever monies we can secure from the Park Service, we will have success in securing foundation monies, and team up with University of Akron. That would be a role which this park really ought to play, and one which not every park is able to do, but we think this is the time and the place to do that.<sup>30</sup>*

## Cultural Arts and Special Events Programs

Because the arts are important to the northeast Ohio community, CVNRA has capitalized on the fact that the artistic perspective is a significant interpretive perspective. From its earliest days, I & VS developed strong cultural arts and special events programs to focus public attention on CVNRA and to help visitors understand park resources and values.

The first cultural arts event was on the Labor Day 1980 weekend with the first annual Art and Nature Show which 1,223 people attended. A 1981 bagpipe show attracted more than 600 people. In addition to the showing of nature artists (which was moved to May), other 1981 events included four two-day cultural festivals at Virginia Kendall Hills. In cooperation with the National Council on the Traditional Arts, Mountain Days, Tamburitza Days, Yiddish Days, and Polka Days represented CVNRA's first large-scale special events. The festivals were not widely publicized because a cautious NPS was leery about its ability to handle large crowds, particularly when VIPs were heavily involved. Superintendent Albert, commenting on the success of I & VS efforts, joked, "They have been so successful, that we may have to begin limiting attendance!"<sup>31</sup>

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29. Superintendent's Reports for 1986 and 1987; Albert to Diane Hack, letter, 29 May 1987, A98; Albert open letter on OHCES, 8 August 1983, N2217; and Acting Superintendent Johnson to Jim Jackson, letter, 7 April 1987, K1817.

30. John P. Debo, Jr., interview, 25 May 1989.

31. Superintendent's Report for 1981 (quotation) and 1980; and Albert to Dunning, 9 July 1981, A82.

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In 1982, the seasonal cultural arts position became permanent, but rather than filling it with an NPS career employee, I & VS let a \$50,000 contract to the Ohio Foundation on the Arts (OFA) to formulate and manage the cultural arts and special events programs. OFA hired Paul Squire, the I & VS seasonal already performing those duties, for the position. OFA held the contract through 1983, when I & VS negotiated a new cooperative agreement with the National Council on the Traditional Arts (NCTA). Squire again served in the position from 1984 to 1986 when the position became an I & VS permanent position. Squire secured that job, but soon left to take another job. Since March 1987, John Reynolds has served as cultural arts/special events specialist.<sup>32</sup>

Following a fire at the Wolf Trap Farm Park for the Performing Arts in Virginia, CVNRA became the host site for the 45th National Folk Festival, the premier such event in the U.S. Credit for attracting the festival was due in large part to Congressman John Seiberling's staff. The open fields of Howe Farm on Riverview Road, which thereafter became known as the Special Events Site, were transformed into a large show ground. The three-day National Folk Festival attracted nearly 60,000 visitors and represented the largest CVNRA audience to date.<sup>33</sup>



**Figure 51:** Entertainers perform at the CVNRA-hosted National Folk Festival.

32. Superintendent's Reports for 1982 and 1983; and Ron Thoman interview, 26 May 1989.

33. Superintendent's Report for 1983; and David Linderman interview, 31 July 1989.

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The 1984 season brought the National Folk Festival back as well as the following events: the Cuyahoga Valley Lyceum (nineteen programs); Mayday Festival; Art and Nature Show; Days of Romance Concert (with a Dixieland Jazz theme); Celebrate the Sun, Wind, and Open Space Festival; art and photograph competitions; Celebrate Autumn Hiking Festival; Alternative Halloween Celebration; After the Harvest Dance; and Eleanor Roosevelt Anniversary Celebration. Nineteen eighty-five was the third and final year for the National Folk Festival. The year also saw a day-long celebration of CVNRA's tenth anniversary which was attended by Congressmen Seiberling and Regula, Regional Director Charles Odegaard, and NPS Director William Penn Mott.<sup>34</sup>

Molding the park's birthday party and the National Folk Festival together, CVNRA produced the first annual Cuyahoga Valley Festival in September 1986. Fifteen thousand people attended over a two-day period to listen to various types of music, poetry, and dramatic performances; see skydiving exhibitions and wandering mimes, clowns, and puppeteers; eat ethnic foods; and learn about the management mosaic partners at information booths. Evening entertainment includes a dance prior to a concert. Two hundred fifty VIPs and corporate and private sector funding make the Cuyahoga Valley Festival a success each year. Donation boxes and a modest entry fee initiated in 1990 help defray expenses.<sup>35</sup>

A three-year photography project by Robert Glenn Ketchum culminated with an exhibition of CVNRA landscapes at the Akron Art Museum in 1989. The most successful exhibition in the museum's history, Ketchum's work departed for a long road trip to other museums. The CVNRA photographs drew increased attention to the valley as did a special commemorative Ketchum exhibition poster.<sup>36</sup>

In 1990, the cultural arts component of I & VS's program constituted almost 37 percent of all non-information and orientation interpretive contacts. The year marked the highest attendance level for the Cuyahoga Valley Lyceum (2,512). I & VS also instituted a popular ethnic heritage concert series with musical talent representing six ethnic groups paid for through grants from the National Endowment for the Arts and the Ohio Arts Council.<sup>37</sup>

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34. Superintendent's Reports for 1984 and 1985.

35. Albert to Seiberling, letter, 18 August 1986, K1824; Debo to Castleberry, 26 September 1988, K18; Yalinda Rhoden, "A Little Bit of Everything Outdoors: Valley Festival Offers Weekend of Free Fun," *Akron Beacon Journal*, 19 September 1986; and Superintendent's Report for 1986. The first regional boomerang tournament was held at CVNRA in 1986.

36. Superintendent's Report for 1989.

37. Superintendent's Report for 1990.

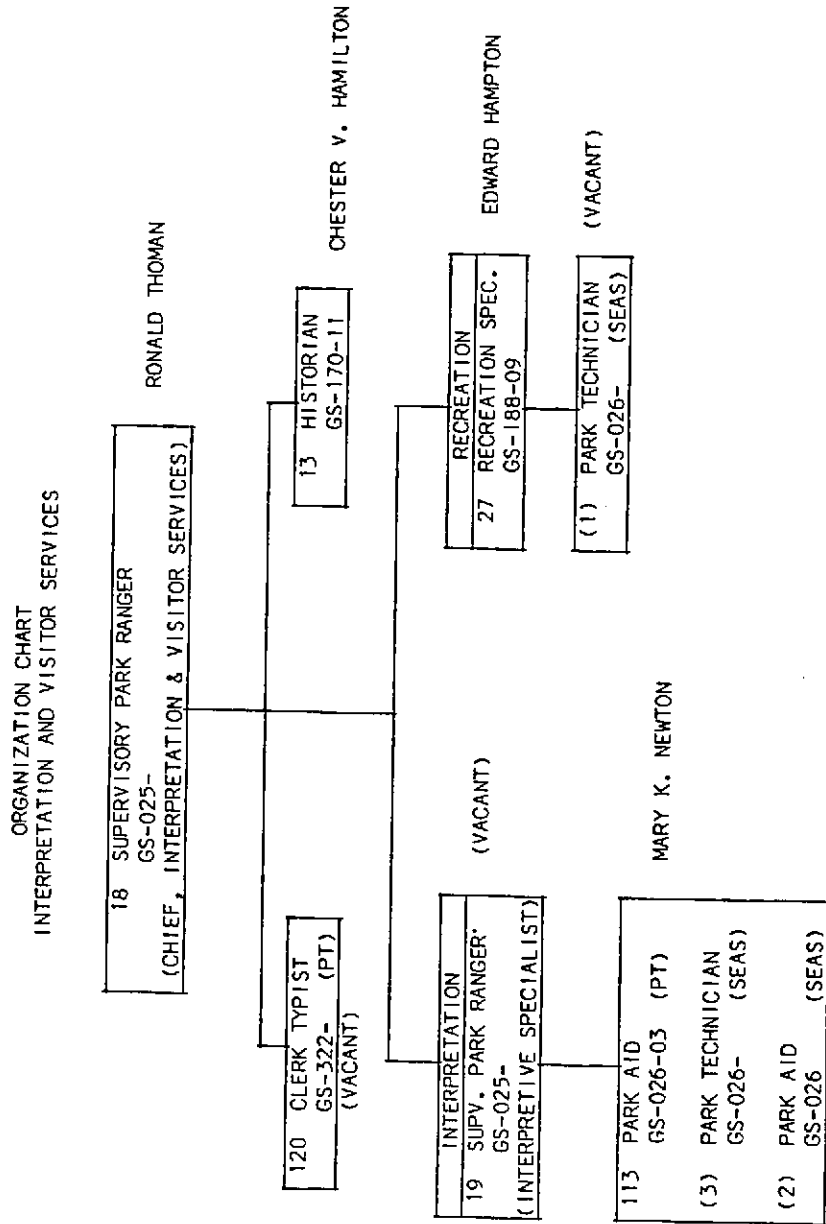


Figure 52: Organization chart, Division of Interpretation and Visitor Services, 1979

INTERPRETATION AND VISITOR SERVICES DIVISION

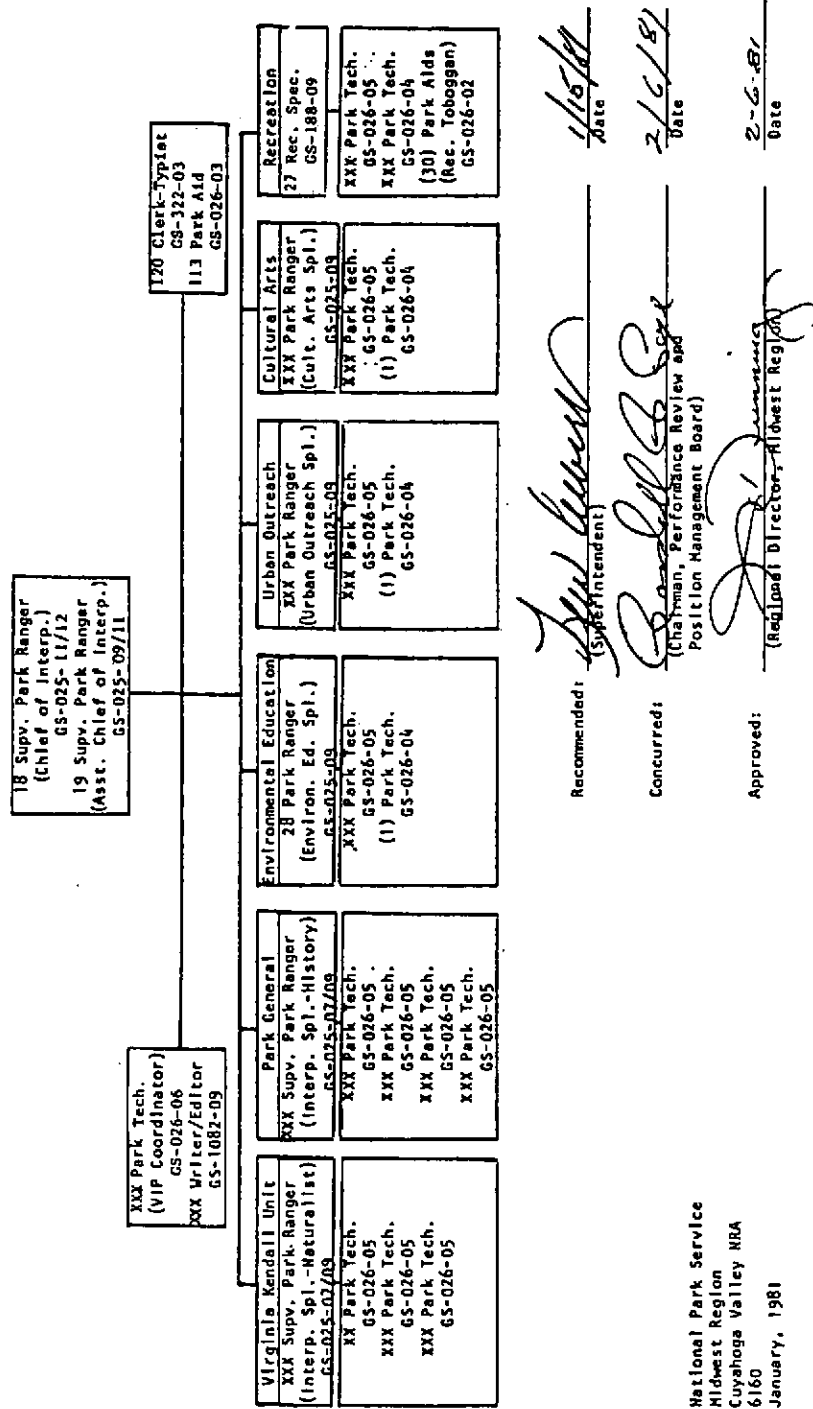


Figure 53: Organization chart, Division of Interpretation and Visitor Services, 1981

Interpretation and Visitor Services

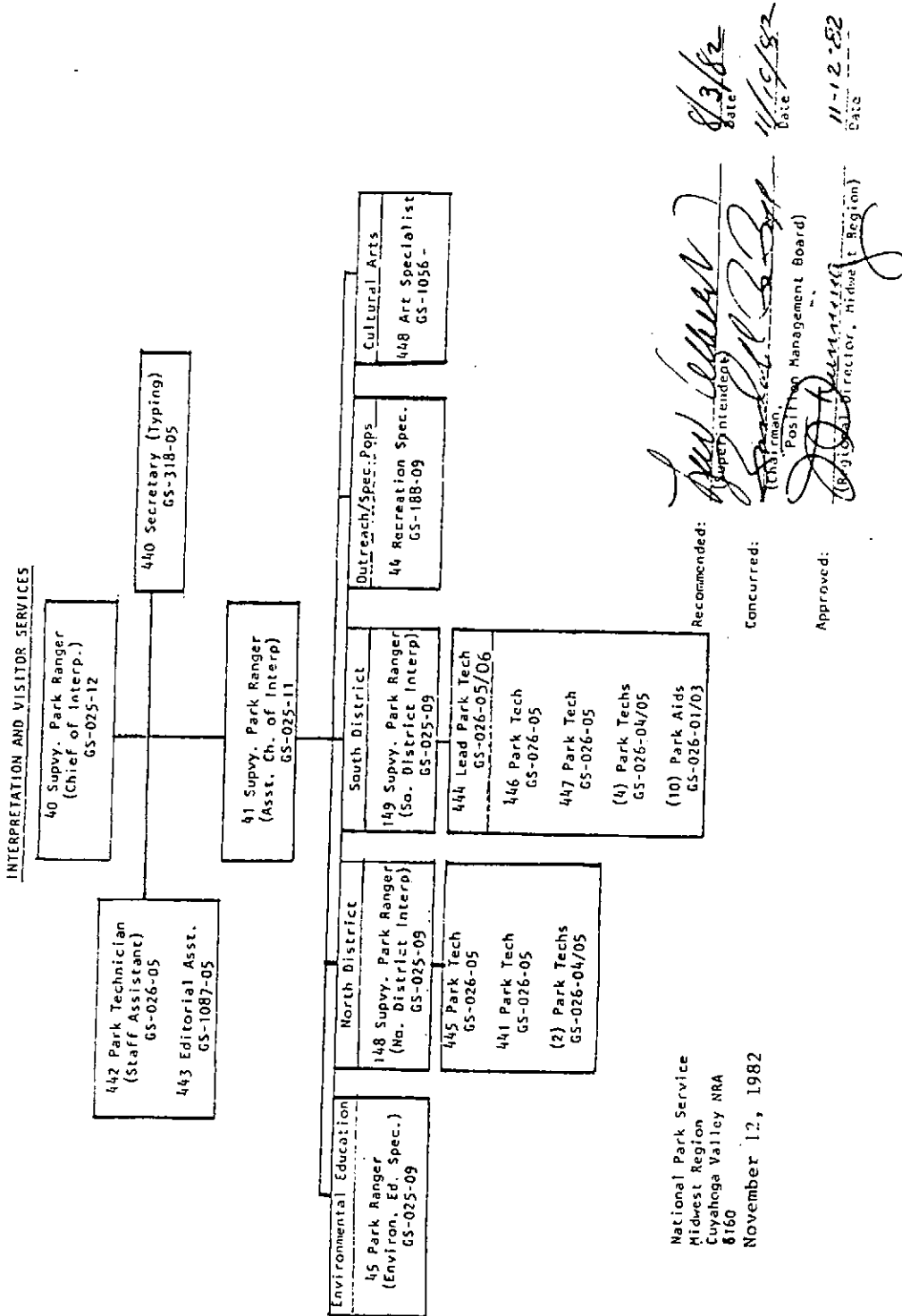


Figure 54: Organization chart, Division of Interpretation and Visitor Services, 1982

INTERPRETATION AND VISITOR SERVICES

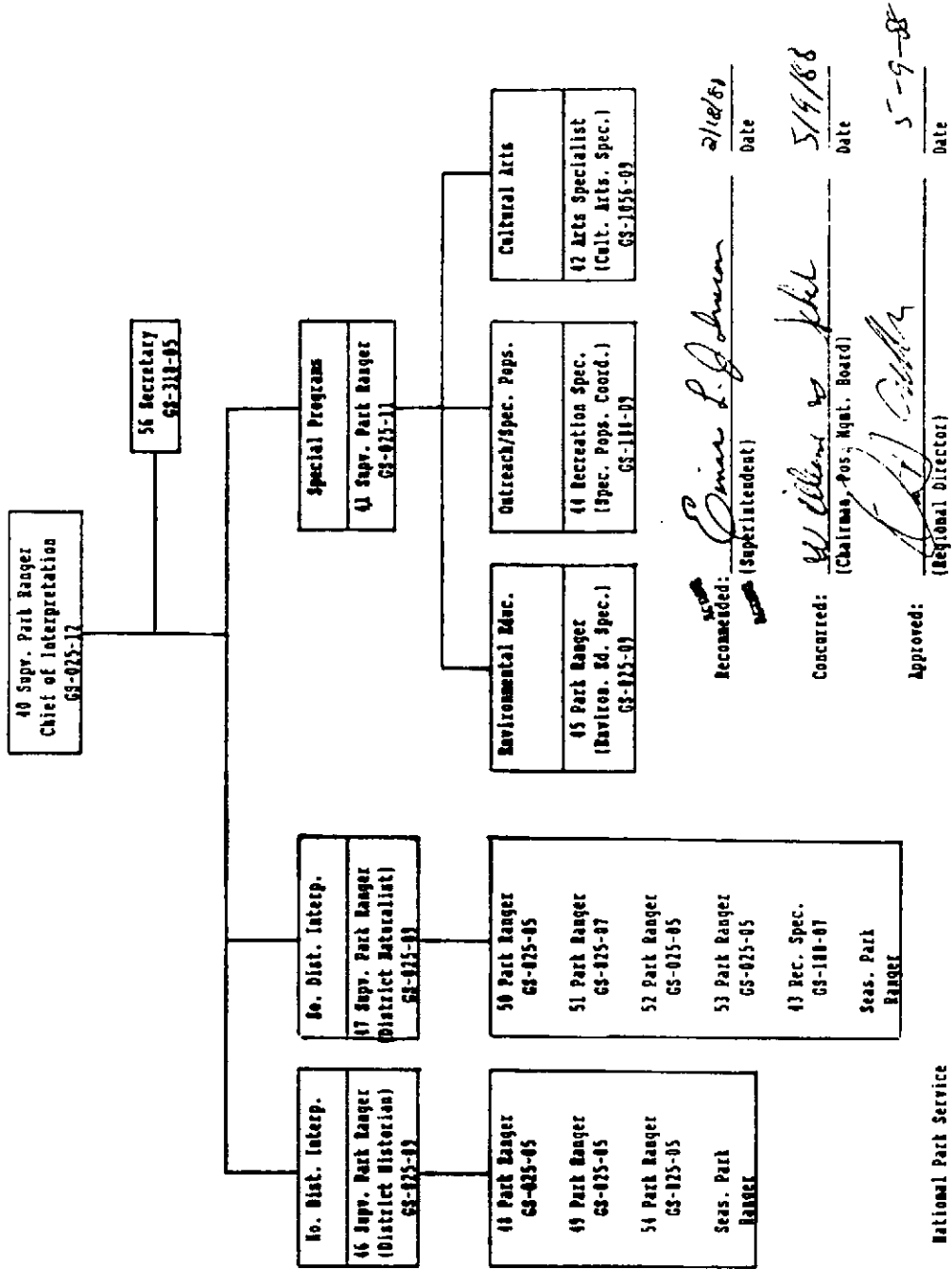
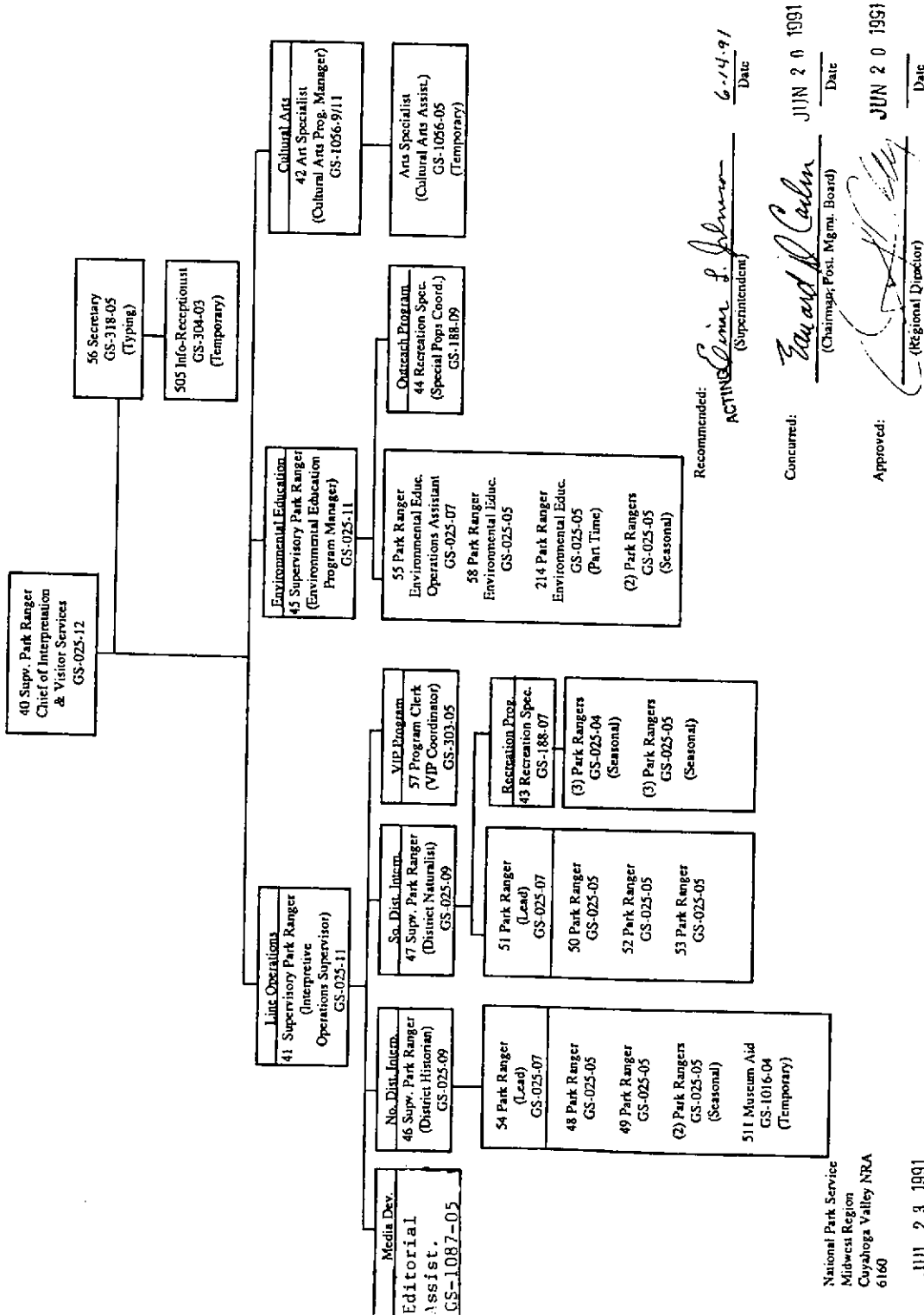


Figure 55: Organization chart, Division of Interpretation and Visitor Services, 1988

Interpretation and Visitor Services

Interpretation and Visitor Services



Recommended: Clair S. Johnson (Supintendent) 6/14/91 Date

Concurred: Edward R. Carlin (Chairman, Post. Mgmt. Board) JUN 20 1991 Date

Approved: [Signature] (Regional Director) JUN 20 1991 Date

National Park Service  
Midwest Region  
Cuyahoga Valley NRA  
6160  
JUL 23 1991

Figure 56: Organization chart, Division of Interpretation and Visitor Services, 1991

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## Chapter 20

### Division of Resource Management and Visitor Protection

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In order to accomplish the goals of resource preservation and enhancement, a number of parkwide policies relating to protecting environmental quality, wildlife, native vegetation, and historic sites and structures will be implemented. Unacceptable uses will be eliminated to the extent possible. However, it should be noted at the outset that the national recreation area cannot be effectively administered in a vacuum, and that the success of any management proposal will depend on efforts by an adequate staff of skilled, dedicated personnel to coordinate environmental programming at Cuyahoga Valley with that being instituted in the surrounding region, as well as with the actions of individuals on inholdings or easement lands.<sup>1</sup>

CVNRA natural resources strategy

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#### An Overview

The CVNRA administrative entity currently called the Division of Resource Management and Visitor Protection (RM & VP) was known from 1975 to 1977 as the Division of Interpretation and Resource Management (I & RM). Interpretation became a separate entity in 1977 (see Chapter 19). RM & VP thereafter focused on cultural and natural resource concerns and law enforcement. RM & VP's cultural programs transferred to the Division of Technical Assistance and Professional Services (TAPS) upon its creation in 1981 (see Chapter 17). This chapter focuses on natural resources management and visitor protection.

Dave Pintar was the first seasonal ranger to enter on duty during the summer of 1975. The following season, Dave Dornfeld from Saint Croix National Scenic Riverway served at

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1. *Final General Management Plan, CVNRA* (Denver Service Center, February 1, 1977).

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CVNRA. In October 1976, Superintendent Bill Birdsell recruited Dornfeld to be the park's first permanent ranger. Birdsell appreciated Dornfeld's experience in being a jack-of-all-trades, particularly in working closely with the Saint Croix Land Acquisition Office, a duty which Birdsell expected him to perform at CVNRA.

Like many employees to follow, Dornfeld had no position description. He reported directly to Birdsell, worked in every aspect of CVNRA operations, and was acting chief of I & RM<sup>2</sup> until Robert J. Byrne, former chief park ranger at Canyonlands National Park, entered on duty in 1977. One of Byrne's first duties was to negotiate for fire and emergency ambulance service with 13 neighboring communities. An early press account of Byrne's activities stated that eventually 100 rangers would be patrolling the valley using patrol cars, horses, and scooters. Byrne was joined that same year by Resource Management Specialist Rodney D. Royce, former chief park ranger at Indiana Dunes National Lakeshore.<sup>3</sup>

While some communities were hostile to National Park Service (NPS) ranger patrols, others welcomed the additional manpower. An early action which demonstrated that the ranger force was a credible and competent law enforcement agency came in 1978 when CVNRA organized a search for a missing autistic adult. NPS rangers from seven states, a special dog team, state patrol helicopter, and boating and scuba-diving assistance participated in a three-day search which ended with the recovery of the man's body from Virginia Kendall Lake.<sup>4</sup>

Despite such high-profile activities, the NPS ranger force was seriously understaffed. A 1979 request to increase the twice-nightly patrol of the Happy Days Visitor Center construction area to guard supplies, equipment, and tools was denied because of lack of personnel.<sup>5</sup> CVNRA Superintendent Bill Birdsell established 24-hour patrols and dispatch in 1980 to protect park residents and resources. Valley residents appreciated the service, and many felt a greater level of security provided by NPS than by local law enforcement.<sup>6</sup> NPS management of Virginia Kendall Park necessitated a small increase in the ranger force. NPS discovered there was more than the traditional heavy summer visitor season. Winter sports were "exploding in popularity"

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2. Dave Dornfeld interview, 18 May 1989. Ranger technician Dick Williams was on duty for seven months in 1977.

3. "CVNRA Welcomes First Chief Park Ranger," undated NPS press release; Pauline Thoma, "Lone Ranger Gets Valley Patrol," *The Plain Dealer*, 5 September 1977; and "Resource Management Specialist Assigned to Cuyahoga Valley NRA," undated NPS press release.

4. Superintendent's Report for 1978.

5. Project Clerk Jo Anne Fearon to Ranger Kortge, record of telephone conversation, 4 September 1979, A46.

6. Transcript of meeting chaired by Congressman John Seiberling regarding CVNRA, Washington, D.C., 22 May 1980.

## *Resource Management and Visitor Protection*

with cross-country skiing leading the way for CVNRA becoming an important winter recreation area.<sup>7</sup>

Nineteen eighty-one was a watershed year for RM & VP's development. Gone was the daily crisis management atmosphere and in its place, Superintendent Lew Albert substituted order by using Route 303 as a dividing line to split CVNRA into north and south districts. Albert's reorganization saw three supervisory positions reporting to Supervisory Park Ranger/Chief RM & VP Brian McHugh: Resource Management Specialist Garee Williamson, South District Supervisory Park Ranger Tom Cherry, and North District Supervisory Park Ranger Gary Pace. Williamson's resource management group, which included a soil conservationist and an ecologist, permitted CVNRA to begin addressing its many disturbed site areas, build baseline resource data to identify research needs, and assist park management in making resource management-related decisions. Rangers place equal emphasis on visitor protection and resource management.<sup>8</sup>

Simultaneous with the reorganization, the FTE or personnel ceiling crunch of the early 1980s struck. While the supplemental seasonal and temporary workforce was curtailed, McHugh resisted further reductions citing a basic operations plan which showed RM & VP at \$400,000 and ten work years below minimum standards. In an appeal to park management, McHugh stated:

The NPS "grapes" have been squeezed for the last 12 years to eliminate non-existent "waste" and to help us be more efficient in our operations. The press has just taken a couple of quick turns in the last few years and we are dry. Any more tightening could break the press and spill the remnants of damaged NPS morale, traditions, and effectiveness in protecting our National Parks.

Enough is enough. We all know that there is not a single unit or Division in this Park that can be considered minimally staffed. Please, tell whoever you have to tell that it is finished, that the maximum efficiency of 10 people cannot be achieved with 6 people. Changes must now be made in the expectation of laws, regulations, guidelines and policies to bring these into line with our highly professional, deeply concerned, hard working and efficient and effective employees.<sup>9</sup>

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7. Superintendent's Report for 1980.

8. Albert to Dunning, 1 July 1981, A6435; Einar Johnson interview, 16 May 1989; McHugh to Management Assistant Steele, 15 March 1982, A26; and Brian McHugh interview, 22 May 1989. According to McHugh (who transferred from Lowell National Historical Park), until 1982, the resource management program was "understaffed to the point of being unstaffed."

9. McHugh to Assistant Superintendent Johnson, 29 April 1983, P38.

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One of the casualties of the reductions was the 24-hour patrol which, to date (1992), has not been revived.

Despite severe budgetary hardships, RM & VP rangers have done a commendable job of making CVNRA a safe and protected area. The NPS law enforcement program has brought crime statistics to record low levels. Statistics for 1990 were as follows: 13 minor larceny/thefts; one visitor assault; one homicide victim's body was deposited in CVNRA; no motor vehicle thefts; and 157 possession of alcoholic beverage citations. RM & VP rangers reported 35,965 contacts for visitor information purposes, 2,089 incidents of assistance to visitors, 4,158 violation warnings, and a total of 347 written citations.<sup>10</sup>

Upon the compilation of a resources management plan (RMP) in 1982, 14 of 21 natural resource projects were initiated including pond, fire, wildlife, and integrated pest management plans; a vegetation inventory; impact monitoring; hydrology studies; an oil and gas study; a hazardous tree plan; special use permits for agricultural lands; and an air quality and acid rain monitoring plan. By 1985, a partial listing of key resource management achievements read as follows:

1. Halting the CEI power lines extending south along the canal, and removal of towers erected before courts ordered a construction halt.
2. Diverting the valley interceptor sewer from the valley floor up along the valley rim outside CVNRA's boundary along Sagamore Road.
3. Removal and cleanup of dumps on Hines Hill Road.
4. Removal and cleanup of auto auction yard on Station Road.
5. Removal of a one-million-tire dump on a floodplain north of Hillside Road.
6. Elimination of most topsoil, sand, and gravel mining operations.
7. Curtailment of further residential and commercial development.
8. Removal and cleanup of Tonkin Garage and Dump (which reverted to a beaver marsh) as well as other commercial operations along major roads.
9. Removal and site restoration of residences.<sup>11</sup>

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10. Superintendent's Report for 1990.

11. Superintendent's Report for 1982; and Ron Thoman, typewritten listing of 10 years of accomplishments for the CVNRA Advisory Commission, 25 April 1985.

(See Chapter 21 for a discussion of these and other land and water use issues.)

In 1990, the division underwent a realignment whereby the two GS-6 lead park rangers were elevated to the GS-7 level and three park ranger positions were reclassified from GS-5 to GS-7.<sup>12</sup>

## **Visitor Protection/Law Enforcement**

NPS did not experience smooth sailing in establishing its law enforcement program at CVNRA. Surprisingly, the U.S. attorney in Akron initially opposed establishing a collateral schedule for citations because his office was too busy to prosecute the largely minor NPS misdemeanor cases. The U.S. attorney did not relent when reminded of the congressional mandate to enforce the law within CVNRA. While taking the NPS request under advisement, he refused to handle any misdemeanor cases brought to him. As Bill Birdsell explained to the U.S. magistrate: "This has effectively left us with no law enforcement authority, a situation that is not only untenable for us but directly in opposition to the intent of Congress in establishing CVNRA." The situation in Cleveland was similar in that misdemeanors were routinely dismissed and only the most aggravated cases were taken. Resolution of the collateral schedule problem finally came in late 1978, with an effective date of January 1, 1979.<sup>13</sup>

Activity to secure concurrent jurisdiction began in 1977 and did not go into effect until May 25, 1981. The four-year delay was due to a lack of Ohio's statutory authority to cede jurisdiction to federal land-managing agencies within the state, and the matter languished until legislation came from Columbus.<sup>14</sup>

A bond schedule for persons charged with violations of Title 36 of the Code of Federal Regulations (CFR) came in January 1982. Those arrested within CVNRA are booked at the detention center in Twinsburg, and bond arrangements are made by rangers certified as deputy

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12. Superintendent's Report for 1990.

13. Birdsell to U.S. Magistrate Charles Laurie, letter, 23 December 1977, (quote); Birdsell to Interim U.S. Attorney William Beyer, letter, 3 February 1978, W34; and U.S. Attorney, Northern District of Ohio, James R. Williams to Chief Ranger Robert J. Byrne, letter, 14 November 1978, L34.

14. Dunning to Ohio Superintendents, 28 August 1981; Governor James A. Rhodes to J. L. Dunning, letter, 25 May 1981; and Regional Solicitor to Beal, 31 October 1977, W30.

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clerks of the court. Offenses outside the purview of 36 CFR are booked and taken before the nearest magistrate.<sup>15</sup>

Negotiating police and fire protection agreements with local jurisdictions also did not materialize overnight. Some jurisdictions delayed reaching agreements because of uncertainty or mistrust of NPS. For example, by 1978, only five of eleven jurisdictions had such agreements with NPS.<sup>16</sup>

During the Birdsell superintendency (1975-1980), CVNRA had a high-profile, aggressive ranger force which encountered hard-core law enforcement challenges alien to most NPS units. In 1980 alone, part-one felonies (rape, homicide, robbery, larceny, arson, and other major crimes) peaked at 150. The principal cause was the near-chaotic atmosphere at Virginia Kendall Park caused by the lack of an alcohol prohibition (see Chapter 12). As the only Ohio park where alcohol was permitted, CVNRA's Virginia Kendall Park gained the reputation of being "the party park" and was a haven for imbibing teenagers and young adults, which then attracted a criminal element eager to exploit the situation. It was not uncommon to see twelve rangers patrolling the Virginia Kendall Ledges parking lot encountering all forms of alcohol, drugs, weapons, and various other offenses, and having to draw their weapons, batons, and mace. After "educating" this problem group with extensive contacts, Chief Ranger Brian McHugh's rangers enforced a 1982 alcohol ban which largely ended the disruptive activities and brought back traditional family groups to CVNRA.

Building upon the alcohol prohibition, McHugh, with Albert's blessing, instituted a crime prevention program to minimize crime within the park. As NPS instituted regular law enforcement patrols, arrests and citations began dropping dramatically. Even when CVNRA's visitation surpassed the one million mark in 1984, felony arrests kept declining. The following year criminal activity was so low that no felony arrests were made. Misdemeanors such as disorderly conduct, motor vehicle accidents, and alcohol and controlled substance incidents declined so much that in 1986, misdemeanor citations stood at 60 compared to 500 in 1980. Presently there are ten visitor protection rangers on duty during a 16-hour day, with at least one active patrol in both North and South Districts.<sup>17</sup>

Arson and vandalism were serious law enforcement challenges during the late 1970s and early 1980s. These criminals preyed on the many residences purchased by NPS which were

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15. Acting Visitor Protection Specialist Kenneth Johnson to all law enforcement personnel, 29 January 1982, W34.

16. Superintendent's Report for 1978; and Geri Coleman, "Cuyahoga Valley Park Lacks Pacts for Fire Service," *Akron Beacon Journal*, 4 January 1979.

17. Superintendent's Report for 1983, 1984, 1985, 1986; Einar Johnson interview, 16 May 1989; Brian McHugh interview, 22 May 1989; Dave Dornfeld interview, 18 May 1989; and Ron Thoman interview, 26 May 1989.

## *Resource Management and Visitor Protection*

boarded up and awaiting removal. One year saw as many as twelve cases of suspected arson. One arson case, involving the destruction of a historic house in 1979, brought about the arrest and conviction of an adult and two juveniles who were also implicated in other CVNRA arson-related crimes. During one week in 1984, arsonists inflicted additional damage to the Mackey and Cochran houses.<sup>18</sup>

Ranger communications were first centered at Pine Lane, then Everett, and finally a modern communications center at the Coonrad house, the base of the North District Ranger Station. The first rudimentary system became so overloaded that there were instances when rangers were unable to contact anyone to request vehicle registration information, ambulance, or backup. Off-duty personnel were relied upon to monitor the radio whenever possible, obviously an impossibility in the late evening or early morning hours or when no one was at home. An upgrade finally came in 1980 with a multi-channel radio console, radio recording equipment, alarm console, and telephone switchboard.<sup>19</sup>

In 1987, CVNRA intensified its marijuana eradication efforts by purchasing additional equipment. The previous year, rangers detected marijuana being cultivated within CVNRA with a street value of more than \$700,000. Rangers became adept at identifying areas prepared for cultivation, initiating surveillance, apprehending, and cooperating in the successful prosecution of felony marijuana cultivators. While efforts were normally concentrated on helicopter overflights of 500 feet during the height of the growing season, at a cost of \$4,000 per flight, NPS has expanded its helicopter flight times to other phases of the growing cycle whenever funding permits.<sup>20</sup>

In October 1991, an extended surveillance effort by the visitor protection staff, augmented by Midwest Regional Office and Washington Office ranger activities personnel, resulted in numerous arrests and the eradication of marijuana plants in 23 separate plots. Estimated street value of the illegal hallucinogen was placed at \$1.2 million. One of the individuals allegedly had been cultivating marijuana within CVNRA for as long as seven years. The highly publicized sting operation put all criminals on notice that CVNRA rangers would take whatever measures were necessary to halt similar illicit activities within park boundaries.<sup>21</sup>

Visitor protection rangers are also accountable for tracking visitor use statistics. CVNRA lacked an accurate system until Denver Service Center statisticians developed one in 1982. It

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18. Dave Dornfeld interview, 18 May 1989; Advisory Commission meeting minutes, 22 March 1979; and McHugh to CVNRA Field Employees, 23 April 1984, W34.

19. Superintendent's Report for 1980; and Chief Ranger Robert Byrne to Birdsell, 26 July 1979.

20. Albert to Castleberry, 13 April 1987, W34.

21. "Cuyahoga Valley Drug Arrests 91-560," Ranger Activities Division Morning Report, 15 October 1991.

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yielded an immediate 25 percent increase over the 1981 visitation figures. In 1987, the visitation accounting system was computerized.<sup>22</sup>

Safety is also a key program and CVNRA has enjoyed continuity by having Dave Dornfeld serving as safety officer from 1979 to the present. Initially Dornfeld was charged with inspecting NPS-acquired properties to identify hazards such as gas tanks, broken glass, or hazardous trees. His duties have expanded to include building inspections to identify life safety code violations, onsite inspections of contracted projects, attending pre-construction meetings, surveying lands prior to acquisition for hazardous wastes, training, first aid, boards of review and inquiry, and reporting. Safety-related recommendations have resulted in a marked decline in visitor accidents and injuries. Dornfeld accomplishes the safety program as a collateral duty, while also performing visitor protection, tort claims coordination, fire arms instruction, and communications supervision.<sup>23</sup>

## Natural Resources Management

Under Garee Williamson's stewardship, the natural resources program has made solid progress from its birth in the early 1980s. When Chief Ranger Brian McHugh entered on duty in 1981, he found an almost exclusive concentration of resource management attention being paid to cultural resources preservation in the form of securing historic buildings to the near exclusion of natural resources management. Williamson and his small staff of resource management specialists developed a new resources management plan with numerous actions to build baseline data. While the program is still in the reactive mode, resource management specialists have found that NPS policies, practices, and philosophies do not always apply to urban recreation areas like CVNRA, a park which does not fit the mold of traditional (western and rural) NPS units.<sup>24</sup>

A thread of resource management continuity from the Birdsell to Albert eras was the Environmental Management Review Committee (EMRC) made up of park personnel. Originally conceived by NPS Director George B. Hartzog, Jr. (1964-1972), EMRCs were mandated at all units to assist managers in monitoring projects to assure the best environmental quality possible. Although the requirement lapsed after Hartzog's 1972 departure, Bill Birdsell saw the need to institute an EMRC at Cuyahoga in 1979 to advise him on how to maintain high environmental and aesthetic integrity. Albert reappointed the EMRC and it continued until a vigorous resource

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22. Superintendent's Reports for 1982 and 1987.

23. Dave Dornfeld interview, 18 May 1989.

24. Brian McHugh interview, 22 May 1989.

## *Resource Management and Visitor Protection*

management program made it obsolete. Under Ron Thoman's direction, the EMRC met monthly to review planning documents, policies, construction plans, contracts, agreements, operating procedures, and management mosaic actions to ensure high environmental standards. The EMRC served as the "eyes, ears, and conscience of park management."<sup>25</sup>

Natural resources managers oversaw site restoration activities once buildings were removed. In order to minimize environmental impacts, it sometimes proved necessary to split buildings in thirds or tear them apart to avoid removing trees. While citizens could not understand why NPS was "tearing down all of these gorgeous houses," the low bids on removing houses were equally baffling. Many did not realize how costs escalated or how much their new investment would be damaged extricating it from wooded areas.

In 1983, a \$250,000 contract was let for soil erosion control and vegetation restoration on eleven of the most disturbed sites. That same year a complete land restoration cost estimate was set at more than five million dollars. A degraded site restoration plan developed in 1987 addressed special problem areas like steep slopes, restrictive soil conditions, and poor drainage areas. To stabilize these areas and assist natural succession, resource management specialists have had success in planting native trees and grasses as well as placing rip-rap stone to stabilize water courses. Seriously disturbed sites with sterile soil require extensive attention to establish grasses before natural succession can occur. Amendments to existing soil composition and plowing, fertilizing, seeding, and mulching to produce new topsoil are required before woody vegetation can thrive.<sup>26</sup>

In the aftermath of the June 5, 1976, collapse of the Teton Dam near Grand Teton National Park, NPS adopted a new dam maintenance program. In 1983, NPS Dam Specialist Charles Karpowicz came to CVNRA, which had already experienced the failure of Virginia Kendall Lake's dam, to conduct an evaluation of dam safety. As CVNRA did not wish to drain all of its impoundments, Karpowicz gave advice on what remedial steps could be taken. Recommendations included such measures as removing trees and brush from emergency spillways and dams, eliminating burrowing animals and filling the dens, introducing riprap, and monitoring. Poor conditions of the primary spillway metal pipes necessitated the immediate drainage of Sylvan, Meadow Edge and Foxtail pond dams.

CVNRA analyzed its 65 ponds for water quality and determined that less than a dozen were manageable based upon resource-based parameters of dissolved oxygen, depth, and size. The pond management plan (an addendum to the resources management plan) developed from

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25. Thoman to Albert, Johnson, and Steele, EMRC role and function statement, 2 February 1981, A98.

26. Dave Dornfeld interview, 18 May 1989; Superintendent's Report for 1983; Acting Superintendent Johnson to the files, 30 March 1987, L7617; and *CVNRA Briefing Book*, Odegaard to Seiberling, 4 November 1986.

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this assessment advocated actions to maintain these ponds for recreational use. Hazardous ponds were removed and sites restored. Rehabilitation of managed ponds began in 1985 and ended in 1987. Karpowicz also advised CVNRA to monitor non-NPS dams which could fail and flood park lands. When privately-owned impoundments are acquired by NPS and are found to meet pond management plan requirements, they will be maintained for public recreational use.<sup>27</sup>

Superintendent Birdsell and resource management staff had a real impact on shifting the route of the Cuyahoga Valley Interceptor Sewer (CVIS) project. In 1960, Cuyahoga County commissioners approved a proposal to construct the sewer along the valley floor, but no action came until 1970 when the Three Rivers Watershed District developed a water quality management plan. The first phase of CVIS began in 1977 and stretched through Cuyahoga County to Brecksville. CVNRA monitored its construction in the park's north end to ensure compliance with restoration of completed areas and resource protection. CVIS's second phase, scheduled to split through the heart of CVNRA, met resistance from NPS, which proposed rerouting CVIS from the valley floor to the valley's rim outside park boundaries. Recognizing the detriment to CVNRA resources, the U.S. Environmental Protection Agency (EPA) concurred with NPS. When the CVIS is completed, it will assist in eliminating effluent discharges into Cuyahoga River tributaries such as Brandywine Creek and will improve the overall water quality in the area.<sup>28</sup>

Resource managers gathered important baseline data from monitoring programs in 1985. Air and water quality data revealed CVNRA to be much cleaner than traditionally assumed.<sup>29</sup>

Monitoring the numerous utility right-of-ways across federal land in the valley is also a primary resource management responsibility. Rangers encourage utility work crews to notify NPS in advance of any construction activity. Because the prevailing corporate philosophy is to clear-cut or take the cheapest and most direct approach in keeping vegetative growth in check, basic maintenance such as tree-cutting is monitored. Rangers educate work crews about resource values and have been successful in modifying traditional right-of-way maintenance practices.<sup>30</sup>

Monitoring of scenic easements and retentions is a similar matter. Scenic easements are difficult because original covenants did not specify what resource values were to be protected. Scenic easements negotiated since the mid-1980s are more detailed. Unfortunately, the vast majority of residents ignore the restrictions, requiring ranger contacts, letter-writing, and follow-

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27. Soil Conservationist Charles Lebeda to RM Specialist Williamson, 1 November 1983, N3043; Brian McHugh interview, 22 May 1989; and Superintendent's Reports for 1983, 1985, 1986, and 1987.

28. Birdsell to Cleveland Regional Sewer District Director Andrew T. Unger, letter, 12 March 1979, D5039; Superintendent's Report for 1980; and Notice of Termination, EPA, 5 May 1986.

29. Superintendent's Report for 1985.

30. EMRC meeting minutes, 28 May 1981.

## *Resource Management and Visitor Protection*

up averaging eight hours per easement. As for retentions, many residents see no problem in encroaching upon park property. According to McHugh:

*There is an encroachment on almost every one where they are using park property outside of what they ever owned. In a lot of cases their neighbor was not the federal government, it was someone else and they never encroached on Farmer Jones. But as soon as it is ours, they take a quarter-acre for a garden. It leaves us scratching our heads wondering.... Eventually these retentions will go away and there will be just the easements left.<sup>31</sup>*

Similar resource management monitoring activity of sanctioned private use of federal land under the agricultural leasing program began in 1988. Based on the approved 1987 cultural landscape report, fields to be kept in agricultural production were identified and leases negotiated.<sup>32</sup>

VIPs are a vital component of the small resource management program. One particularly notable contribution came in 1986 when a VIP completed a 200-page native woody plant study which listed the species, characteristics, and sources of availability for CVNRA native woody species.<sup>33</sup>

Augmentation of the air quality monitoring program occurred in 1989 when the Denver Service Center established a monitoring station at the Earthlore Environmental Education Campus. A three-year research study on whitetail deer began in 1990 with Sleeping Bear Dunes and Indiana Dunes National Lakeshores also participating.<sup>34</sup>

Rangers respond to environmental emergencies when called upon. A notable incident occurred in August 1981 when an oil spill from a burning tire dump on the park's boundary fouled Haskell Run. NPS hurriedly constructed three dams along the stream to contain the spill and worked with Ohio Environmental Protection Agency to conduct controlled burns four to five times each day. It took more than a week to burn off an estimated 15,000 gallons of oil.<sup>35</sup> (See Chapter 21)

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31. Brian McHugh interview, 22 May 1989.

32. Acting Superintendent Einar Johnson to Regional Director Don Castleberry, 23 December 1987, L1425.

33. Superintendent's Report for 1986. The report accomplished through TAPS by a University of Akron graduate student in botany.

34. Superintendent's Reports for 1989 and 1990. The air quality monitoring program is manned by a VIP.

35. Resource Management and Visitor Protection squad meeting minutes, 10 August 1981.

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Perhaps the most controversial resource management action involved the exotic plant removal program. Resource management specialists observed that when buildings were removed, foundation plantings, lawns, and ornamental landscape trees and vegetation remained. Lawns resisted natural seeding of native vegetation. Foundation and landscaped area plantings clearly defined the area as former homesites, and natural succession was not occurring. Exotics, such as ivy and knotweed, invaded nearby woods and fields. Therefore, removal contracts were altered to include eradication of foundation plantings, scarification of lawns, and removal of all exotic species within a hundred-yard radius. The NPS activity constituted a categorical exclusion under Interior's procedures in compliance with the National Environmental Policy Act (NEPA), meaning there was no need to prepare an environmental assessment or a need for public involvement.<sup>36</sup>

Public scrutiny of CVNRA's exotic plant removal program intensified in 1986 when a typical building demolition and site restoration project took place across Hines Hill Road from Robert Gioia's residence. Gioia watched in horror as 40 blue spruces were ripped from the hillside to be taken to a landfill. Pleas to Superintendent Lew Albert, who explained the species was alien to Ohio, were in vain. The incensed citizen then filed a lawsuit in U.S. District Court in Akron on June 13, 1986, calling for an injunction against the exotic plant removal program on the basis it conflicted with environmental protection regulations and did require NEPA compliance. On June 20, the court issued a temporary injunction prohibiting the cutting of trees for other than routine maintenance.<sup>37</sup>

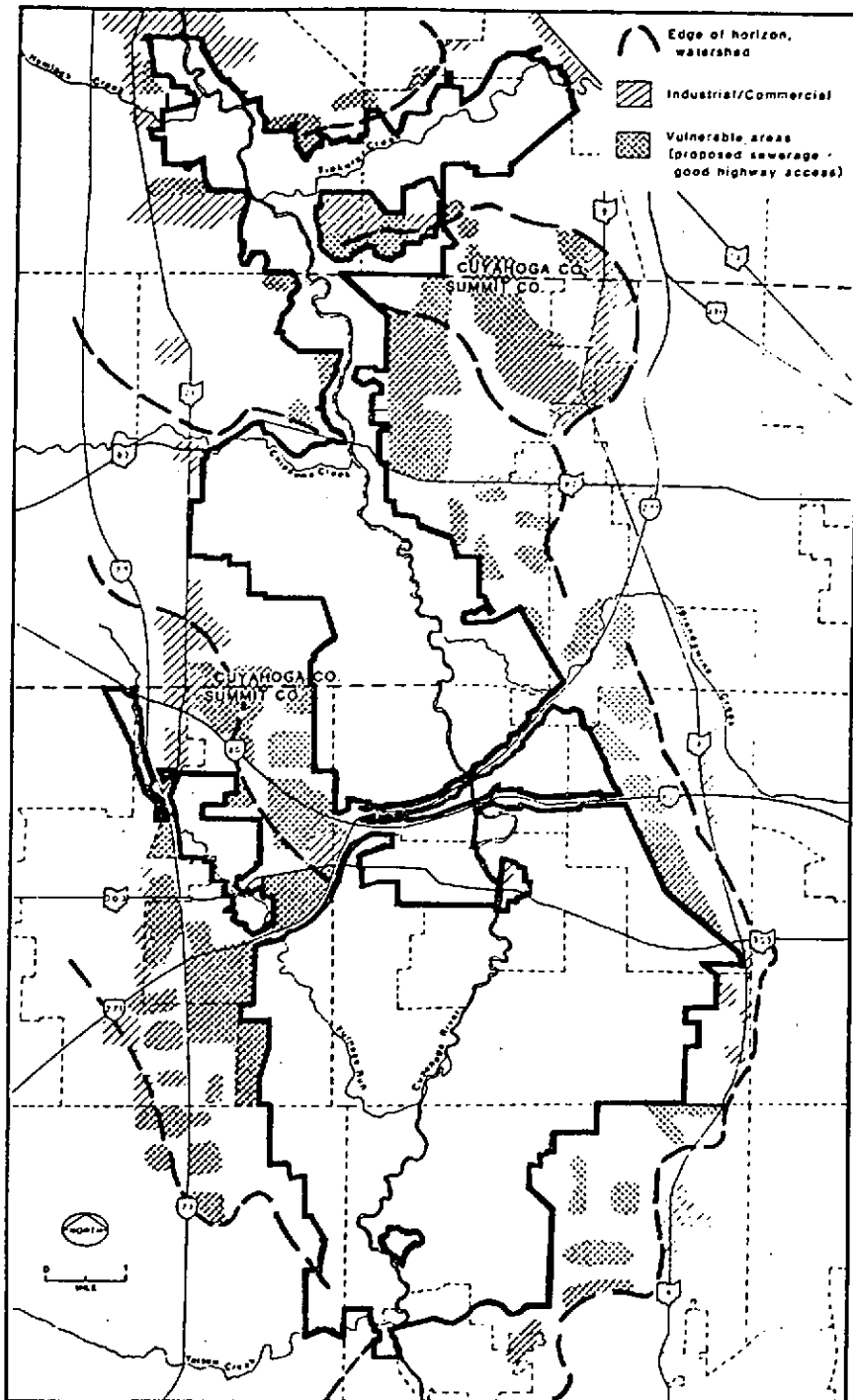
In preparing its case, resource management staff gathered all applicable data, including U.S. Fish and Wildlife Service assistance in ensuring that no threatened or endangered species habitat was being impacted. NPS launched a public information campaign to explain its policies, but the emotional fervor fanned by media attention was difficult to combat. People did not appreciate the exotic vs. native species issue, and could not see beyond NPS arbitrarily destroying healthy trees, particularly majestic blue spruces.<sup>38</sup> As the legal wrangling continued, the court granted continuances on the restraining order, thus impacting CVNRA site restoration activity. In instances where action went beyond routine maintenance, NPS had to submit proposed tree and vegetation removals to the U.S. attorney for approval. Unfortunately, removal of one hundred non-native trees in December 1986 nearly brought a contempt of court citation on a project cleared by the U.S. attorney. Thereafter, all tree-cutting ceased. In early 1987, NPS held a public hearing as well as a 30-day written comment period. Its exotic plant removal

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36. Resource management briefing statement, 1986, A36.

37. "Tree Lovers Felled as 'Aliens' Removed from Peninsula Site," 13 June 1986, and "Tree-Cutting Gets the Ax from Judge," both in *The Plain Dealer*, 13 June 1986; and Robert Gioia vs. Lew Albert, U.S. District Court for the Northern District of Ohio, Eastern Division, Case No. C86-2495, filed 13 June 1986.

38. Kent Kroonemeyer (U.S. Fish and Wildlife Service) to Lew Albert, letter, 7 August 1986; and Director William Penn Mott, Jr., to Senator Howard Metzenbaum, letter, 15 August 1986.



**Figure 57:** This threats of adjacent land use map identifies the horizon or watershed line, industrial/commercial use, and areas potentially vulnerable to development.

## Chapter 20

program became the "exotic plant control" plan which restated established resource management policy. Although NPS intensified efforts to convince the court to lift the "temporary injunction," it continued until the case was dismissed in July 1988 following Robert Gioia's death. The two-year court case, annoying and frustrating for park management, ultimately achieved nothing.<sup>39</sup>

The 1980 "Threats to the Park Report" NPS submitted to Congress included the following for CVNRA:

1. Air pollution from industrial areas and pollution in the Cuyahoga River.
2. Extraction of clay, sand, gravel, topsoil, and presence of landfills, dumps, and oil/gas drilling constitute aesthetic degradation.
3. Adverse land uses such as paper recycling plants, junkyards, dumps, and commercial/industrial uses.
4. Negative impacts from existing roads and multiple utilities.
5. Increasing outside encroachments such as visual intrusions, crowding, traffic, and air and water pollution.<sup>40</sup>

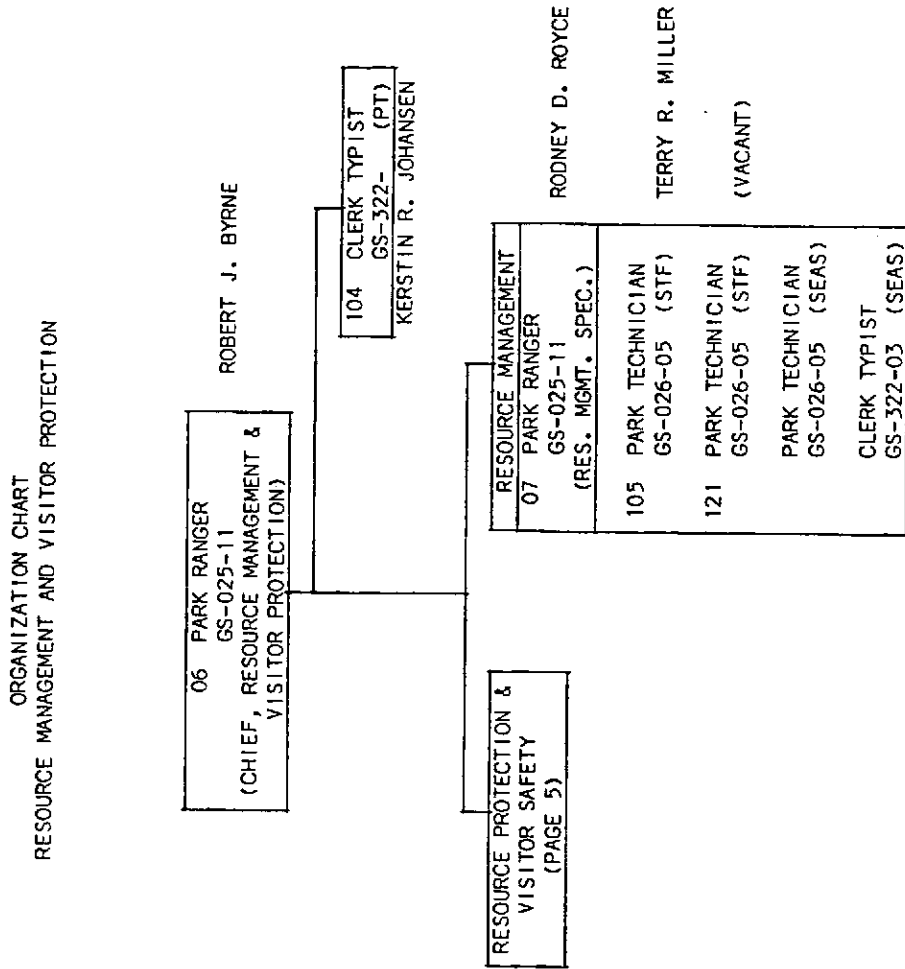
Other resource management concerns involve acid rain; loss of scenic and natural diversity due to succession; exotic animals; roadway maintenance and salt runoff; threatened or endangered species; pesticide uses; erosion control problems on federal and non-federal lands; carrying capacity issues; wood removal for recreational uses; hunting and trapping; lack of baseline data research and monitoring of flora and fauna; noise pollution; and streambank manipulation. The list goes on and is only constrained by an individual's imagination.

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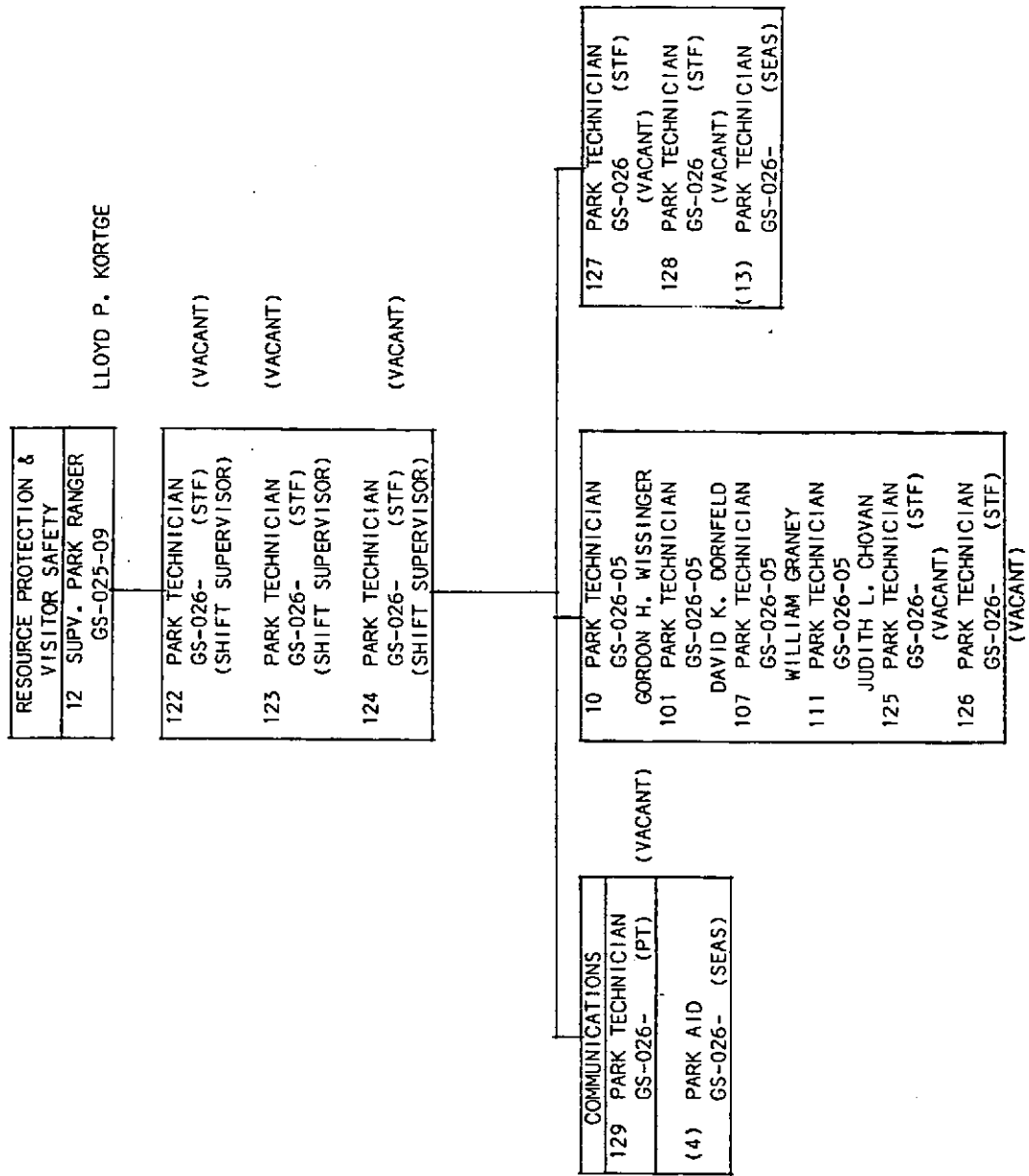
39. Yalinda Rhoden, "Critics Speak at Hearing on Trees," *Akron Beacon Journal*, 6 February 1987; McHugh to Albert, 21 October 1986 and 1 March 1987, W1815; Acting Superintendent Johnson to Assistant U.S. Attorney Richard French, letters, 12 March and 23 October 1987, and 29 April 1988, W32; Albert to French, letter, 15 September 1987; Superintendent John P. Debo, Jr., to Kenneth Pipes, letter, 3 October 1988, N1617; and Lewis S. Albert interview, 13 July 1989. Gioia's legal costs exceeded \$100,000.

40. Superintendent's Report for 1980.

*Resource Management and Visitor Protection*



**Figure 58:** Organization chart, Division of Resource Management and Visitor Protection, 1979



[Continued] Figure 58

Resource Management and Visitor Protection

NATURAL RESOURCE MANAGEMENT AND VISITOR PROTECTION

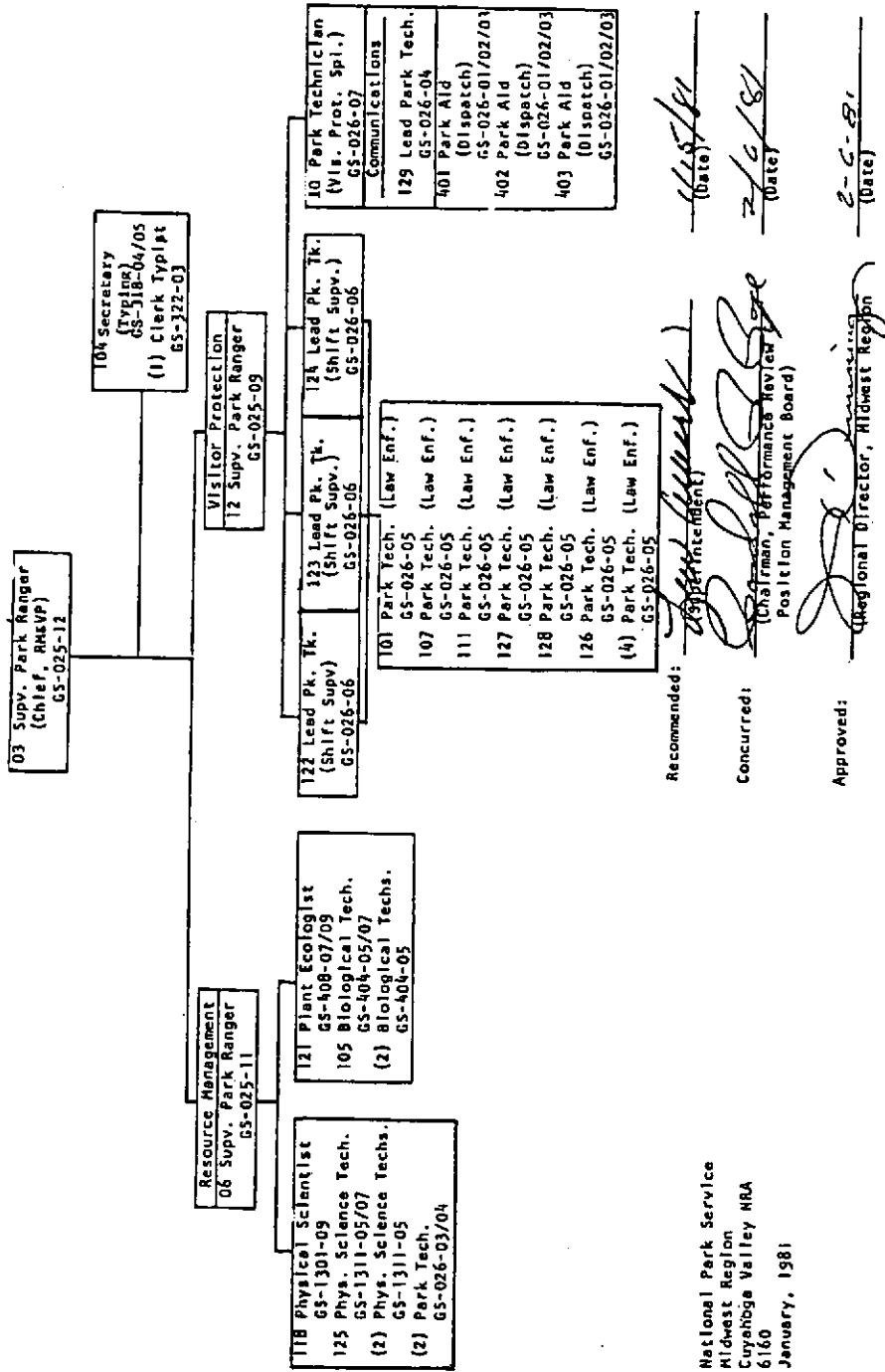
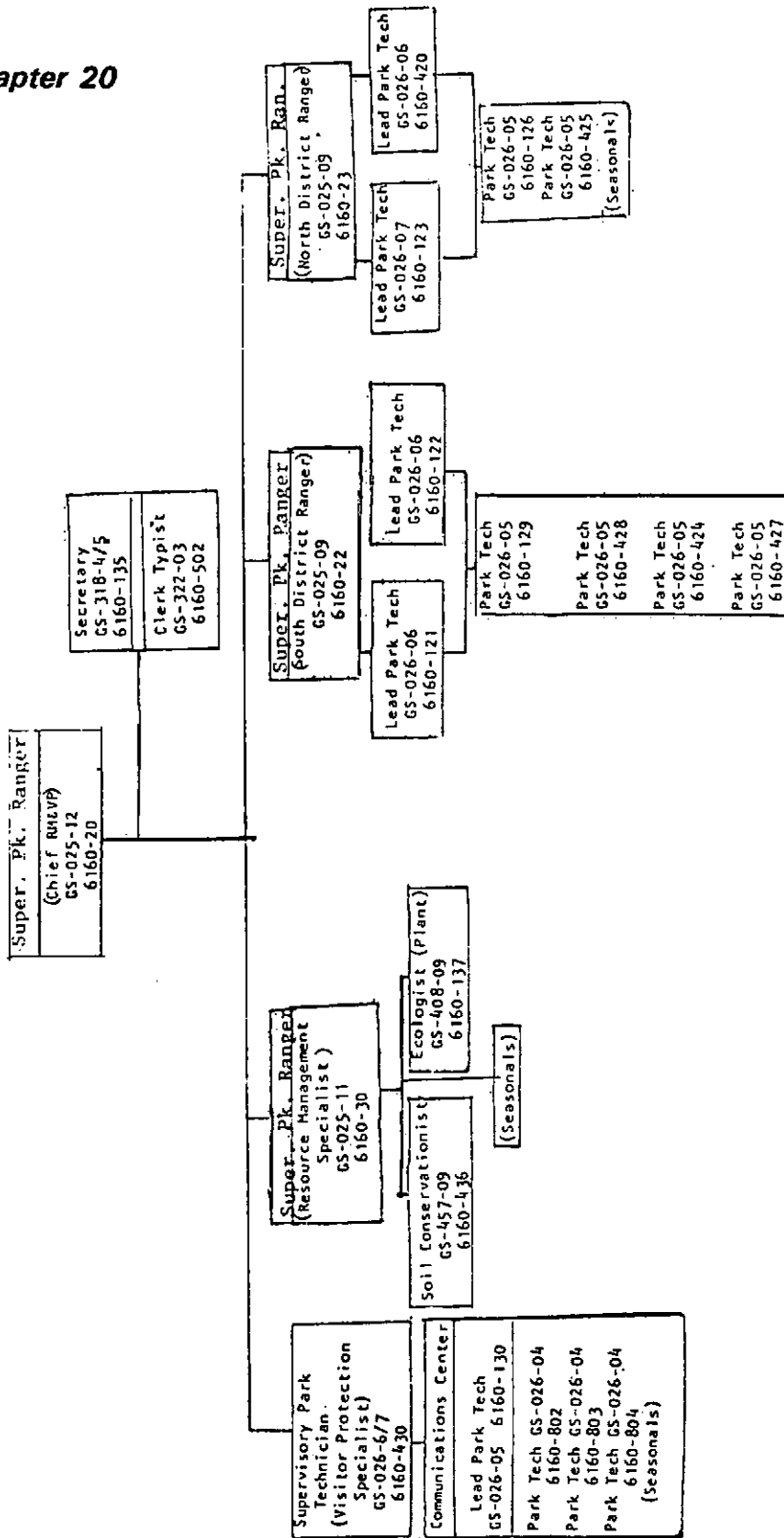


Figure 59: Organization chart, Division of Resource Management and Visitor Protection, 1981



Recommended: *[Signature]* Date: 8/3/82  
 Concurred: *[Signature]* Date: 11/9/82  
 Approved: *[Signature]* Date: 11-12-82

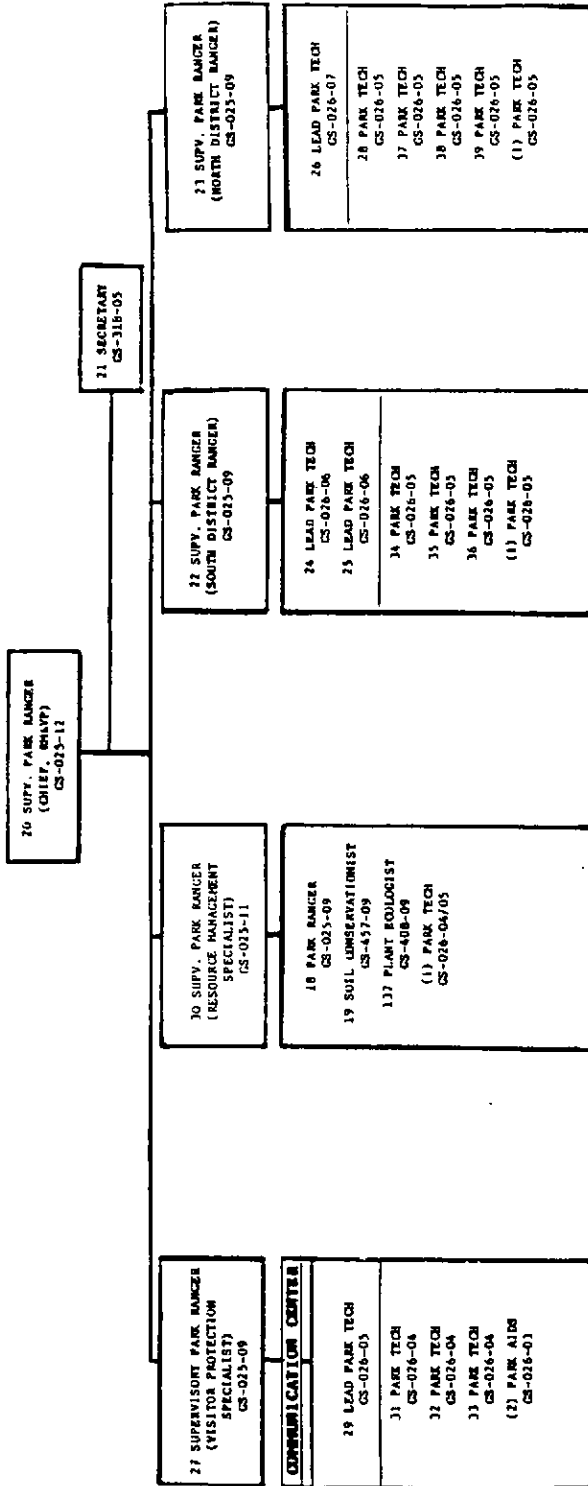
Recommended: *[Signature]* Date: 8/3/82  
 Concurred: *[Signature]* Date: 11/9/82  
 Approved: *[Signature]* Date: 11-12-82

National Park Service  
 Midwest Region  
 Cuyahoga Valley NRA  
 6160  
 November 12, 1982

Figure 60: Organization chart, Division of Resource Management and Visitor Protection, 1982

Resource Management and Visitor Protection

RESOURCE MANAGEMENT & VISITOR PROTECTION DIVISION  
CAYUGA VALLEY NATIONAL RECREATION AREA

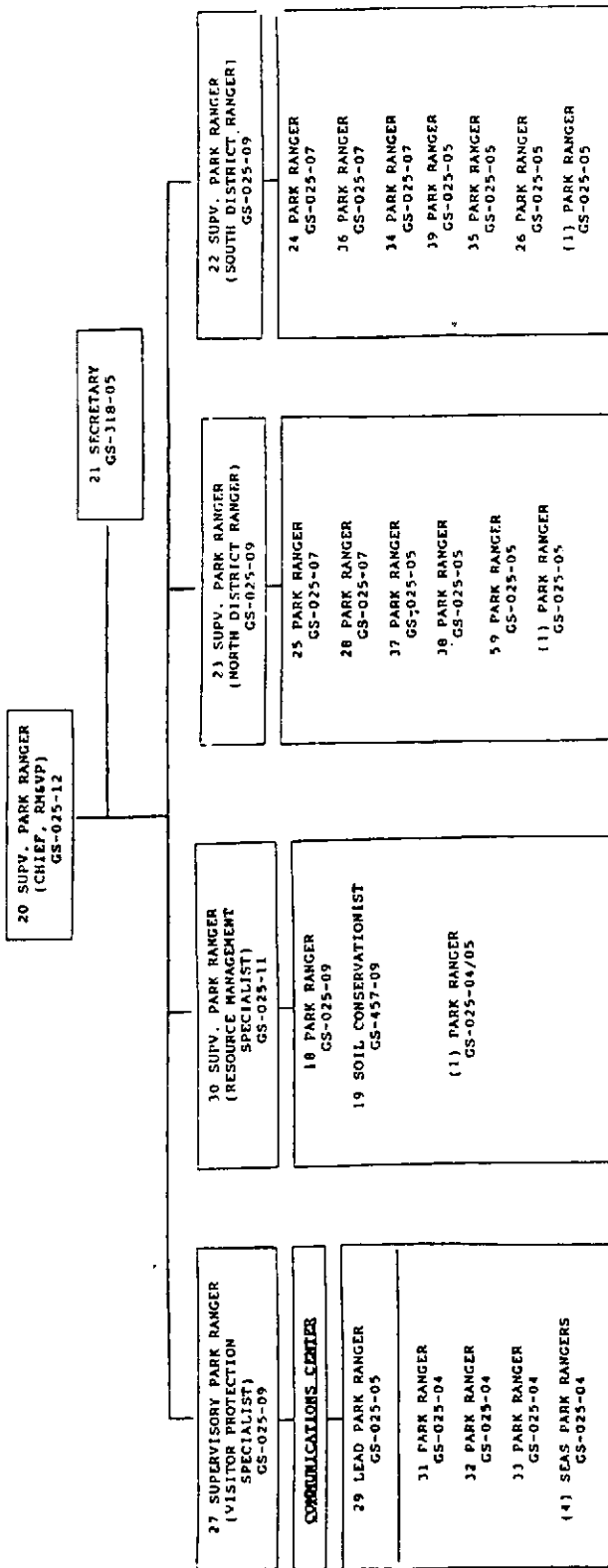


Recommended: Paul J. Brinkley Date: 7/17/85  
 (Superintendent)  
 Concurred: Robert J. ... Date: 7/15/85  
 (Chairman, Performance Review Board  
 and Position Management Board)  
 Approved: William H. ... Date: 7/17/85  
 (Regional Director, Midwest Region)

National Park Service  
Midwest Region  
Cayuga Valley NRA  
6160  
July 17, 1985

Figure 61: Organization chart, Division of Resource Management and Visitor Protection, 1985

**ORGANIZATIONAL CHART**  
**RESOURCE MANAGEMENT & VISITOR PROTECTION DIVISION**  
**CUYAHOGA VALLEY NATIONAL RECREATION AREA**



Recommended: *[Signature]* (Superintendent) Date: 1-3-91  
 Concurring: *[Signature]* (Chairman Performance Review Board and Position Management Board) Date: JAN 31 1991  
 Approved: *[Signature]* (Regional Director, Midwest Region) Date: JAN 31 1991

National Park Service  
 Midwest Region  
 Cuyahoga Valley NRA  
 160

FEB 6 1991

Figure 62: Organization chart, Division of Resource Management and Visitor Protection, 1991

# Chapter 21

## Land and Water Use Dilemmas

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*...in some ways the Cuyahoga Valley is an open wound that needs to be healed. It has many things that need to be healed and healing takes time. Healing takes patience, healing takes concern and healing takes a lot of love. I don't know that the love has always been here for this valley. There has been a lot of rancor. There has been a lot of attitudinal differences about who should be here, whether it should be a park or not be a park. It is a park.<sup>1</sup>*

RM & VP Chief Brian McHugh

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### Cuyahoga River System

Since the industrialization of northeast Ohio, the Cuyahoga River has been abused by man. Ridiculed in 1969 as "the river that burned," the Cuyahoga River's shameful reputation as an open sewer lessened in the wake of public demand to curb excesses of industrial and urban exploitation. Aside from the industries in the vicinity of Cleveland Harbor, the chief upstream culprit impacting the river as it meanders through CVNRA is the Akron sewage treatment plant at Botzum. The city features a combined sewer system which accommodates both sanitary sewage and storm water runoff. During severe storm events only a part of the water can be treated; the excess raw sewage and storm water flows untreated through the floodgates and into the Cuyahoga River.

Via Public Law 91-611, Congress authorized the U.S. Army Corps of Engineers in 1969 to "investigate, study, and undertake measures in the interests of water quality, environmental quality, recreation, fish and wildlife, and flood control for the Cuyahoga River Basin, Ohio." When the Corps of Engineers' Buffalo District Office issued its four-volume *Cuyahoga River*

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1. Brian McHugh interview, 22 May 1989.

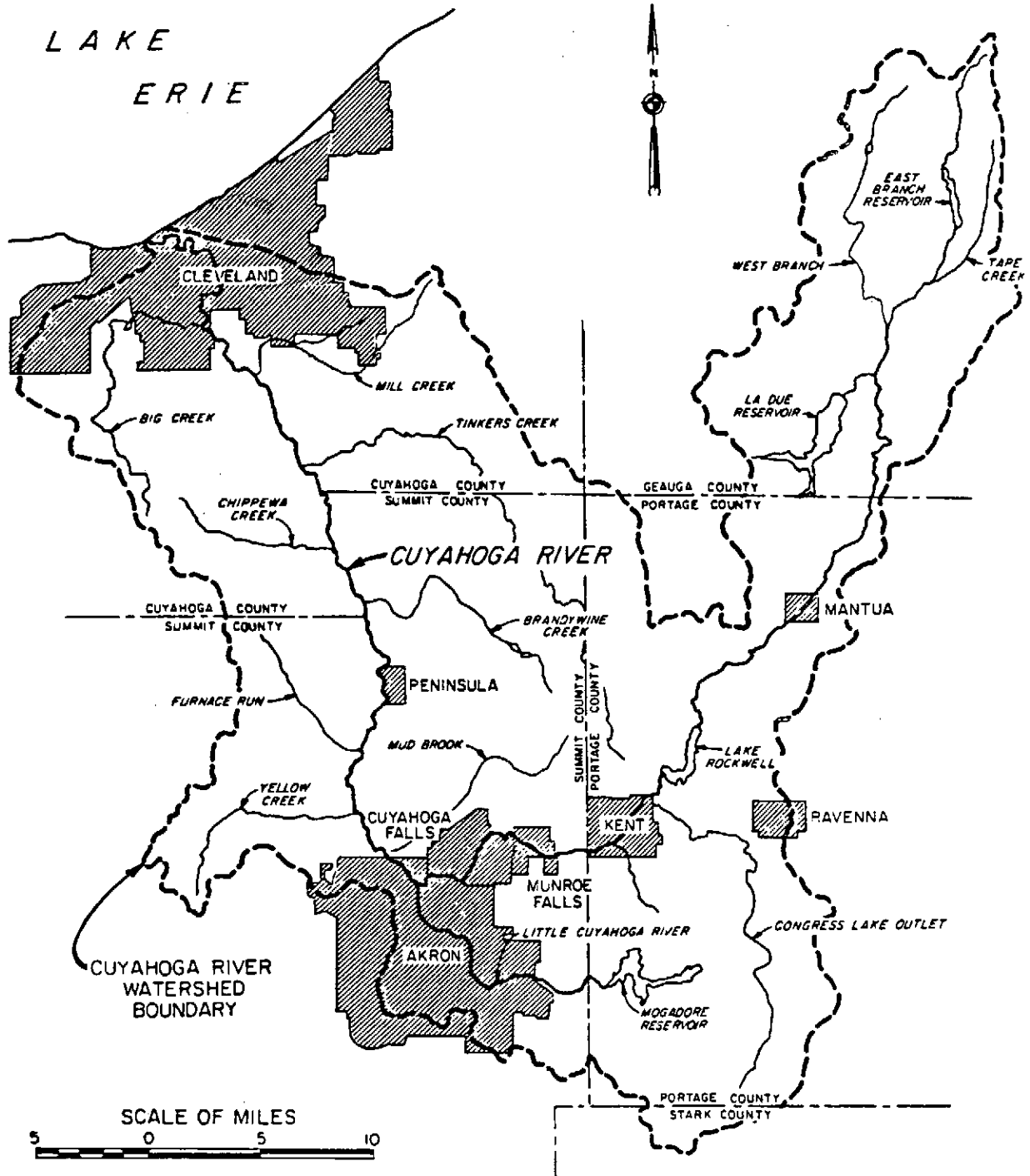


Figure 63: A U.S. Army Corps of Engineers orientation map shows the extent of the Cuyahoga River basin. (Source: *Cuyahoga River, Ohio, Restoration Study*, Corps of Engineers Buffalo District Office, 1985)

## Land and Water Use Dilemmas

*Restoration Study* in September 1971, it called for developing canoe-launching areas along the river and canal along with a trail center.<sup>2</sup> The Corps subsequently amended its report, calling for a settling basin above the head of navigation on the river, a sediment removal project on the lower river, and deferral of Big Creek and the Cleveland Zoo flood control programs. The Corps did not indicate where it planned to dispose of the sediment. At Ohio Department of Natural Resources (ODNR) request, the Corps deferred action on its plan until ODNR finished its recreational study (Mosure, Fok and Syrakis' *Cuyahoga Valley 1975*).<sup>3</sup> With CVNRA's authorization, the Corps began considering the resource management mandate of the National Park Service (NPS).

NPS assists with monitoring and actively promotes returning the river to acceptable water quality. Although NPS views the Cuyahoga as a primary resource within CVNRA, it discourages recreational use by the public because the river fails all primary contact standards.<sup>4</sup> NPS questioned its jurisdiction over the river for a number of years with numerous opinions issued from Interior's regional solicitor as well as county and state officials. CVNRA assessed the viewpoints and formulated the following policies:

1. The NPS has concurrent jurisdiction on the waters of the Cuyahoga River where the NPS owns the underlying fee. The river will be treated the same as the land. Where we own the fee, we can exercise jurisdiction for visitor activities such as boating, hunting, trapping, swimming, etc. on the river waters.
2. The extent of NPS responsibility and authority for river water quality is limited to satisfactory operation of any wastewater treatment facilities the park may have. The federal EPA, operating through the Ohio EPA, has the responsibility to monitor, regulate, and develop water quality standards for the Cuyahoga River. Until the standard for primary contact recreation use is achieved, the park will discourage river use.<sup>5</sup>

Because NPS owned fee interest along most of the river's course through CVNRA, the principal effect of exercising concurrent jurisdiction was to terminate hunting and trapping there.

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2. *Cuyahoga Valley Study*, League of Women Voters, January 1974; and Bureau of Outdoor Recreation Regional Director Roman H. Koenings, to Larry Paul Webb, letter, 10 September 1971, BOR records, D4221.

3. Assistant to the Regional Director Robert S. Chandler to Regional Director, Northeast Region, Chester L. Brooks, 25 January 1972.

4. Lewis S. Albert interview, 13 July 1989; and Gary R. Clark, "Cuyahoga: A Decade Cleaner," *The Plain Dealer*, 20 June 1979. Albert recalled people joking that "nobody ever drowned in the river because they rotted first."

5. Brain McHugh to all RM & VP employees, 7 May 1986, A7219. See regional solicitor opinions dated 13 June 1982, 30 March and 28 July 1983, W1823.

## Chapter 21

The river occasionally faces the problem of illegal dumping. One chemical spill at Botzum in 1981 turned the river from brown to red and caused the bacteria count to skyrocket. Threatened with stiff fines, Akron began complying with the Clean Water Act of 1977 in 1985 by issuing permits to industries which used the city's sewer system. The action was aimed at ensuring that daily pretreatment of the 11 million gallons of industrial toxins and wastes occurred before entering the sanitary system.<sup>6</sup>

In 1986, NPS natural resources managers began tributary stream water quality surveys and found the 23 estuaries met or exceeded standards. State officials hoped the river would reach primary contact standards for recreational use--swimming, canoeing, and scuba diving--by 1988, but the goal was not reached. From daily sampling below Botzum, the river continues to have hundreds of times more fecal coliform content than permitted levels. Water quality continues to improve, however, with the removal of the Macedonia, Brecksville, and Greenwood Village treatment plants and the installation of the Cuyahoga Valley Interceptor Sewer (CVIS, see "Other Dilemmas" section). In 1989, NPS entered into a cooperative agreement with Ohio EPA, University of Akron, Ohio Department of Health, and the city of Akron to conduct "wet weather" testing to provide information on the recovery rate of the river from Botzum overflow episodes. The data will help NPS manage future public use of the Cuyahoga.<sup>7</sup>

The most promising development for improving Cuyahoga River water quality has come as a result of U.S.-Canadian cooperation exercised through the International Joint Commission on the Great Lakes (IJC). The IJC identified 42 areas of concern affecting the health of the Great Lakes, one of which included the Cuyahoga River. For Ohio, the state EPA took the lead in dealing with the river's cleanup and setup the Cuyahoga Coordinating Committee (CCC) to develop a remedial action plan. The CCC serves as an advisory group to Ohio EPA and includes members of government agencies, private citizens, conservation groups, and industry. Formed in the late 1980s, the CCC cultivates public involvement to identify issues and alternatives, and assess costs on means to cleanup the river. The CCC will also recommend appropriate river water quality standards. CVNRA Superintendent John P. Debo, Jr., is a member of CCC. Debo, who has devoted a considerable amount of time to the matter, is determined to get NPS in the forefront of the cleanup effort, to build a constituency for the mistreated river. As Debo stated,

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6. Bill Sloat, "Mysterious Spill Pollutes Cuyahoga River," 17 July 1981, and Jim Carney, "Akron to Start Cleanup of Cuyahoga River," 15 December 1985, both in *Akron Beacon Journal*. Akron is fined \$25,000 each day that untreated wastes go into the river.

7. *CVNRA Briefing Book*, 1986; and Superintendent's Reports for 1986, 1989, and 1990.

## Land and Water Use Dilemmas

*It strikes me as just one more of the ironies of being the superintendent of a national park called the Cuyahoga Valley National Recreation Area. The primary geographic focus of that resource is the Cuyahoga River. It runs the whole length of the park. It is the thread that ties together the whole. I am in the unenviable position of having to tell the public that it is against their better health interests to use the river in any manner other than to stand back and gaze at it.<sup>8</sup>*

### Mineral Interests

While quarrying for topsoil, limestone, clay, sand, and gravel have long occurred in the Cuyahoga Valley, twentieth century extraction of oil and gas has emerged as a primary threat to the overall health of CVNRA. There are numerous active wells within the park. Only six tracts totalling 289.58 acres have subsurface minerals rights outside federal ownership or 1.7 percent of the CVNRA land base. The patchwork of ownerships has made it difficult for NPS to manage and control this activity.

In 1986, there were 38 active oil and gas wells on federal property and approximately 61 such wells on nonfederally owned land within the park. (In 1991, there were 95 active wells in the park in addition to 28 abandoned and unplugged wells.) Associated with the wells are pipelines, tank batteries, and processing equipment. Impacts to the park environment include aesthetic intrusions, safety hazards from leaking and defective equipment, debris, and spilled oil. Because Richfield and Bath Township are among the most active drilling areas in Ohio, CVNRA is confronted by potential adverse affects through disposal of brine waters or oil spills into the Cuyahoga River system. An inventory of wells in the mid-1980s revealed 23 abandoned oil or gas wells on federal property which were improperly plugged. CVNRA began reducing this number in 1985 by plugging 12 wells.<sup>9</sup>

CVNRA's mineral problems were first addressed in 1977 in conjunction with the land acquisition program. Midwest Regional Office (MWRO), CVNRA, and Corps of Engineers staffs met to discuss "lingering problems" and to formulate future policy. Federal policy in the 1970s, shaped by worldwide energy supply fluctuation, was to minimize governmental interference with the exploitation of domestic oil and gas resources. For land-managing agencies like NPS, this translated into the prospect of leaving mineral rights unacquired. In the Midwest

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8. John P. Debo, Jr., interview, 25 May 1989. See also Brian McHugh interview, 22 May 1989. Debo co-chairs the CCC Subcommittee on Recreation Impairments along with Kenneth Alvey of ODNR. Of the sites the IJC identified, twenty-five areas of concern are in the U.S., twelve are in Canada, and five are shared by both countries.

9. *CVNRA Briefing Book*, 1986.

## Chapter 21

Region, however, the decision was made to acquire such rights whenever feasible. Therefore, NPS and the Corps, seeking to conserve land acquisition funds and avoid delays, agreed to the following policies:

1. If a landowner has not entered into any oil and gas leases, full fee simple will be acquired, including a mineral appraisal to be furnished and reviewed by NPS. If tracts are considered to have substantial value because of potential oil and gas interests, the interests will be handled on an individual basis.
2. Tracts involving active leases will be acquired subject to rights of both lessor and lessee. No appraisal of the oil and gas resource will be made. Outstanding rights will be identified by a separate tract number and designated as deferred acquisitions.
3. After the GMP is completed, extinguishment or subordination of oil and gas rights on certain tracts may be necessary, but terms will be developed by NPS in consultation with the lessee, and with execution by both lessor and lessee. (NPS expected the future extent of this to not be extensive.)
4. Plugging of abandoned wells: properties will be acquired without consideration of potential liability for plugging wells. Should NPS policies later mandate plugging, it should be done through programmed operating funds.<sup>10</sup>

In 1977, NPS was dismayed when Camp Ledgewood, a management mosaic partner, sold leasing rights to Park Ohio Industries of Cleveland, an area oil and gas drilling firm. CVNRA has worked diligently to discourage other management partners from following suit. Some homeowners, too, upon learning of NPS's desire to acquire mineral interests, leased their rights immediately prior to NPS purchase. Birdsell's staff prepared a model lease to send to residents which contained stringent restrictions on drilling procedures and handling waste effluent. In a similar vein, Cuyahoga Valley Park Federation Director Sheridan Steele researched the common practices and pitfalls of the drilling industry and circulated a list of environmentally sensitive requirements property owners could make of firms like Park Ohio.<sup>11</sup>

A June 1977, opinion from the regional solicitor determined that NPS lacked authority to impose special use permits on drilling firms operating within CVNRA. Additionally, agreements reached between lessees and lessors prior to NPS purchase of the land remained

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10. Acting Regional Director Randall R. Pope to Brig. Gen. Robert L. Moore, COE Chicago, letter, 21 January 1977, L14.

11. "Gas and Oil in the Valley! Can Scarring be Controlled?" *The Voice*, March 1977; and CVPF Advisory Board meeting, 3 June 1977.

## *Land and Water Use Dilemmas*

binding on NPS. For example, while NPS could direct the placement of an access road, it could not stipulate how it would be built.

In 1984, CVNRA noted an "alarming increase" in oil and gas development in the region with encroachments, trespass, and non-compliance of retentions and easements demanding increasing amounts of staff attention. The following year, NPS obtained a temporary restraining order against Spencer Petroleum Corporation which used a subsoiler pulled by a bulldozer to install more than 4,000 feet of pipeline across NPS land and began drilling without an approved plan of operation. Other firms watched closely to see just how far NPS would go to ensure protection of resource values. NPS held firm and insisted upon litigating. In the spring of 1988, the federal district court ruled against the Spencer pipeline. It represented a victory for preserving the integrity of the entire National Park System.<sup>12</sup>

The aforementioned events precipitated the development in 1988 of an NPS regulation (36 CFR 9.B) requiring the submission of a plan of operation for NPS approval to ensure technologically feasible as well as environmentally acceptable drilling operations. If an impasse should be reached on a plan of operation, NPS now has the authority to initiate an adverse condemnation action. Plans of operation became mandatory for all operations, even those in existence prior to federal acquisition. At CVNRA, Lew Albert insisted that oil and gas removal from lease holdings would not be permitted to cross NPS land. Those who appealed the policy were asked to submit a comprehensive environmental assessment, a process so cumbersome as to discourage any such effort.<sup>13</sup> Plans of operation now require a minimum of 20 acres upon which to drill. After 1989, because there are no tracts larger than that remaining for acquisition, oil and gas drilling cannot be an escalating threat; rather, the activity is expected to decline. Valley wells tend to have a short life span, a maximum of 15 years, and they are of marginal economic value.<sup>14</sup>

Another traditional mineral extraction activity at Cuyahoga involves sand, gravel, and topsoil removal. The negative environmental and aesthetic considerations prompted early agreement that rights to these materials would be acquired simultaneously with an owner's

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12. Superintendent's Reports for 1984, 1985, 1986; Lew Albert to Charles Odgaard, 30 September 1985, L2427; "Park Service Wants Court to Cap Firm's Gas Pipeline," *The Plain Dealer*, 11 October 1985; and Superintendent John P. Debo, Jr., to Regional Director Don Castleberry, 6 May 1988, L3025.

13. Chief Ranger Robert J. Byrne to Birdsell, 22 August 1977, L14; EMRB minutes, 1 June 1981; certified letter to area petroleum companies from Acting Superintendent Robert P. Martin, 11 March 1988, L3025; and Lewis S. Albert interview, 13 July 1989. NPS has also lobbied against bills in Columbus proposing to expedite the permit process and limit the liability of well owners. See Acting Superintendent Einar L. Johnson to Senator Grace Drake, letter, 1 March 1988, A38.

14. Brian J. McHugh interview, 22 May 1989. CVNRA helped the Branch of Mining and Minerals develop the new regulations. Only fifteen parks in the System have active oil and gas operations.

## Chapter 21

surface interests. In 1977, there were six active sand and gravel pits operating within CVNRA, and NPS policy was to eradicate these adverse enterprises. In one notable case, the action went into condemnation and in the meantime, as litigation progressed for more than two years, bulldozers busily stacked up piles of topsoil. Lawyers for the Kurtz family successfully argued that the topsoil constituted personal property and was, therefore, eligible for federal relocation assistance, meaning that NPS was obligated to pay nearly \$1 million to move the dirt out of CVNRA. To reduce the cost to \$400,000, NPS negotiated a special use permit to allow the company to continue normal business for five years. To provide a happy ending to the story, because the company removed so much floodplain soil, the Cuyahoga River inundated it and transformed the blighted area into a thriving wetland.<sup>15</sup>

### The Proposed Independence Landfill

The opening salvo in a controversy which spanned more than a decade came in June 1977 with a strong congressional protest to the Buffalo District Office of the U.S. Army Corps of Engineers concerning a permit to operate a landfill in an expansive open-pit shale mine. The site, 187 acres north and south of Hemlock Road, targeted by developer Peter Boyas to serve as a landfill for metropolitan Cleveland, was deemed by Congressmen Ronald Mottl, John Seiberling, and Charles Vanik to be "critical to the viability" of CVNRA. Citing the serious threats to area water quality as well as adverse impacts to the aesthetic, recreational, and historical integrity of the park, they urged the Corps to deny any such application. Should the Corps have even the "slightest doubt" about similar proposed activities in the area, public hearings should be mandatory.<sup>16</sup>

The city of Independence, where the landfill was proposed, also immediately voiced opposition to the project and launched a concerted campaign to enlist NPS in the battle. The House Interior committees, prompted by Ronald Mottl, were in favor of including the entire area within CVNRA's boundaries in hopes of throwing federal barriers in front of the Independence landfill. To complicate the equation, the Boyas property included a commercial enterprise called the Hydraulic Press Brick Company. The large quarry site from which a lightweight stone aggregate, called haydite, was mined made an ideal sanitary landfill. The cost to purchase the property and the business would be enormous.

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15. Brian J. McHugh interview, 22 May 1989; and Lewis S. Albert interview, 13 July 1989.

16. Mottl, Seiberling, and Vanik to Col. Daniel D. Ludwig, letter, 15 June 1977, A38. Thirty acres were to be used for the landfill (including 17 acres which were 225 feet deep), 52 acres would continue to be as an active haydite quarry. The landfill was forecast to have a 10-year lifespan. See Geri Coleman, "Fight Shapes Up Over Park Area Landfill," *Akron Beacon Journal*, 28 March 1978.

## *Land and Water Use Dilemmas*

With municipal and congressional pressure to accept a boundary adjustment intensifying, Superintendent Birdsell evaluated his options as follows:

1. It would create an inholding by adding the proposed landfill site around the plant to CVNRA. To leave the plant and mining operation would be a very undesirable situation. NPS would have a strip-mining/open-pit mining with no applicable reclamation laws. An operating plant with trucking of materials in and out would be extremely unsightly, noisy, and generally not compatible with park lands. It would constitute a continual source of conflict.
2. Proponents estimate the cost of the operation and land at \$4 million, but NPS has no official estimate yet. That estimate is too low. NPS realty specialists conservatively estimate \$10 million would be needed for acquisition and relocation of the plant, plus additional millions to reclaim the site. Considered in terms of the whole National Park System, it would be a very low priority. Because CVNRA has limited funds, we would not want to jeopardize other more critical acquisitions.
3. Reclamation would be required to make the area useful as park land. Proponents suggest it become an ORV area, but we do not need another one of those. The acquisition cost could not be justified to provide for this use given the fact that additional recreational demands for ORV areas, if it occurs, can be met at many other sites within CVNRA.
4. It is not part of the valley wall, but to the west. The 1976 boundary adjustment did not include the Boyas tract because it was not part of the wall and because the land had already been mined and contained a spoils pile. NPS then and now believes the excessive costs involved cannot be justified.
5. Because the area has already been destroyed by past mining, the landfill may help fill some of the largest excavated expanse. It could improve the area by filling and grading.
6. It is difficult to justify the enormous cost of acquiring and relocating the Haydite plant. The resource mined is found in only six locations nationwide; the closest alternate source is in Indiana.
7. We believe the responsibility is local, and it is up to the city and Ohio EPA to resolve. Park boundaries must be established according to sound park planning priorities. CVNRA was established to protect natural and cultural resources. The boundaries should not be expanded solely to eliminate land use conflicts adjacent to the park.<sup>17</sup>

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17. Birdsell, typewritten "Concerns regarding addition to CVNRA land now owned by Hydraulic Press Brick Company and proposed for Landfill, Independence, Ohio," undated [circa 1978]. Paraphrased and quoted from original.

## Chapter 21

Citizens' groups, such as Save Our Independence Land (SOIL) and the Independence Homeowners-Citizens Association, also joined the fray, but Birdsell, backed by MWRO and Washington Office; held firm to his position. Birdsell informed them that NPS would work with the city, SOIL, and others to oppose the landfill, but it would not litigate nor would it support a boundary amendment. NPS support on the latter became moot following Ronald Mottl's insistence that the tract be included. Because Congressman Phillip Burton agreed with Mottl, the measure remained within Public Law 95-625, the National Parks and Recreation Act of November 10, 1978.<sup>18</sup>

Including the area within CVNRA did nothing to lessen the controversy. On the local level, the planning commission unanimously rejected Boyas's rezoning request. Seiberling and Mottl blasted the Ohio EPA, which was considering issuance of the requisite permit. The congressmen vehemently protested the action as "100 percent contrary to the wishes of Congress."<sup>19</sup> Congress could not appropriate funds to buy it until a firm property valuation could be performed. In the meantime, both Interior Secretary Cecil D. Andrus and NPS Director William Whalen visited the site and reaffirmed that the fight was indeed a local one.<sup>20</sup> Nature intervened on the side of conservationists when the Hemlock Road Bridge across the Cuyahoga River washed out during high water. Access to the controversial area was restricted.

In August 1981, the Ohio EPA issued the landfill permit to Boyas Excavation Inc. The CVNRA Advisory Commission went on record as "unalterably opposed" to the landfill, and NPS began considering what alternatives it might use to protect CVNRA from degradation, including closing park access roads to trucking. When city officials pointed out that the proposed landfill violated technical elements of Ohio statutes, Ohio EPA, which refused to overrule the local zoning restriction, revoked the permit and asked Boyas to apply for an amended application. The legal battle between Boyas and the city concerning zoning further intensified in 1982, when Boyas filed a lawsuit (which was dismissed in early 1983 only to be appealed by Boyas) in federal court to reverse adverse Independence zoning. The issue also went to the Ohio Environmental Board of Review before which NPS testified in opposition, pledging it would seek means short of acquisition to prevent park lands from being used as a landfill.<sup>21</sup>

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18. Birdsell to files, 9 November 1977 meeting on Independence Landfill, 1 December 1977, L14; and John Seiberling interview, 26 January 1990.

19. Seiberling and Mottl to James F. McAvoy, Director, Ohio EPA, letter, 13 March 1979, L14.

20. Andrus to Mottl, letter, 17 April 1979, A3815; and Beal to Washington Office chief, mining and minerals, 23 May 1979, L14.

21. Jimmie L. Dunning to Tommie P. Patty, undated letter, filed in 1981 CVNRA Advisory Commission book; "Ohio EPA Pulls Landfill Permit in U.S. Park Site," 22 November 1981, and "Landfill Battle Goes Finally to U.S. Court," 26 March 1982, both in *The Cleveland Press*; "Park Landfill Fuss Lands in Appeals Court," *Akron Beacon Journal*, 13 January 1982; and Superintendent's Report for 1982. The technical violations involved placing the landfill within 200 feet of a small creek and failing to note the presence of wells on the property.

## *Land and Water Use Dilemmas*

In April 1983, the Ohio EBR upheld the state EPA's permit to install the landfill, but required changes in the way leachates would be controlled and treated. Further, it rejected the city's claim that the landfill would be a nuisance, but sustained the ruling that the landfill could not be installed until a zoning waiver came from Independence.<sup>22</sup>

In October 1984, John Seiberling successfully pushed a bill through Congress, Public Law 98-506, which prohibited the operation of solid waste facilities within any unit of the National Park System. A solicitor's ruling warned NPS not to oppose the Independence landfill in such a way as to incite an inverse condemnation claim by Boyas. In 1985, when Boyas sought air permits from the Cleveland Division of Air Pollution Control, the storm of public opposition redoubled. Litigation continued to rage at several levels.<sup>23</sup>

In 1986, the Ohio EPA issued a precedent-setting judgment against the proposed landfill on the grounds that Boyas failed to address five technical design issues and because putting the dump within a national park would be inappropriate. It was the first time the agency had recognized "social impact" as well as technical criteria to deny the permit. Unwilling to concede defeat, Boyas pledged to submit yet another application. The opposition did not lessen its resolve and predicted the proposed ten-year landfill would probably operate for 40 years or longer and the stream of garbage trucks using the dump each day would be nearly triple the 200 claimed by Boyas.

In 1988, following an extended effort, Senator Grace Drake (R-22, Solon) successfully steered a bill through the Ohio general assembly prohibiting landfills within national or state parks within Ohio. It included retroactive language to halt pending actions such as the Independence landfill as well as up to \$3 million to purchase Boyas's interest in the property. The following year, the Ohio EPA rejected yet another Boyas petition. The grinding controversy, which focused considerable public attention on preserving and protecting CVNRA's integrity, appeared to be nearing an end, but additional legal maneuvering loomed on the horizon.<sup>24</sup>

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22. James Lawless, "Permit for Independence Landfill Upheld," *The Plain Dealer*, 5 April 1983.

23. Superintendent's Report for 1984; James Lawless, "Landfill Battle Still Rages in Independence after 8 Years," *The Plain Dealer*, 22 January 1985; and Midwest Regional Director Charles Odegaard to Ralph Regula, letter, 21 March 1986, L76.

24. Lewis S. Albert interview, 13 July 1989; Peter Geller, "EPA Rejects Landfill for U.S. Rec Area," *The Plain Dealer*, 27 September 1986; and Einar Johnson interview, 16 May 1989. Had Boyas prevailed, Canal Road and a bridge would have needed extensive improvement to handle the traffic. NPS had no plans to permit that to occur. Once the various interests are secured from development, including the haydite operation, this area will be safe from future landfilling threats.

## Chapter 21

### Toxic Waste Cleanup

Federal attempts to purchase and close John Krejci's dump on Hines Hill Road near Interstate 271 began in 1976. The 233-acre Krejci property was largely forest, but 42.5 acres featured an unsightly junkyard which the family operated since 1948. An impasse over sale price sent the case to condemnation proceedings. In October 1980, the court ruled that NPS pay the Krejcis almost three times its original offer, or \$516,000, and issue a five-year special use permit in order that personal property, mostly scrap metal, could be removed. Krejci was instructed to accept no additional material. The "Krejci Dump" was closed and site restoration awaited sufficient funding.

Meanwhile, because CVNRA's Resource Management and Visitor Protection (RM & VP) specialists were suspicious about what might potentially lay buried along Hines Hill Road, inspectors from Ohio EPA were invited to the area in 1981 and 1983. Both times the agency detected no hazardous wastes. NPS remained uneasy, particularly in mid-1985 when a solicitor's opinion warned NPS to take into consideration the existence of hazardous waste not only for proposed acquisitions, but on federal tracts assessed for inclusion in land protection plans.<sup>25</sup>

The solicitor also advised NPS to begin addressing the issue of liability. Hazardous waste law, principally the Comprehensive Environmental Responses, Compensation and Liability Act (often called "Superfund"<sup>26</sup>) and the Resource Conservation and Recovery Act, applied the concept of joint and severally liable to place the cost of a judgment on a single party despite multiple parties being responsible for dumping waste. Therefore, as the owner of a property containing hazardous waste, NPS could be held accountable for it even if it only recently acquired the property. NPS would then have to demonstrate to the court the culpability of other parties and that damages should be apportioned accordingly. Through these hazardous waste laws, Congress hoped to limit initial litigation and speed the cleanup process for the benefit of public health and the environment.<sup>27</sup>

The Krejci family remained on Hines Hill Road until their special use permit expired in October 1985. Previously, CVNRA learned that Krejci had auctioned off his personal property

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25. Jim Carney, "Early Checks Missed Hazards at Dump," *Akron Beacon Journal*, 20 June 1987; Brian McHugh interview, 22 May 1989; and Acting Director Stanley Albright to Regional Directors, 6 May 1985, L1425. Ohio EPA files did not indicate the Krejci Dump received hazardous waste, but the area was in operation two decades prior to such record-keeping.

26. The Superfund has three basic provisions: a tax on chemical manufacturers to create the fund; mandates federal authority over places contaminated with toxins; and establishes the legal presumption of "joint and several" liability. Congress reauthorized the program in 1986 with P.L. 99-499, the Superfund Amendments and Reauthorization Act. In 1989, Superfund stood at \$8.5 billion.

27. Assistant Solicitor David A. Watts to Director Russell Dickenson, 23 April 1985, NPS.CW.0206.

## *Land and Water Use Dilemmas*

(scrap metal and car bodies) salvage rights to Tom Arthur. NPS then entered into a special agreement with Arthur until mid-1986 to allow continued removal operations. When Arthur sold his rights to Allen McPeak and Mark Dennison, NPS allowed only monthly extensions, subject to more stringent restrictions, including stipulating that resale of salvage rights were subject to NPS written permission.<sup>28</sup>

When a bottle collector known to Allen McPeak began rummaging around in the Krejci Dump and became nauseated from poking his head into a barrel, NPS again invited Ohio EPA to investigate. The effort yielded the same negative determination of no need for emergency removal of drummed wastes and no imminent health threat. CVNRA undertook an inventory of the area (an action which was later deemed to be in error in light of the onsite environmental hazards) which revealed an estimated 100 drums of unidentified liquid wastes. Superintendent Albert ordered the dump closed in May 1986 to ensure visitor safety and prevent resource degradation. In October 1986, Chief Ranger Brian McHugh called the U.S. EPA to check the findings of Ohio EPA. Meanwhile, RM & VP drafted a preliminary reclamation plan which addressed the possibility of hazardous wastes at Krejci Dump.<sup>29</sup>

An EPA team in Grosse Ile, Michigan, dispatched to CVNRA initially found 1,000 suspect drums, but aerial photographs showed the potential for 10,000 to 100,000 drums onsite. Hazardous materials included polychlorinated biphenyls (PCBs, known to cause cancer in laboratory rats), waste oils, paint solvents, sludges, halogenated solvents, and flammable wastes. CVNRA's Krejci Dump had the potential for becoming the largest Superfund clean-up effort in EPA's Region V, and a nationally-ranked site similar to Love Canal, New York, and Times Beach, Missouri.<sup>30</sup>

Fortunately, further EPA testing revealed Krejci Dump to be a relatively minor area of concern. The New York and Missouri sites had PCBs in the soil in the range of 500,000 parts per million. While EPA set the acceptable cutoff limit at 30 parts per million, Krejci Dump had 50 parts per million. In addition, the estimated number of barrels remained at the 10,000 level. There were no airborne contaminants. No toxic runoff had been detected in either of the two

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28. Acting Superintendent Einar Johnson to Tom Arthur, letter, 17 September 1985, and to Allen McPeak, 29 May 1986, L30. Superintendent Albert warned Krejci at least once to cease violating terms of the special use permit by adding significantly to the junkyard's inventory, principally junked vehicles. See Lew Albert to John Krejci, letter, 3 November 1982, L30.

29. Brian McHugh interview, 22 May 1989; draft Reclamation of Krejci Dump Preliminary Plan, July 1986 (approved by Lew Albert on 11 August 1986); and Presentation on the Krejci Dump Clean-Up by Midwest Region Hazardous Waste Coordinator Dick Fisher, 30 March 1989, MWRO, Omaha, Nebraska (hereinafter cited as Fisher presentation).

30. Regional Environmental Officer Sheila Minor Huff, Office of Environmental Project Review, Department of the Interior, to list of meeting attendees, 18 December 1986, A76.

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small streams on the tracts or in the nearby Cuyahoga River, but toxic leachate remained a possibility because of leaking barrels and the region's normal copious precipitation. In June 1987, EPA announced the cleanup effort to the public with a warning for people to stay away from the fenced-off compound where workers in chemical-resistant suits were busy mapping the dump. A preliminary estimate for the project was \$9 million, or one-seventh of CVNRA's total land acquisition budget. While Superfund monies would be used initially to speed the cleanup, NPS pledged to reimburse EPA, either from court settlements or congressional appropriations.<sup>31</sup>

In 1988, EPA contracted with two firms to establish a "contamination reduction zone" at Krejci Dump complete with 24-hour security guards. Toxic material was shipped to storage sites in either Indiana or Alabama. The effort, estimated in 1989 to cost \$15.2 million, will last four years followed by an eight- to ten-year monitoring program and site restoration pegged at \$2 million. With emergency stabilization completed in January 1989, onsite project coordination changed from EPA to the Bureau of Reclamation. Congress appropriated \$4.8 million in Fiscal Year (FY) 1989 and \$4 million in FY 1990 to cleanse Krejci Dump.<sup>32</sup>

NPS remains dedicated to the cleanup effort as well as identifying businesses which used Krejci Dump, a list which includes more than 40 northeast Ohio firms. An RM & VP analysis puts roughly 200 similar landfills within the upper drainage of CVNRA and 1,400 others within the entire Cuyahoga River basin. To date, because of the huge workload, Ohio EPA has yet to assess most of them.

In 1989, viewing the huge costs incurred at the Krejci Dump, both Congress and the Department of the Interior have instructed NPS to purchase no more lands containing hazardous wastes. By order of Secretary of the Interior Manuel Lujan, NPS must conduct inspections for hazardous waste before any tract of land can be purchased.<sup>33</sup>

## Resolution of the CEI Controversy

In January 1976, Cuyahoga County Probate Judge Ralph S. Locher found Cleveland Electric Illuminating (CEI) Company in contempt of court for disobeying a restraining order

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31. Fisher presentation; Superintendent's Report for 1986; Jim Carney, "EPA Cleaning Toxic Dump in Valley Park" (18 June 1987) and "U.S. Stuck with Costly Mess in Valley Park" (19 June 1987), both in *Akron Beacon Journal*; Brian McHugh interview, 22 May 1989; and draft Memorandum of Understanding, NPS and USEPA, June 1988, N36.

32. Fisher presentation; and Superintendent's Reports for 1989 and 1990.

33. Lewis S. Albert interview, 13 July 1989; Brian McHugh interview, 22 May 1989; and Fisher presentation.

## *Land and Water Use Dilemmas*

prohibiting additional high-tension electrical towers south of Tinkers Creek Road. CEI planned to build a line six miles into CVNRA to parallel the Ohio and Erie Canal, a move which local preservationists, and now NPS, vigorously opposed. (See Chapter 3). Fined \$7,400 and ordered to replace 15 trees by Arbor Day, Locher modified his order to allow CEI to hookup, on a "temporary" one-year basis, to Republic Steel Company to allow that firm to comply with clean air emissions regulations. CEI then sought to add one more tower in the injunction area to tie in with a line just to the east of CVNRA, built following the 1974 injunction.

The Cuyahoga Valley Park Federation denounced the move as an "outrageous" ploy to legitimize and make permanent the "temporary" line for Republic Steel, and urged NPS to take action against CEI. Citizens in Valley View and Walton Hills also vigorously opposed CEI's plans. To its chagrin, NPS found that CEI appraisers were offering double the fair market value to property owners in the affected area to ensure the utility would secure the necessary right of way. Efforts to convince CEI to stop forcing its way down and across CVNRA, and to chose instead the Inland to Macedonia alternative route, fell on deaf corporate ears.

In November 1976, NPS received authority from Congress on a declaration of taking for a key two-acre tract, site of the proposed tower for the CEI high voltage transmission line. Congress approved the taking. In January 1977, Midwest Regional Director Merrill D. Beal asked for a similar taking to include four additional tracts at an estimated value of \$281,000. NPS wanted standby declaration of taking authority in case negotiations for direct purchase failed.<sup>34</sup> In April 1977, Congress expanded the standby declaration of taking request to 29 parcels around CVNRA's northern boundary to seal off access to CEI "once and for all." Ohio also thwarted CEI by denying it an easement to cross over state-owned historic canal lands.<sup>35</sup>

When CEI initiated construction activity for the proposed line in the late spring of 1977, NPS immediately filed in U.S. District Court charging CEI with failing to get permission from the Ohio Power Siting Commission or the requisite communities. The company subsequently took these steps, and even applied to NPS for permission to install two towers. When Regional Director Dave Beal denied the request, CEI appealed to Director William J. Whalen claiming the prohibition would have a high economic impact on consumers and contribute to a potential

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34. "Judge Slaps Electric Co.," *The Voice*, February 1976; CVPF Advisory Board meeting, 9 December 1976; and Acting Director Phillip O. Stewart to Congressman James A. Haley, Chairman, Committee on Interior and Insular Affairs, letter, undated [received by CVNRA 22 November 1976] (a similar letter went to Henry M. Jackson in the Senate); Beal to associate director, management and operations, 7 January 1977, L14; and Director Gary Everhardt to Henry M. Jackson, chairman, Committee on Interior and Insular Affairs, letter 1 February 1977 (with similar letter to Morris K. Udall in the House of Representatives).

35. Ohio Division of Administrative Services to CEI Principal Legal Counsel Albert Obermeyer, letter, 17 March 1977, L3031; and "Park Gets Power to Claim Land," *Akron Beacon Journal*, 9 April 1977.

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extended blackout for Greater Cleveland. CEI conceded it had devoted ten years of effort and \$10 million to the project.<sup>36</sup>

NPS litigation against CEI bore fruit in June 1979. When NPS filed a declaration of taking against the Howard J. Carey estate for \$10,000, CEI immediately purchased the contested tract for \$20,000. NPS simply retargeted the declaration of taking complaint to the new owner. In court, the utility asked for compensatory damages in the amount of \$10 million to recoup its losses, but the judge denied the settlement.

On November 7, 1979, Bill Birdsell, Regional Director Jimmie L. Dunning, Assistant U.S. Attorney Richard French, and a solicitor's representative met with two CEI officials to discuss an overall settlement of points of dispute. CEI agreed to settle if NPS did not object to one of two alternative routings the company had outlined previously to Director Whalen. NPS agreed to the more easterly route which followed the existing powerline right of way, but said CEI must remove the towers erected at the dead end in the northern section of CVNRA. NPS also asked CEI to abandon by donation its newly acquired easements in the area because they were moot, plus it would constitute a positive public relations move. The bitter dispute was over.<sup>37</sup>

## Other Dilemmas

Sedimentation throughout the Cuyahoga River watershed has been a perpetual problem, particularly at its mouth in Cleveland Harbor where periodic dredging is necessary to keep shipping lanes to Lake Erie open. An April 1981 U.S. Army Corps of Engineers study on the erosion and sedimentation dilemma found that stream bank erosion was a minor contributor (five percent) to the sediment load in the river and Cleveland Harbor. While the Corps determined that plans to counter stream bank erosion could not be economically justified, erosion control practices in the upland areas would be worthwhile, up to the tune of \$300 per acre. The Corps no longer planned to dredge the harbor, believing that should be left up to the primary beneficiary: the city of Cleveland. Economically strapped, the city looked to Congress to find a solution to the erosion problem.<sup>38</sup>

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36. CVPF Advisory Board meeting, 3 June 1977; and CEI Vice President for Engineering Dalwyn R. Davidson to Director Whalen, letter, 9 November 1978, L3031. Whalen met with CEI and asked for a list of alternate routes. See Birdsell to staff, 19 March 1979, L1425.

37. Birdsell to Dunning, 28 June 1979; and Office of the Field Solicitor John E. Jacobson, 9 November 1979, L30.

38. Chief, Corps of Engineers Engineering Division, Donald L. Liddell to Albert, letter, 14 July 1981, L74; and  
(continued...)

## Land and Water Use Dilemmas

The report was good news for CVNRA which worried about the propensity of the Corps to want to dredge or channelize the river within the park. However, a Corps-commissioned study conducted by the Soil Conservation Service (SCS) discovered a substantial contributor (60 percent) to Cleveland Harbor's sedimentation problem: the sloping uplands of CVNRA. This was in contrast to an earlier U.S. Geological Survey study which showed CVNRA contributed only 17 percent of the siltation problem. In order to forestall adverse Corps activities, CVNRA and the SCS entered into a memorandum of agreement for SCS to provide technical assistance in soil and water conservation to CVNRA's Resource Management and Visitor Protection (RM & VP) staff.<sup>39</sup>

Answering Cleveland's plea, John Seiberling introduced a bill in Congress in 1982 to reduce erosion within CVNRA. It gave the secretary authority to work with the Department of Agriculture, state of Ohio, and affected local governments to begin a land treatment program for proper vegetative cover to eliminate erosion on public and private lands within the park. With the owner's consent, the improvements on the land had to be maintained for ten years. The proposed cost over a four-year period was as follows: \$500,000, \$1 million, \$1.5 million, and \$1,750,000.<sup>40</sup> NPS pledged its support of Seiberling's effort. RM & VP developed its own funding scenario to help repair and eliminate hazards within CVNRA:

Current construction and planning: \$250,000  
Future restoration of identified non-point erosion: \$3,447,000  
Oil and gas well restoration and plugging: \$1,000,000  
Building site restoration: \$980,000  
Water quality studies: \$ unknown  
Dam restorations: \$ unknown  
Studies of diffused site erosion: \$50,000<sup>41</sup>

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38. (...continued)

typewritten "land restoration funding," briefing material regarding CVNRA for Secretary Watt, A24. The Corps of Engineers report was part of its overall *Cuyahoga River Restoration Study*.

39. NPS-SCS memorandum of agreement, approved by Lew Albert on 30 September 1981. The assistance involved evaluating soil conditions relative to trails, sites for development projects, septic systems, and streambank erosion; conservation plans for individual farms; pond management; and review of soil- and water-related documents. See also open letter from Jean A. Call, Chairman, Summit-Cuyahoga-Portage Joint Board, Soil and Water Conservation District, 4 June 1982, W38.

40. H.R. 6336, 97th Congress, 2d Session, 10 May 1982. A variation of this bill, H.R. 934, was introduced 4 February 1985, with fiscal year expenditures set appropriately following the bill's approval.

41. NPS-prepared briefing report for House Bill H.R. 3739, To Reduce Erosion in the CVNRA, D32.

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Cuyahoga received \$250,000 in FY 1983 to begin reclamation work on eroded park lands. Increased funding facilitated the addition of Charles Lebeda, a soil conservation specialist, to the RM & VP staff. The 1983 effort focused on the area between I-271 and the Ohio Turnpike, immediately east of the Cuyahoga River. It represented one of the worst areas of siltation with estimates of 10,200 tons of soil lost annually. In 1984, seven sites were targeted for erosion control work. Because the Corps' erosion studies indicated the park's most serious erosion problems came in upland forested areas of maple-ash as opposed to oak-hickory, the NPS Water Resources Branch in Fort Collins, Colorado, placed a gaging station and sediment recorder on the river at the park's north and south boundary. In this manner, RM & VP could assess how much erosional material was entering and leaving CVNRA.<sup>42</sup> By 1986, NPS-generated data revealed that Corps estimates of the causes, magnitude, and solutions to erosion and sedimentation problems were contradictory to field observation and land management practices. NPS discovered that the part of surface erosion in woodlands was "grossly over emphasized." Therefore, Cleveland Harbor's sedimentation could not be directly linked to CVNRA. Further, the agency questioned the Corps proposal to cut and replant the park's forest land, an action which would potentially alter soil stability. NPS expertise and diligence ensured that the Corps final report for the Cuyahoga River basin recommended no further action be taken, particularly within CVNRA.<sup>43</sup>

While Seiberling's bill passed the House and not the Senate in the 98th Congress, it fared far better in the 99th Congress. Seiberling's measure, introduced in February 1985, passed Congress in October 1986 and was signed into law by President Ronald Reagan. The appropriations were targeted for a total of 34 sites encompassing 625 acres. Money authorized but not spent during one fiscal year remained available for use in succeeding years.<sup>44</sup>

Another resource management dilemma NPS encountered following CVNRA's establishment involved the Cuyahoga Valley Interceptor Sewer (CVIS) project (see Chapter 20). CVIS, a six-foot diameter trunk sewerline connecting valley communities to one sewage treatment plant, was designed to improve the water quality of the Cuyahoga River. The first

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42. Superintendent Albert to Bureau of Real Estate, Department of Administrative Services, Dan McCalla, letter, 5 May 1983, L32; Congressman Ralph Regula to Secretary William Clark, letter, 25 January 1984, A36; and Hydraulic Engineer Richard W. Ketcham to Lew Albert, 13 June 1984, L54.

43. Legislative Counsel J. Stephen Britt to Malcolm Wallop, Senate chairman, Subcommittee on Public Lands, Reserved Water, and Resource Conservation, letter, 26 March 1986, W3815; and Corps of Engineers Notice of Completion of the Final Report for the Cuyahoga River Basin, 30 September 1986. The independent study team concluded Cleveland street runoff and dredging methods employed in the harbor itself were primary culprits in the siltation dilemma.

44. H.R. 934, "To provide certain authority to reduce erosion within the CVNRA, and for other purposes," 4 February 1985, 99th Congress, 1st Session; and William Hershey, "Bill to Control Erosion of Park Sent to Reagan," *Akron Beacon Journal*, 17 October 1986.

## *Land and Water Use Dilemmas*

phase of CVIS construction reached Sagamore Road before Bill Birdsell intervened and objected to it going through the environmentally sensitive Pinery Narrows. The prospect of having a huge sewerline, with all of its future upkeep, splitting open CVNRA's spine was anathema to NPS values. The ultimate compromise Birdsell reached was to run lateral lines up the east side of the valley walls and have CVIS continue its southward path, beyond the park's boundary.<sup>45</sup>

CVNRA remains ever vigilant against pollution originating outside the park. In August 1981, for example, a fire in a scrap tire yard in Boston Heights defied attempts to quench it. The blaze resulted in a major petroleum discharge causing 10,000 gallons a day to seep into nearby Haskell Run. As the three-acre site featured more than one million tires, the spill's potential yield exceeded 500,000 gallons. A backhoe was used to build a dam on Haskell Creek where RM & VP staff assisted in the cleanup effort by burning off the accumulated oil as directed by the Ohio EPA. For nearly three weeks, visitors were asked to bring their own drinking water because the pollution threatened supplies at Virginia Kendall Ledges and Octagon shelters, Happy Days Visitor Center, and two Boy Scout camps.<sup>46</sup>

CVNRA is classified as a Class II area as defined by the Clean Air Act, a rating which reflects the air quality of the entire metropolitan area. On occasion, both Akron and Cleveland fail to attain these standards. CVNRA continues to work with the NPS Division of Air Quality in Denver and the Ohio EPA to achieve high air quality standards within the Class II designation. RM & VP also monitors sulphur dioxide and ozone, algae, milkweed, white pine, and rainwater as part of a Servicewide air quality data collection effort.<sup>47</sup>

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45. Ron Thoman interview, 26 May 1989; Brian McHugh interview, 22 May 1989; and Betty Klaric, "Land is Being Acquired for Giant Sewer," 8 December 1975, and "Project Moves to Cleanse Cuyahoga," 3 July 1975, both in *The Cleveland Press*.

46. "Tire Fire Leaves Oil Spill," *Akron Beacon Journal*, 10 August 1981; and Jerry Masek, "Park Water is Safe but Tires Still Burn," *The Cleveland Press*, 25 August 1981.

47. *CVNRA Briefing Book*, Odegaard to Seiberling, 4 November 1986.



# Chapter 22

## Conclusion

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*There is a whole new challenge and that is to attempt to achieve the full potential of Cuyahoga as a national park unit. I don't believe that can really be done until we look beyond the boundaries of the park. And the nature of the resource is such that we look to the north and we look to the south. Not so much to the east and west. We look down the river valley towards Cleveland. We look up to what I call the canal corridor toward Akron and points south. We are at a point in time, in my opinion, whereby there are marvelous opportunities to make connections from the park to the north and to the south. The opportunity that exists today, I'm convinced, will not be there in twenty years.<sup>1</sup>*

Superintendent John P. Debo, Jr.

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### Superintendency of John P. Debo, Jr., 1988-

When Lewis S. Albert transferred to San Francisco to become deputy regional director of the Western Region, Midwest Regional Director Don Castleberry chose John P. Debo, Jr., to fill the Cuyahoga Valley National Recreation Area (CVNRA) vacancy. Debo, who entered on duty April 11, 1988, came from the Charlestown Navy Yard where he served as assistant superintendent of Boston National Historical Park. Debo became CVNRA's third top manager in 13 years.

Born in Detroit and schooled at the universities of Michigan and Massachusetts with degrees in political science and environmental policy planning, Debo first joined NPS in 1976 with planning assignments at Acadia National Park, Maine, and Fire Island National Seashore, New York. In mid-1978, he became the first management assistant (and literally the first permanent National Park Service employee) assigned to Lowell National Historical Park, Massa-

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1. John P. Debo, Jr., interview, 25 May 1989.

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chusetts. Debo served under then Lowell superintendent Lew Albert. When Albert left for CVNRA in 1980, Debo's position elevated to assistant superintendent. From 1983 to 1984, he participated in the departmental manager program in Washington, D.C., before going on to his next post in Boston.<sup>2</sup>

Although it is difficult to assess the effectiveness of a manager who has been on the job for such a short period, Debo's gregarious personality, ambition, and persistence are positive indicators of ultimate success. Nonetheless, he faces several tough obstacles, especially a chronically low level of operating funds and an unreasonably low personnel ceiling for operating a complex 50-square-mile park.

While Cuyahoga triumphs in the area of capital development appropriations, the operations budget (called ONPS) grows only on an incremental basis. For example, from 1982 to 1989, ONPS increased \$271,000, an annual change of only 1.6 percent. Considering that the annual rate of inflation is substantially higher, the park's land base is 25 percent larger, and visitation has more than doubled, CVNRA actually regressed during the 1980s. During the same period, the rate of employee salaries elevated 23 percent and the cost of living index shot up 30 percent. These increases included a wide array of other factors ranging from utility bills to equipment and supplies. The outlook for the 1990s does not offer any brighter picture. Superintendent Debo views the distressing figures as "a recipe for disaster." He asserted:

*We are just struggling here, in my opinion, to keep our heads above water. Frankly, we aren't doing it! And it's not the first park I've worked in where we are not doing it. But it strikes me that the situation is somewhat exacerbated here in Cuyahoga. It is really a very serious issue in a growing park. Those kinds of numbers have very damaging impacts.<sup>3</sup>*

Manifestations of budgetary and personnel woes are reflected in the standard of maintenance of facilities and the larger cultural landscape. Historic structures, in particular, continue to suffer because preservation, maintenance, and operating dollars have not been provided. The setting for many of those structures, the agrarian landscape, is threatened by natural succession from field to forest. Meadows and fields revert into second growth, and no large-scale halt of this gradual process is foreseen. To bring it to an acceptable level, CVNRA

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2. John P. Debo, Jr., interview, 25 May 1989; Pauline Thoma, "Valley Park's New Chief Takes Reins," *The Plain Dealer*, 27 April 1988; and Yalinda Rhoden, "Boston Man is Named as Director of Valley Park," *Akron Beacon Journal*, 24 March 1988.

3. John P. Debo, Jr., interview, 25 May 1989. ONPS means "Operation of the National Park System."

## Conclusion

requires at minimum a substantial increase in annual operating funds to the tune of \$400,000.<sup>4</sup> Deploring the "slave labor wages" paid to his employees, Debo commented:

*I am in a constant state of embarrassment and disgrace over the fact that a college-educated National Park Service ranger at a minimum with a bachelor's degree, and many of whom have Master's degrees, and an occasional Ph.D. thrown in, are being employed at wage rates which cannot compete at all in the private sector. And secretaries, janitors, and laborers are being paid more than my interpreters and law enforcement rangers! It is an absolute disgrace!*<sup>5</sup>

The caliber of candidates attracted to the ranger ranks is falling dramatically. Debo promises to attack the problem by requesting personnel classification evaluations for employees to ensure they receive the maximum compensation allowed.

In light of chronic budgetary restrictions, Debo looks to the private sector, principally corporate sponsorship, to assist CVNRA. The Junior Ranger camping program, initiated during his first year, is a prime example. With the Coleman Company of Wichita, Kansas, donating equipment and Gund Foundation grants supporting the program's operation, NPS has been able to influence the lives of hundreds of disadvantaged, inner-city youths by providing a quality environmental education, outdoor experience. Because environmental education and reaching out to its urban constituency is a traditional CVNRA pursuit, Debo seeks to establish long-term development of the corporate sector fostering such programs as the Junior Rangers.

Indeed, he has placed environmental education in the forefront of CVNRA's agenda. Plans to serve as many as 30,000 children each year on an extended stay basis are coming to fruition in the early 1990s with an expansion of the environmental education program at facilities located on Oak Hill Road to be known as the Cuyahoga Valley Environmental Education Center. CVNRA is working with the University of Akron as the management partner assisting in operating the new center. Because operating costs are anticipated to be offset by revenues, the only federal expense will be for initial capital development. Debo hopes to tap foundation grant monies as well.

John Debo has a deep respect for CVNRA's cultural landscape, a concept which developed during Lew Albert's tenure. Bill Birdsell's practice of purchasing land and then removing people and/or buildings was short-sighted in that it belied the fact that CVNRA was a lived-in landscape. Because there was no appreciation for the advantages of retaining a human presence on the landscape, the park inevitably encountered opposition from groups like the

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4. Ibid.; and Robert P. Martin interview, 17 May 1989.

5. John P. Debo, Jr., interview, 25 May 1989.

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Cuyahoga Valley Homeowners and Residents Association and much negative publicity when it could have been cultivating broad based community support. The problem is apparent by the number of historic buildings, particularly farmsteads, which were purchased and now sit empty. Because there are no farmers to work the farms, NPS now faces the dilemma of finding uses for these properties before they fall to ruin and the tapestry of the historic Western Reserve landscape is lost as well.

Land acquisition philosophy has evolved to the point that total NPS control for developed areas through fee purchase, the goal of Bill Birdsell, is not the solution for Cuyahoga. Appropriate settled "islands" such as Towpath Village, Peninsula, the Valley View area, and the Village of Boston will remain with proper monitoring by NPS. CVNRA's relations with one-time nemesis Cuyahoga Valley Homeowners and Residents Association are now amiable with the latter viewed as a legitimate interest within the park. Soon after his arrival, Superintendent Debo felt it was important to meet with the once antagonistic Homeowners Association membership in Peninsula. To his surprise, he found only "distant echoes" of dissent from an organization whose members seemed "starved for communication" and were more than willing to establish a good working relationship with NPS.

Another of Debo's priorities is to fulfill a desire among valley landholding agencies, principally NPS and the two metropolitan park districts, concerning exchanging lands to rationalize boundaries for more effective and efficient management. Under existing authorities, NPS cannot relinquish title to its land to another agency to manage; rather, NPS would remain a perpetual landlord with a long list of legal compliance responsibilities. Debo, a long-time advocate of shared management, vigorously sought avenues through which NPS could exchange lands with Akron Metropolitan Park District (AMPD), including using a third party such as the Trust for Public Land to facilitate land transfers. At every juncture, solicitor opinions ruled against it arguing that Congress might perceive it as an overt means of circumventing its legislative mandate. The solution is to seek congressional authorization to pursue land exchanges between public agencies. The authority would need to be generic, and not targeted for specific parcels.<sup>6</sup> Passage of such legislation is anticipated in the early 1990s.

Debo is attempting to resolve the thorny issue of what to do with Everett Village. Infamous as the NPS-made "ghost town," Everett has been a wellspring of adverse publicity since the Birdsell era when the declining community underwent full fee purchase. The dream of converting Everett Village into an artists-in-residence community under the aegis of a local university or artists organization was vigorously pursued. CVNRA staff members worked hard to entice state-level arts groups to take an interest in the pastoral village.<sup>7</sup> The effort proved to

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6. Ibid.

7. Superintendent's Report for 1989.

## Conclusion

be a vain one. Another option to be pursued is to use Everett buildings for park administrative offices in order to relieve overcrowding at Jaite.

Perhaps the boldest departure from traditional NPS thinking is transpiring at CVNRA through the efforts of the North Cuyahoga Valley Corridor, Inc. (NCVC). NCVC formed in January 1985 as a nonprofit corporation seeking to enhance and revitalize the northern end of the Cuyahoga River Valley. NCVC includes citizens, neighborhood groups, and businesses interested in the 9.8-mile river corridor from Lake Erie through the city of Cleveland to the northern boundary of CVNRA. Recognizing the need to retain advanced manufacturing in the area, NCVC is equally concerned about preserving its significant historic and scenic values, particularly those associated with the Ohio and Erie Canal. NCVC drew its inspiration from the first two congressionally-designated national heritage corridors: Illinois and Michigan Canal, Illinois, and Blackstone River Valley, Rhode Island and Massachusetts. (There has subsequently been a third such entity authorized, the Delaware and Lehigh Navigation Canal, Pennsylvania.) National heritage corridor designation results in a land management program which expands recreational opportunities, interprets the natural and cultural history of a region, and stimulates economic revitalization. The concept is based upon voluntary and cooperative action of area citizens, local groups, and public and private landowners.

In connecting Cleveland with CVNRA, NCVC wants to build a bicycle and hiking path to link up with the Ohio and Erie Canal Towpath Trail, extend the historic Cuyahoga Valley Line steam railroad into the Cleveland Flats, and help restore sections of the canal to accommodate canal boat traffic. With corporate and foundation grants, the Regional Planning Commission of Cuyahoga County began a \$70,000 feasibility study in 1986 and came up with the *North Cuyahoga Valley Corridor Plan* which it unveiled in September 1988. It contained a recommendation for national heritage corridor status, preparation of development and management plans, and a financial analysis. NCVC envisions that congressional action will focus attention on a previously undistinguished area; establish a commission to oversee the preservation, maintenance, and development of corridor resources; and provide financial and technical assistance for studies as well as site promotion and educational programs.<sup>8</sup>

John Debo is intensely interested in reaching beyond CVNRA's boundaries to enter into partnership with groups like NCVC and make thematic connections to the north and south. Because of increasing development pressures, it is propitious to act to save the historic urban industrial landscape which helped shape modern America. According to Debo:

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8. *Corridor News*, NCVC newsletter, January and November 1987; Cuyahoga County Regional Planning Commission, *North Cuyahoga Valley Corridor Plan*, September 1988; and Pauline Thoma, "Proposal Would Open Nine Miles Along River," *The Plain Dealer*, 23 March 1986.

## Chapter 22

*Today, Cleveland and Akron have clearly moved out of the rust belt syndrome and are now dynamic, expanding economies and environments. Developers are actively at work to the north and south of the park. The river landscape, the canal corridor, the rail connections, and the important historic resources that are related to the purposes of Cuyahoga, are, in my opinion, rapidly falling under the impact of time and change and the developers' bulldozers.<sup>9</sup>*

Reaching out to cultivate these logical connections and thereby help achieve CVNRA's full potential is a crucial goal of Superintendent John Debo's. Following his first six months of orientation, Debo sought and received from Regional Director Don Castleberry permission to focus considerable attention on energizing local individuals and groups to act on behalf of CVNRA-related resources. Although not an avowed advocate of national heritage corridor designation per se, Debo would like to see a heritage corridor of some form. Thanks to Ralph Regula, a FY 1990 appropriation included \$175,000 for an NPS-conducted study to assess eligibility and feasibility for national heritage corridor status from Cleveland, through CVNRA, Akron, and points south to Zoar, Ohio, where the corridor links up with the North Country National Scenic Trail. The proposal harkens back to Frank Bow's and Ralph Regula's vision of an expansive federal area encompassing the Cuyahoga River and the Ohio and Erie Canal in northeastern Ohio (see Chapter 6). Some foresee a corridor reaching all the way to the Ohio River.<sup>10</sup>

In 1989, as part of the Cleveland to Zoar initiative, the Midwest Regional Office and the Washington Office agreed to fund a position for an outdoor recreation planner at CVNRA to work with individuals and groups interested in the canal corridor. The incumbent, Paul Labovitz, coordinated four public meetings in 1990 held in Navarre, Peninsula, Barberton, and Clinton to assess public opinion on canal resources. The corridor feasibility study received additional staffing with the hiring of Barbara Jameson through the Rivers and Trails Conservation Assistance Program. In addition, in 1991 it enjoyed the talents of Supervisory Park Ranger Rory Robinson who was temporarily detailed to the project.

While intensive congressional oversight of CVNRA continues, the so-called "level of outrage" evoked by departmental or NPS actions in the early to mid-1980s is not as acute. Congressman John Seiberling, who worked tirelessly on behalf of CVNRA and NPS, was assisted by dedicated staff members such as Loretta Neumann and Betsy Cuthbertson. With CVNRA's "Legislative Father" now retired, the torch has passed to Congressman Ralph Regula

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9. John P. Debo, Jr., interview, 25 May 1989.

10. Ibid.; and meeting with John Seiberling by Wright brothers preservationists from Dayton, Ohio, handwritten notes by Fred Bartenstein, 7 July 1989, Akron, Ohio.

## Conclusion

who also cares deeply about the area.<sup>11</sup> With Regula and other allies remaining in authority positions, John Seiberling is not worried about the park's future. He blames the slowdown of land acquisition and general development delays on the "unbelievable foot-dragging" of the Reagan administration, and James Watt in particular. Seiberling is impressed by CVNRA's present leader in whom he sees the best qualities of both Bill Birdsell and Lew Albert. Because CVNRA is one of the area's leading economic assets through the tourism dollars it helps generate, the former congressman believes it will endure and thrive.<sup>12</sup>

## Cuyahoga Valley National Recreation Area's Place in the National Park System

While the record is clear that the National Park Service bureaucracy opposed the CVNRA legislation, it is equally apparent that since 1975 NPS has mobilized to take the area into its fold. CVNRA is a special place. The area has received high praise. In 1978, NPS Director William Whalen remarked:

*Here in the Cuyahoga Valley, there is every reason to believe that the Park Service presence will become increasingly appreciated. Ours will be an extension of the park and recreation opportunities which the metropolitan park agencies of Cleveland and Akron, and various other entities have been providing and are still providing. If we can add another dimension to the park experience through the natural areas and historic resources assigned to us.... If we can enhance the open space opportunities of inner city citizens.... If we can administer this area so its national significance will attract citizens from both far and near.... If we can do these things while preserving for future generations the natural, historical and recreational values to be found here, we will be fulfilling our basic mission.<sup>13</sup>*

In looking back on ten years of progress, former Chief of Interpretation and Visitor Services Ron Thoman noted:

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11. Loretta Neumann interview, 27 June 1989.

12. John F. Seiberling interview, 26 January 1990; and Susan Smith, "Seiberling Remains Optimistic on Valley Park's Future," *Akron Beacon Journal*, 6 March 1986.

13. Remarks of William J. Whalen before a meeting of the Cuyahoga Valley Association, 6 May 1978, Peninsula, Ohio.

## Chapter 22

*Today there is a park with many facilities and services for the public, and many more coming at an accelerated pace. More and more people know about the park and are using it. The dream has become a reality, and will only get better and better with time.... Indeed, a lot has been done. Sometimes the accomplishment, the progress is dimmed or forgotten in the shadow of how much there is yet to do. But we should recognize and celebrate what has already been done, and not be too frustrated by the ups and downs of continuing forward movement.<sup>14</sup>*

Cuyahoga's ultimate success lies not in the fact that it is creating new recreational opportunities, but that it is expanding the existing scale upon which they are offered. CVNRA has unified the valley under a federal umbrella of partnership. Indeed, CVNRA's "management mosaic" serves as a partnership model for the entire National Park System in an age when Uncle Sam admits he cannot accomplish it all, at least not all by himself.

The National Park Service has benefitted from the many lessons which have been learned in the Cuyahoga Valley. CVNRA was a forerunner in implementing the 1984 cultural landscape guidelines and produced a model cultural landscape report encompassing the entire valley. NPS, and other landholding agencies, are barred from acquiring former landfill areas or other disturbed sites without first conducting tests for toxic wastes. Krejci Dump has been a valuable learning experience in how to reclaim a grotesquely abused landscape. Escalating oil and gas drilling in the valley led to federal regulations designed to ameliorate some of the damage caused by mineral exploitation. The valley's prodigious number of culturally significant properties, namely historic farmsteads, led to legislation establishing a historic property leasing program.

The challenge Cuyahoga presents to NPS is daunting. How does a new urban park with a development cost of \$40 million (based on the GMP estimate in 1979 dollars) get developed when there is not a steady or reliable source of funding? NPS development funds have been few, and only occasionally supplemented from other sources. CVNRA has done well through congressional add-ons for high-profile projects, but it is difficult for any manager to plan for developments on a year-to-year basis. Dole outs from Congress may or may not be forthcoming depending on the prevailing political winds and the burgeoning federal budget deficit.

Cuyahoga has contributed many lessons to the storehouse of knowledge of contemporary NPS professionals. Among them are the following pertaining to new urban parks:

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14. Ron Thoman, remarks to CVNRA Advisory Commission concerning the park's tenth anniversary, 25 April 1985.

## Conclusion

1. Staff the area with high-graded, experienced top managers and division chiefs.
2. Initiate a proactive public relations effort to educate the public about NPS and its programs.
3. Begin a land acquisition program with a well-conceived strategy via an approved land acquisition plan.
4. Immediately initiate comprehensive planning efforts in all areas of park operations.
5. Demonstrate sensitivity to the extant urban community. For example, when nonhistoric properties are purchased, do not allow them to languish in a boarded-up limbo.<sup>15</sup>

Cuyahoga Valley represents one of the first units added to the National Park System against the wishes of NPS, the Secretary's Advisory Board, the department, and the White House. CVNRA was a creation of John Seiberling and a grassroots network which promoted the valley's many virtues until a strong majority in Congress approved the new "Gateway Midwest." President Gerald R. Ford, a shrewd Midwestern politician anxiously assessing his chances in the 1976 presidential election, had no choice but to sign the Ohio park bill into law.

Machinations regarding CVNRA provided John Seiberling with an invaluable education about NPS and park-related issues which he built upon throughout his career in Congress. The efforts to gain approval of the CVNRA bill revolutionized the process of how parks are made. According to Tedd McCann, the early 1970s effort exemplified practicing the "art of the possible," and demonstrated how "a dedicated, tireless and involved congressional quarterback with a good staff could accomplish anything."<sup>16</sup> With John Seiberling's help, the "park barrel" omnibus bill in 1978 brought twelve new parks into the System, including Santa Monica Mountains National Recreation Area, California.<sup>17</sup> Seiberling became an authority on parks and was instrumental in getting the Alaska National Interest Lands Conservation Act passed in 1980. It more than doubled the size of National Park System acreage. Aside from being the "Legislative Father" of CVNRA, Seiberling was a good friend and benefactor for NPS.

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15. Author's observations based on documentary data as well as numerous oral history interviews.

16. Tedd McCann letter to author, 7 November 1989. McCann believes NPS has an "unfinished legacy" regarding urban parks. He believes there should be more parks which celebrate American culture, society, and ethnicity.

17. Ibid. McCann "screamed" to have a planner, John Reynolds, placed in a top management position at Santa Monica Mountains National Recreation Area.

## Chapter 22

Henceforth, politicians, not NPS, will decide the ultimate success of urban and heritage parks in America. The tradition of congressional delegations from western states, the domain of such "crown jewels" as Yellowstone, Yosemite, and Glacier, controlling the Interior committees of Congress is over. The predominantly Western slant is has given way to representatives from the Midwest and East who want parks to serve their constituents. The NPS bureaucracy itself is beginning to realize that urban parks cannot be viewed through Yellowstone-tinged glasses. Rather, urban parks can relieve over-crowding in the old-line western parks as well as broaden the base of public support for the entire National Park System.

Urban and heritage parks are not cheap. In the age of "New Federalism" where Uncle Sam is abdicating responsibility for a wide range of domestic programs, state and local governments simply do not have the money to develop and manage such parks. It is clear that if the federal government does not continue providing recreational opportunities to the urban masses, cities will not have such areas in which to recreate and revitalize. The Midwest, particularly the citizens of Cleveland and Akron, are fortunate to have a national park literally on its doorstep. Although CVNRA's natural resources are not unique, it is valuable to have a large open green space so close to a heavily industrialized urban area. According to one CVNRA advocate:

*I predict someday this park from the air will look like Central Park in New York City--solid development right up to the boundary. This park will be very important in terms of green space, open space, wildlife habitat, breathing space. I am convinced that in the future this park will be incredibly more valuable for those reasons.*<sup>18</sup>

The Cuyahoga Valley is indeed an exceptional place. CVNRA is significant to the nation because it preserves:

... in an intricate and complex pattern all of the values represented singly in other national parks--nature, history, recreation, cultural arts, environmental lessons, and models; and it is on the leading edge of the evolution of the "national park idea and meaning"--a thoroughly new and modern park, blazing new management trails, yet also encompassing and showcasing for large urban publics all of the traditional aspects of the national park experience.<sup>19</sup>

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18. Ron Thoman interview, 26 May 1989.

19. CVNRA Briefing Book, Regional Director Charles Odegaard to Congressman John F. Seiberling, 4 November 1986.

## ***Conclusion***

Conceived in the 1960s, born in the 1970s, and steadily progressing since the 1980s, the green shrouded miracle called the Cuyahoga Valley National Recreation Area will continue to shine brightly among the crown jewels which constitute the National Park System.

**Chapter 22**

# **APPENDIX A**

## **Historic and Contemporary Site Photographs**

The following photographic essay was developed by Diane Chalfant, chief of the Division of Interpretation and Visitor Services.

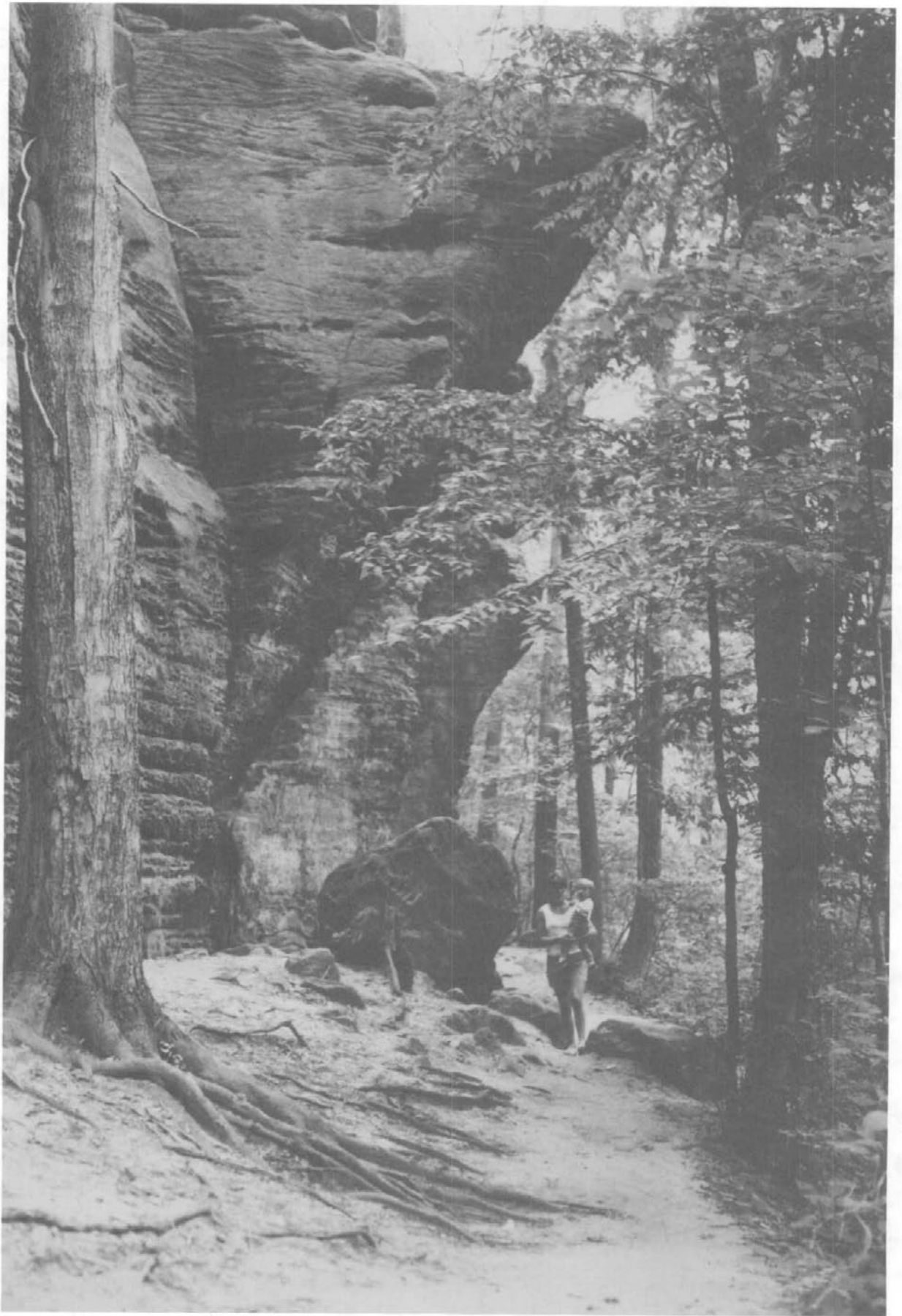
**Appendix A**

**Figure 64:** The Ohio Turnpike (Interstate 80) is one of two principal interstate routes which bisect the Cuyahoga Valley. (Photograph by Cuyahoga Valley Park Federation)



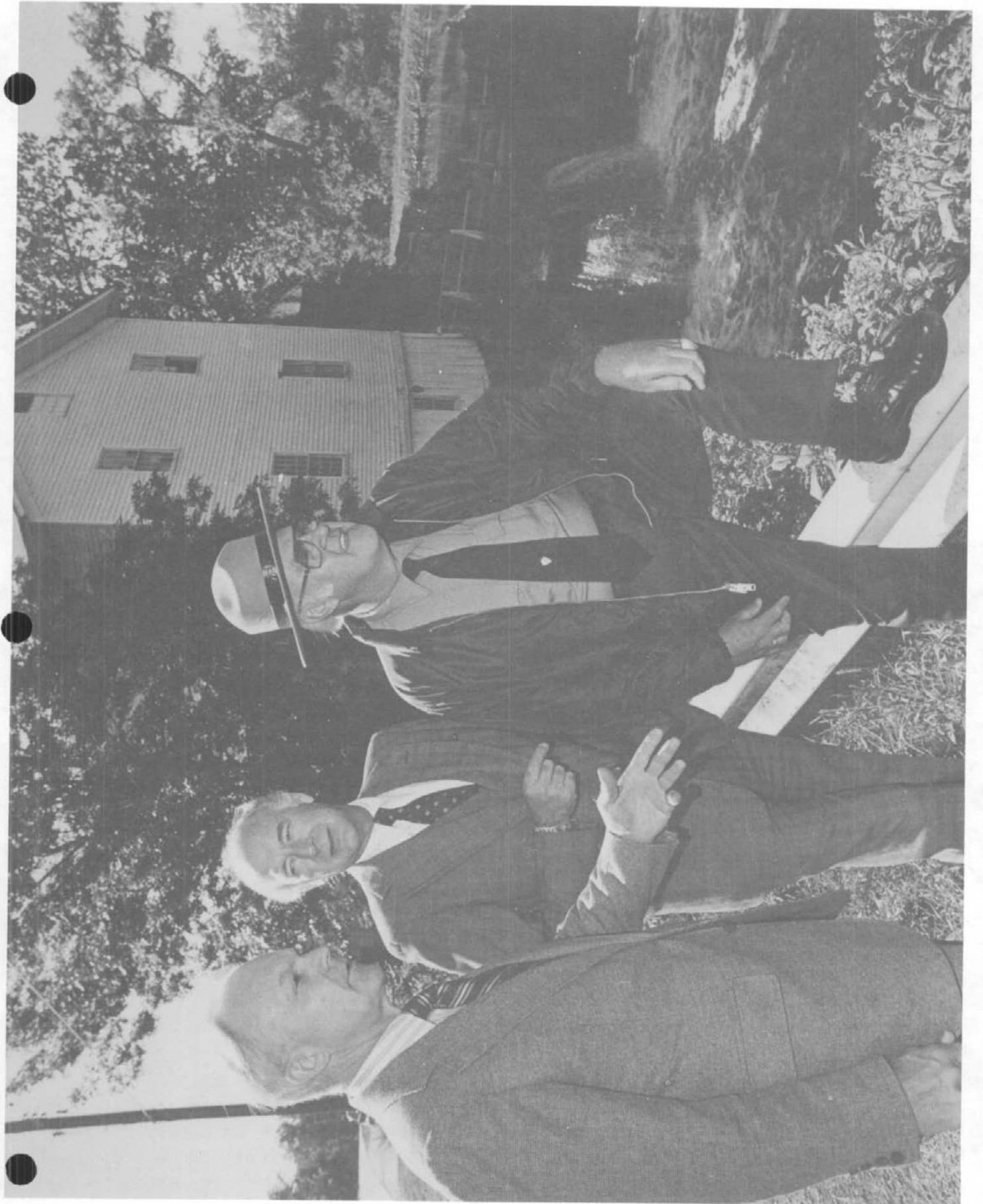
***Appendix A***

**Figure 65: The Ritchie Ledges, a popular visitor use area, is within the Virginia Kendall Unit of the Cuyahoga Valley National Recreation Area.**



***Appendix A***

**Figure 66: Left to right: Congressman John Seiberling, Secretary of the Interior Cecil Andrus, and Superintendent Bill Birdsell at the Alexander Mill on Canal Road in the late 1970s.**



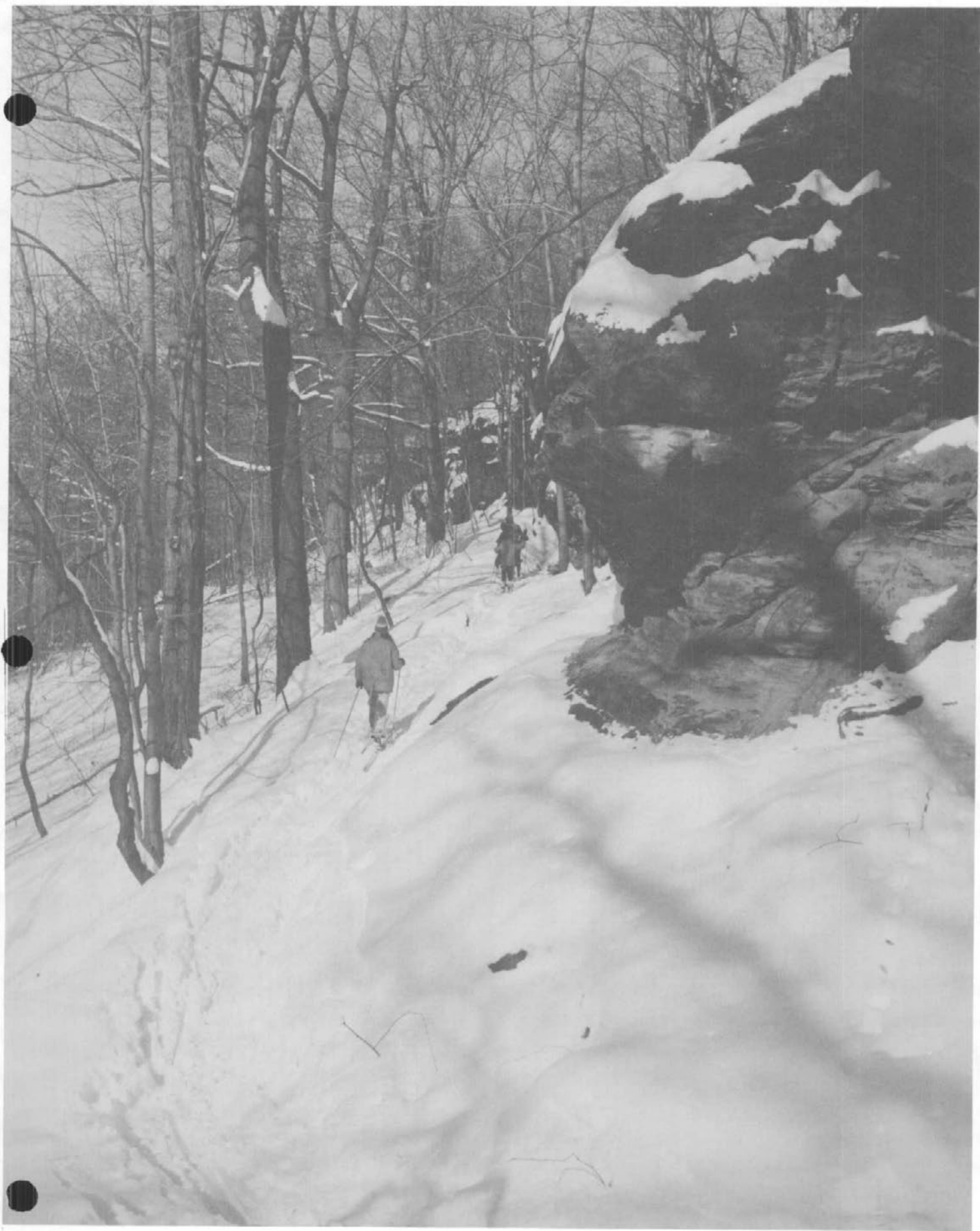
*Appendix A*

**Figure 67:** The Cuyahoga Valley Line, a non-profit organization, operates a historic excursion train through the Cuyahoga Valley National Recreation Area in cooperation with the National Park Service.



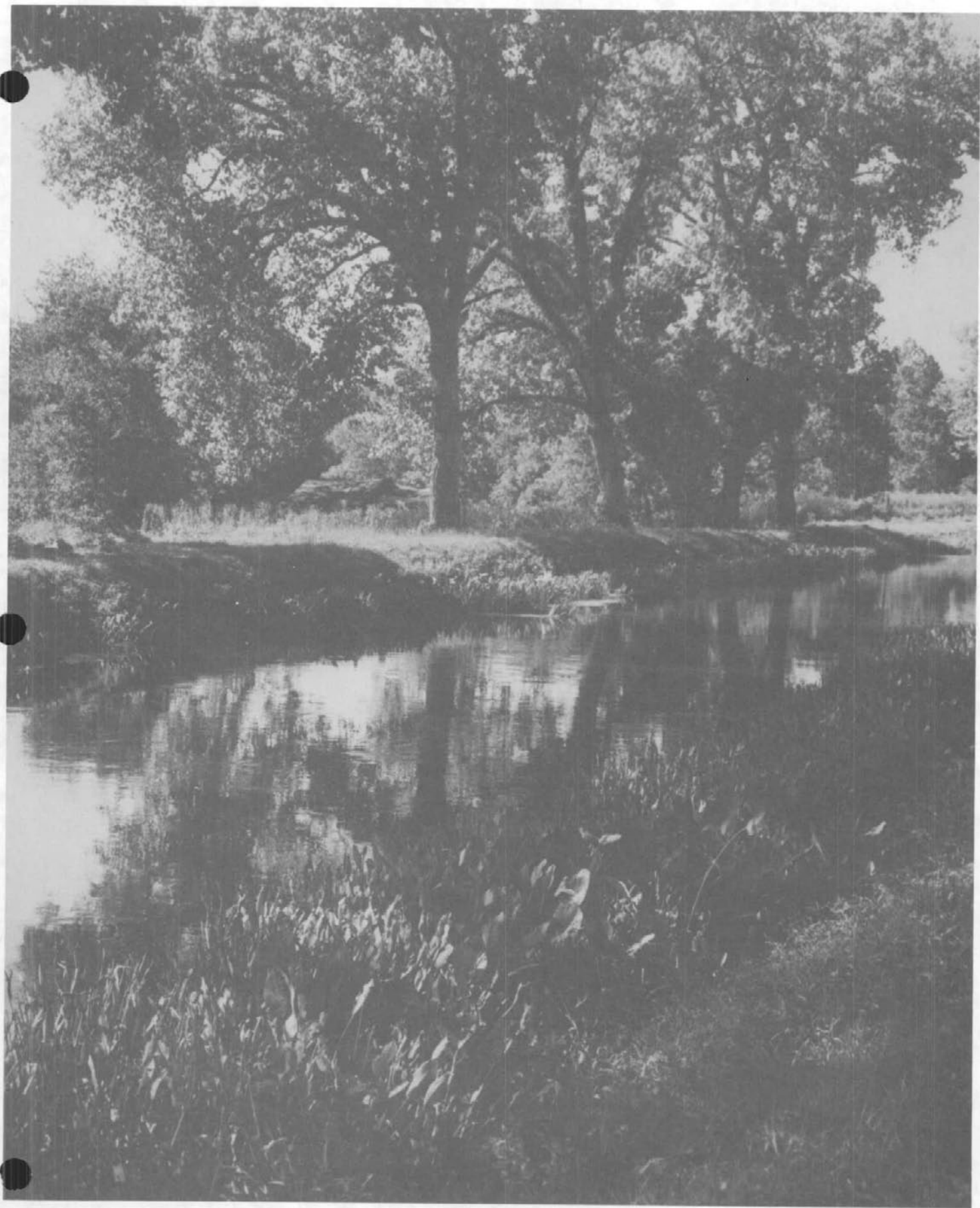
***Appendix A***

**Figure 68:** Cross-country skiing is a popular form of winter recreation throughout the Cuyahoga Valley. (Photograph by Sheridan S. Steele, Cuyahoga Valley Park Federation)



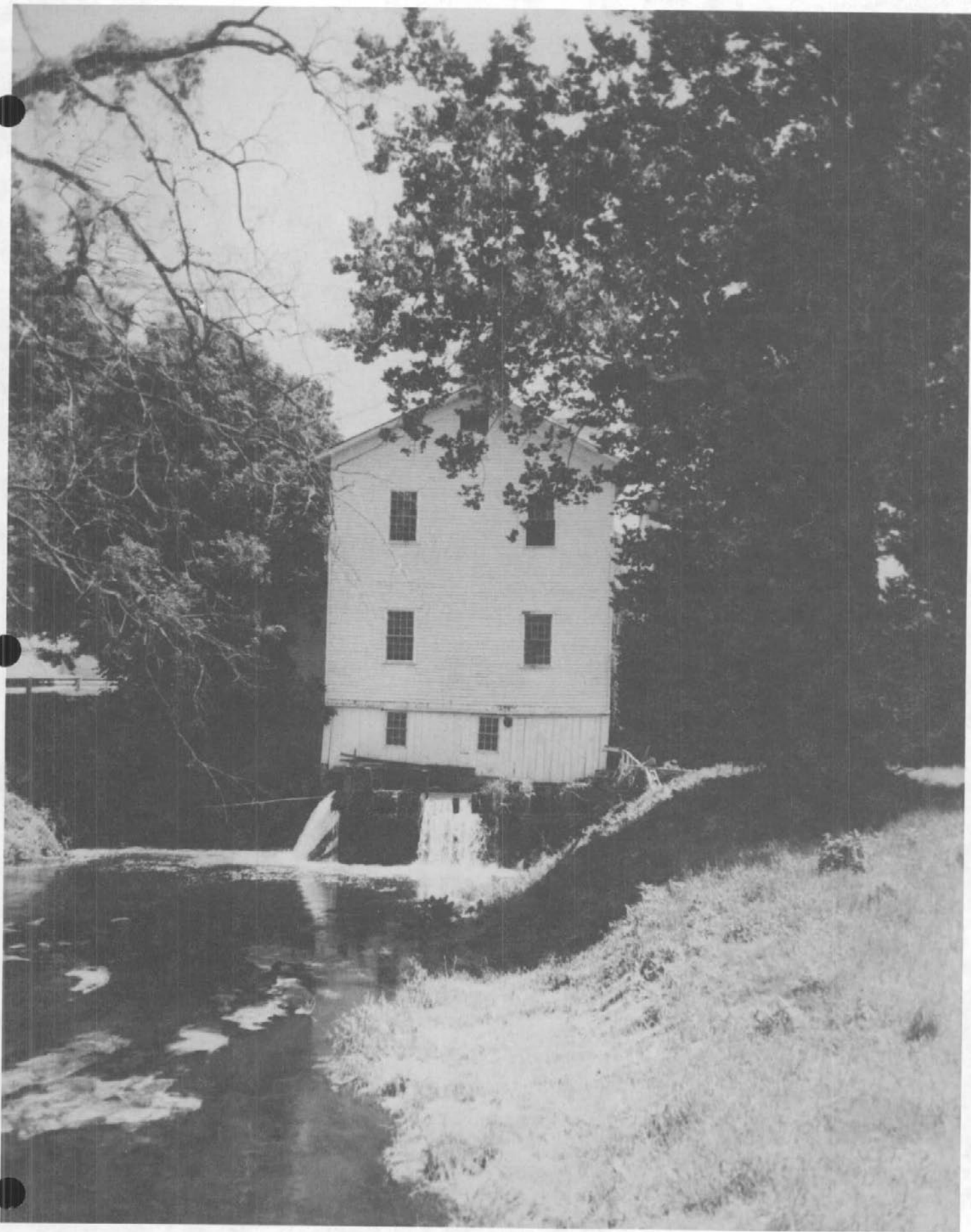
***Appendix A***

**Figure 69:** In the northern section of Cuyahoga Valley National Recreation Area, the historic Ohio and Erie Canal still holds water which has traditionally been utilized by the steel industry in nearby Cleveland.



**Appendix A**

**Figure 70: Built in the 1850s, the Alexander Mill is the last surviving, operating lock mill on the Ohio and Erie Canal.**



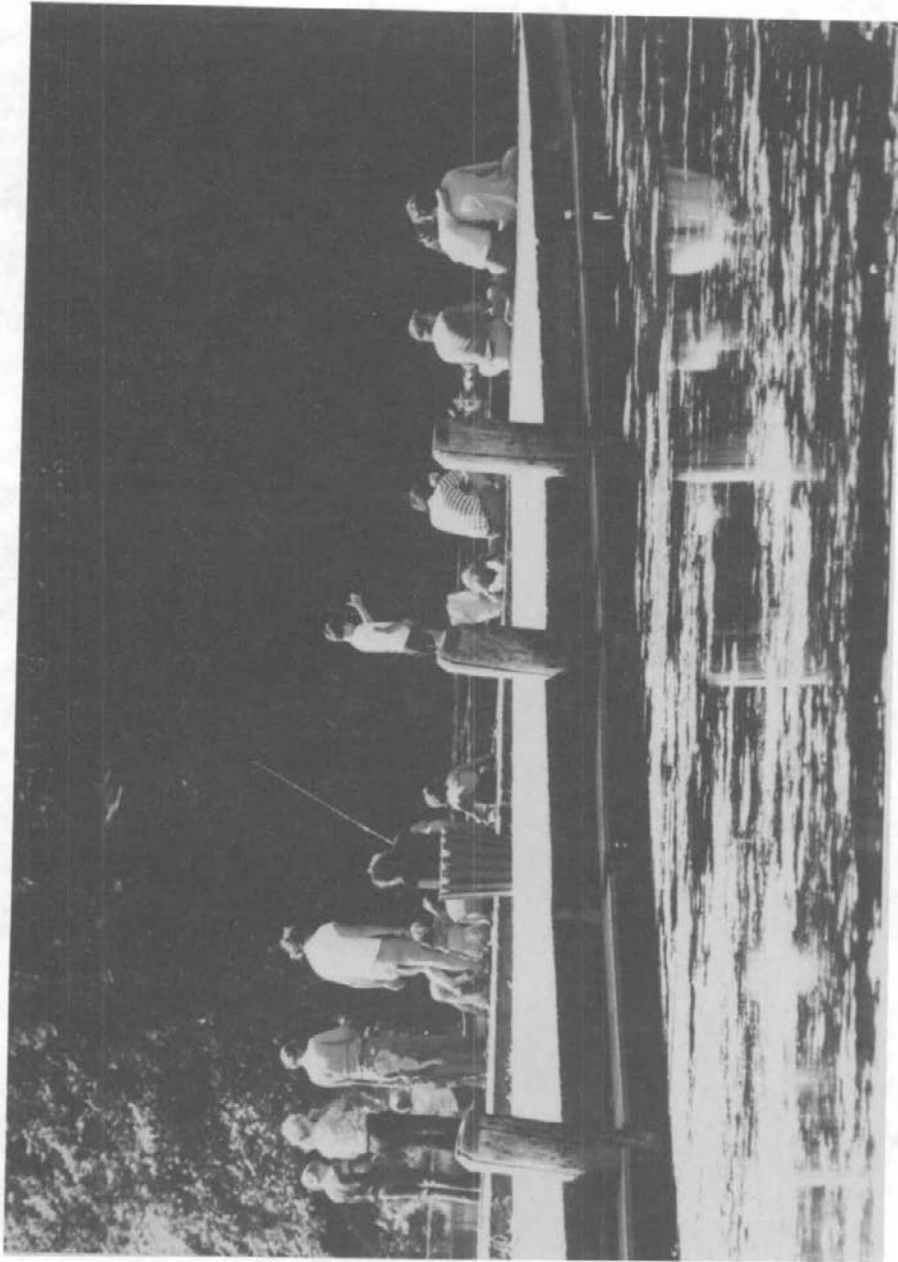
***Appendix A***

**Figure 71:** Operated by the Western Reserve Historical Society, Hale Farm and Western Reserve Village is a living history museum depicting northeastern Ohio's rural life in the mid-1800s.



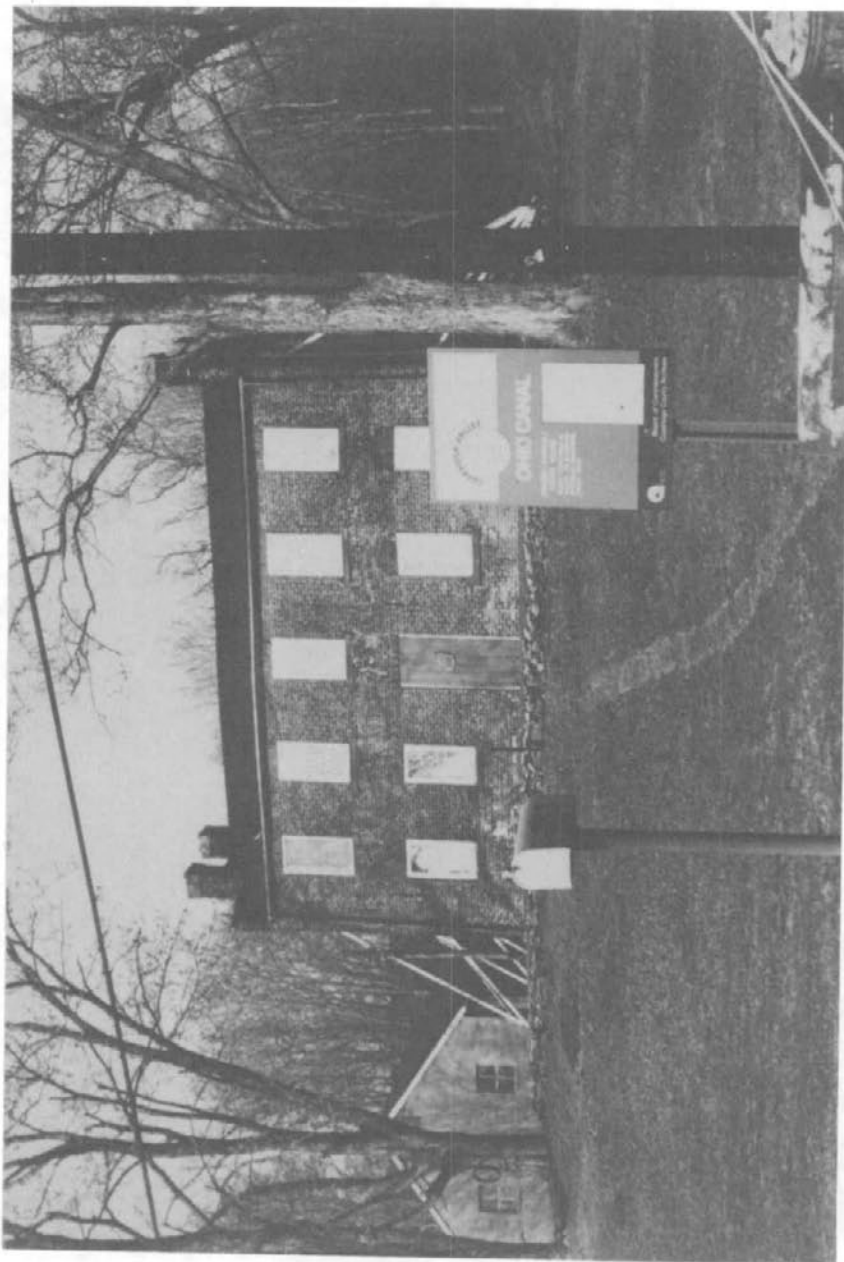
*Appendix A*

**Figure 72:** Constructed by the Civilian Conservation Corps in 1934-35, Virginia Kendall Lake is a popular fishing spot for family groups.



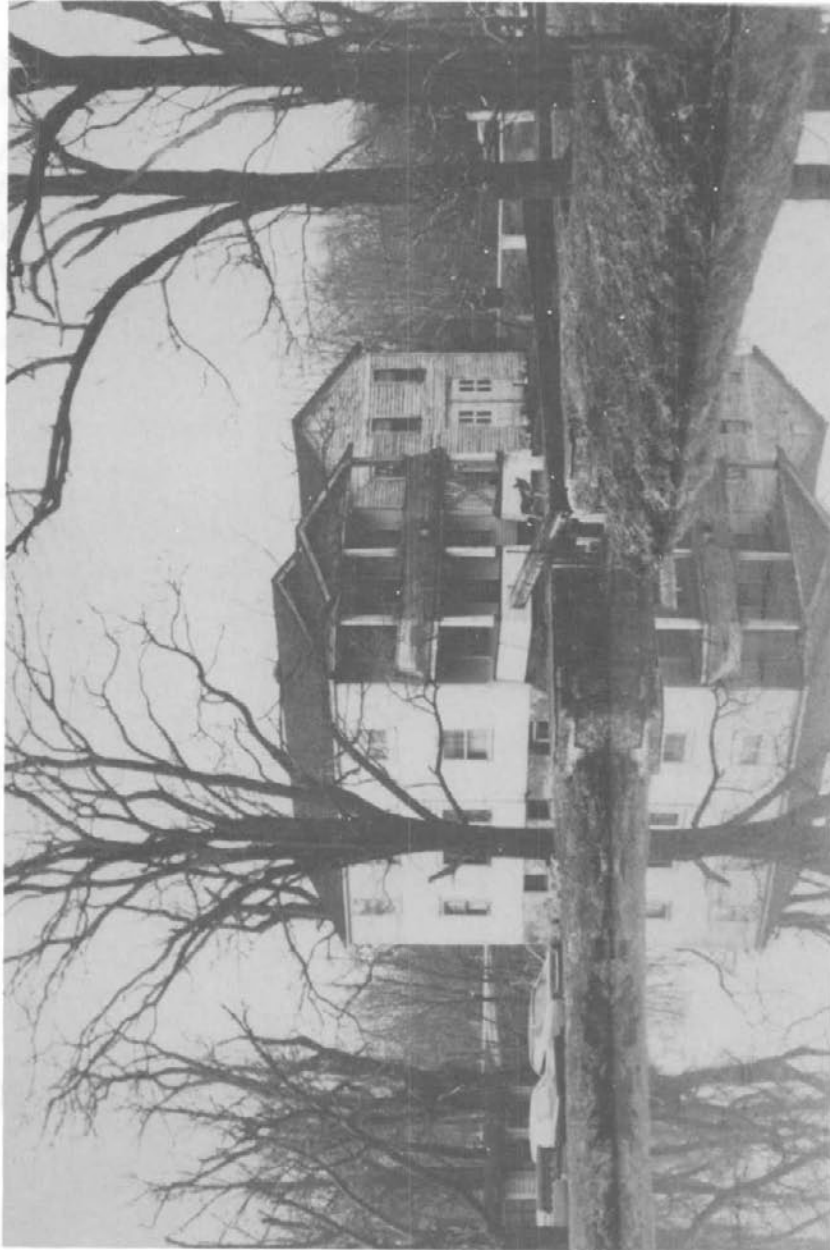
***Appendix A***

**Figure 73:** The Frazee-Hynton house, one of the oldest brick structures in Cuyahoga County, was built in the 1820s.



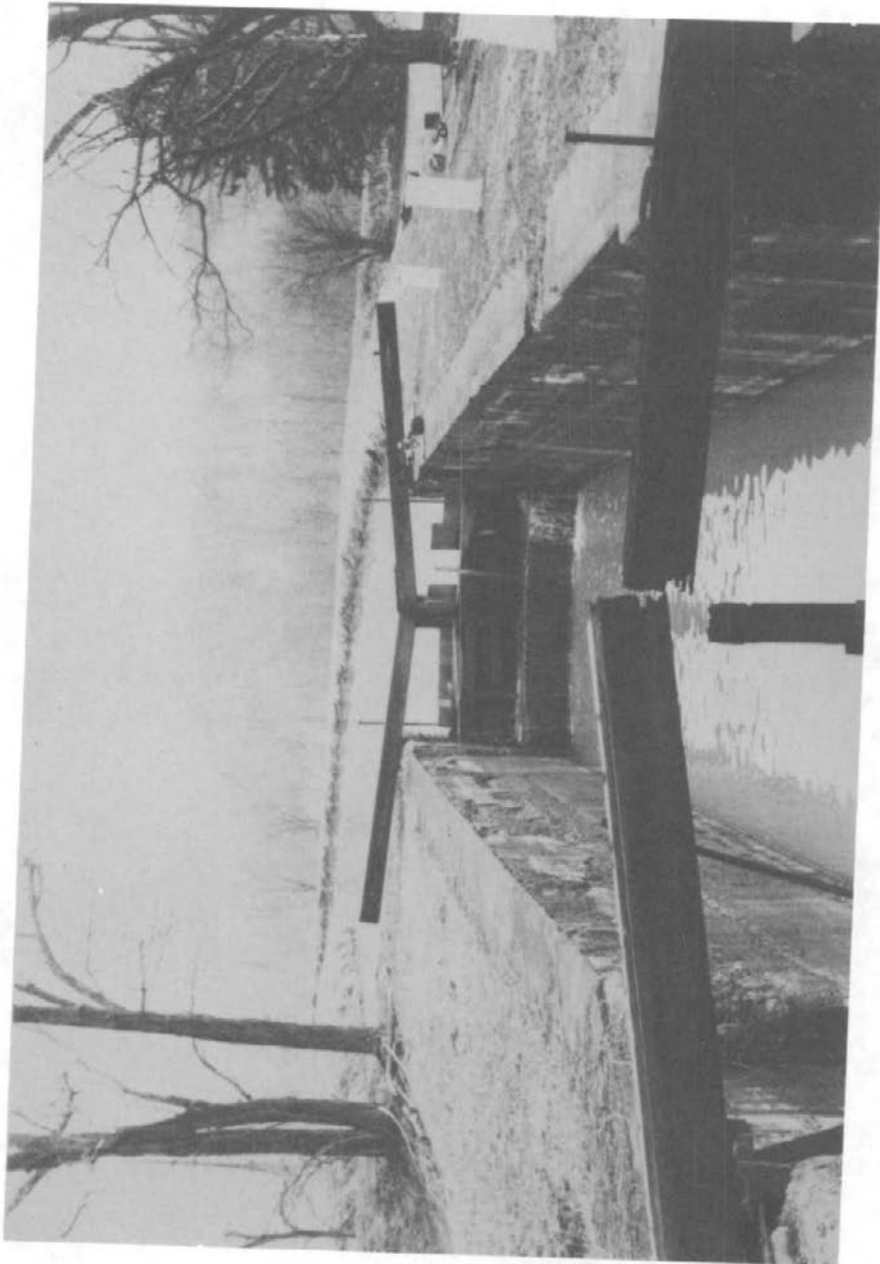
*Appendix A*

**Figure 74:** The house at lock 38 as it appeared before the structure's restoration and adaptive re-use as the Ohio and Erie Canal Visitor Center.



***Appendix A***

**Figure 75:** Lock 38, adjacent to the Ohio and Erie Canal Visitor Center, is a popular attraction for park visitors.



***Appendix A***

**Figure 76:** Deep Lock Quarry Metropolitan Park is one of four units of the Akron Metropolitan Park District (also called Metroparks Serving Summit County) within the boundaries of Cuyahoga Valley National Recreation Area.



DEEP LOCK QUARRY

METROPOLITAN PARK

AKRON METROPOLITAN PARK DISTRICT

***Appendix A***

**Figure 77:** Porthouse Theatre, owned and operated by Kent State University, hosts fine and performing arts throughout the summer months.

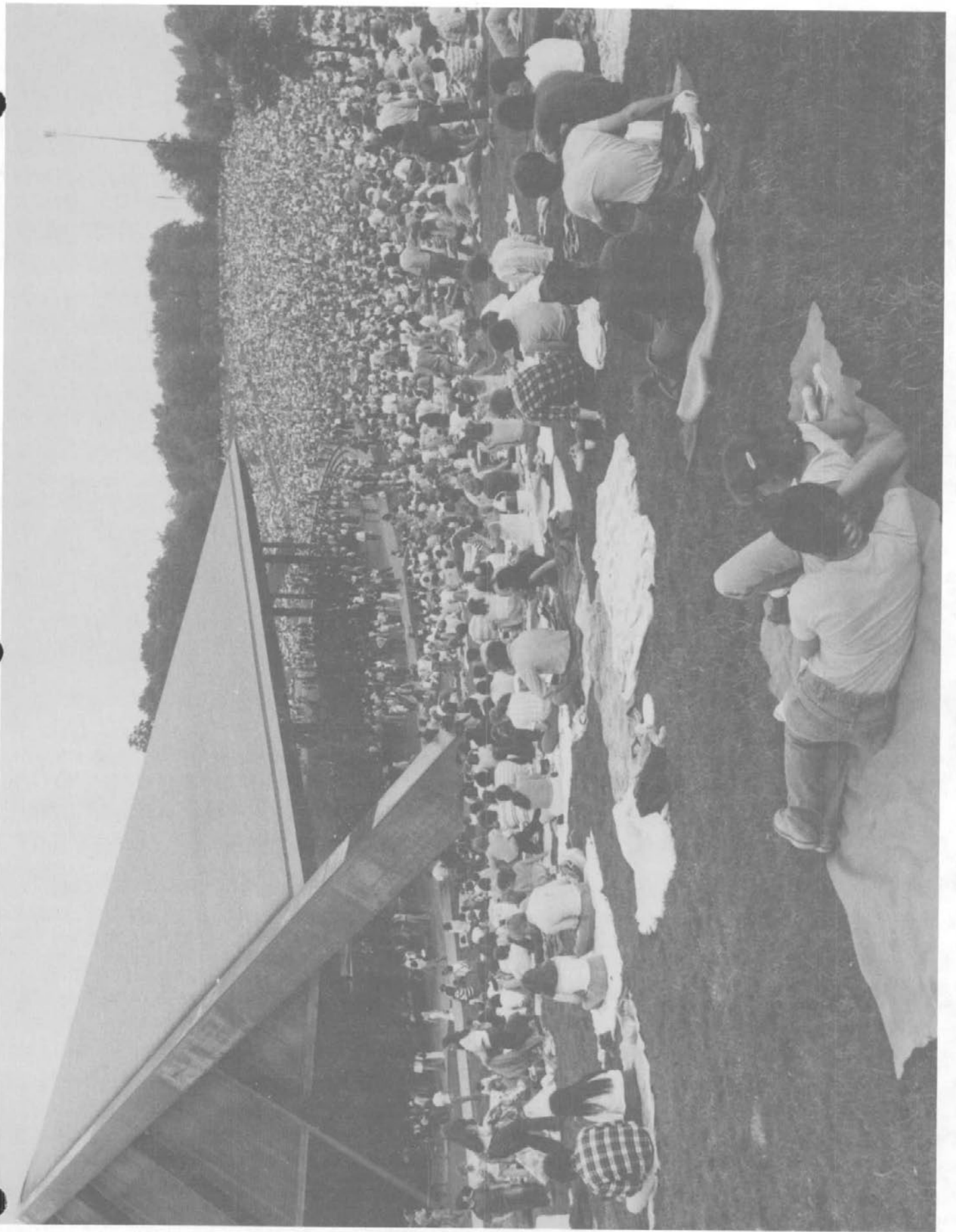


THE UNIVERSITY OF KENT  
FINE AND PERFORMING ARTS CENTER  
100 UNIVERSITY AVENUE  
KENT, OHIO 44242

FINE AND PERFORMING ARTS CENTER  
KENT STATE UNIVERSITY

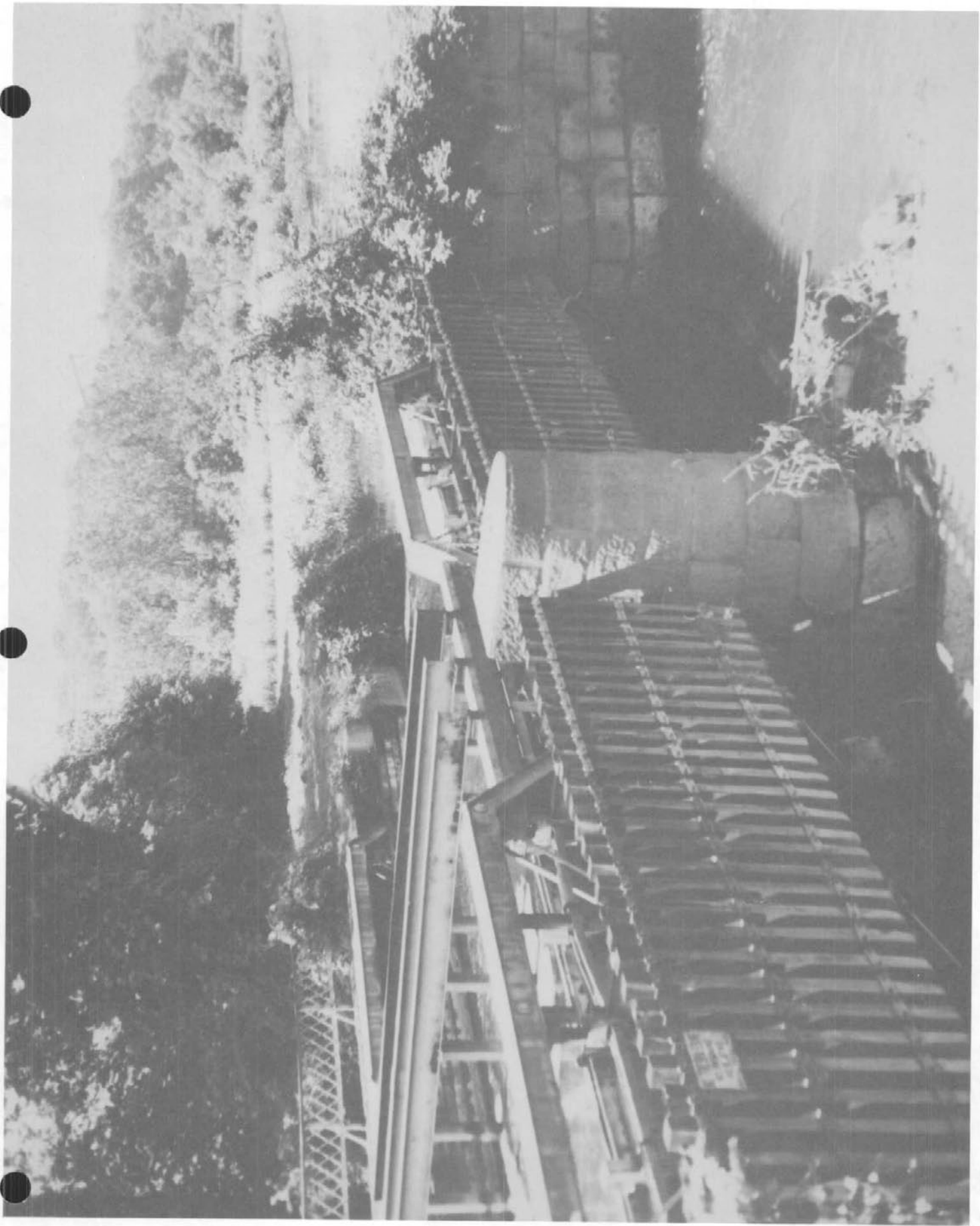
*Appendix A*

**Figure 78:** Blossom Music Center, summer home of the Cleveland Orchestra, occupies several hundred acres of land within Cuyahoga Valley National Recreation Area. A variety of cultural programs attract thousands of visitors to symphonies, pop concerts rock and roll, and special events.



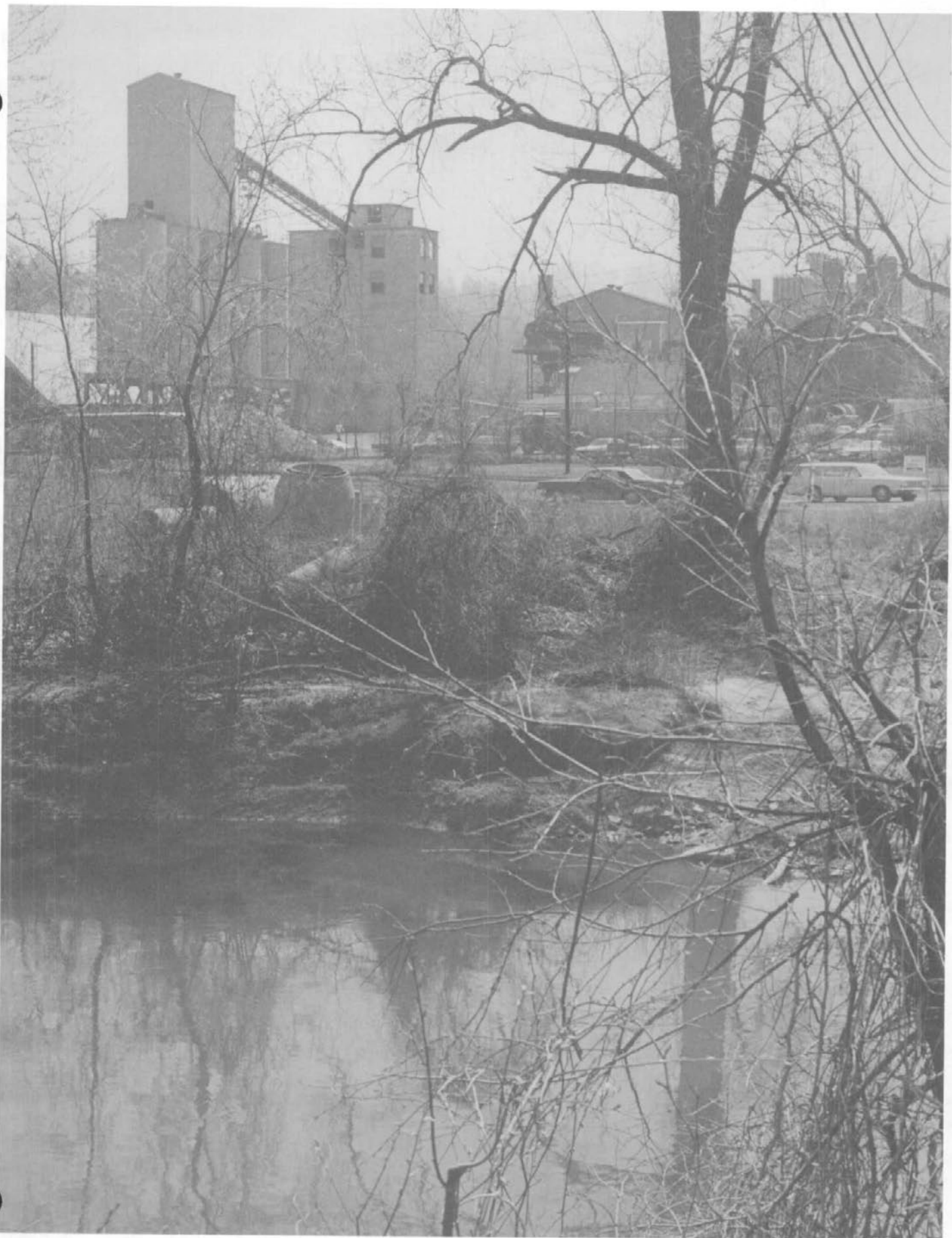
*Appendix A*

**Figure 79:** The Tinkers Creek Aqueduct carries the Ohio and Erie Canal over Tinkers Creek in the northern section of Cuyahoga Valley National Recreation Area.



***Appendix A***

**Figure 80:** The Hydraulic Press Brick Company operates the haydite pit mine on Stone Road.



***Appendix A***

**Figure 81:** The Interpretation and Visitor Services division began operating in 1979 with activities such as naturalist-guided walks.



*Appendix A*

**Figure 82:** The first park headquarters for Cuyahoga Valley National Recreation Area was on Route 303, in a modest, brick former residence.



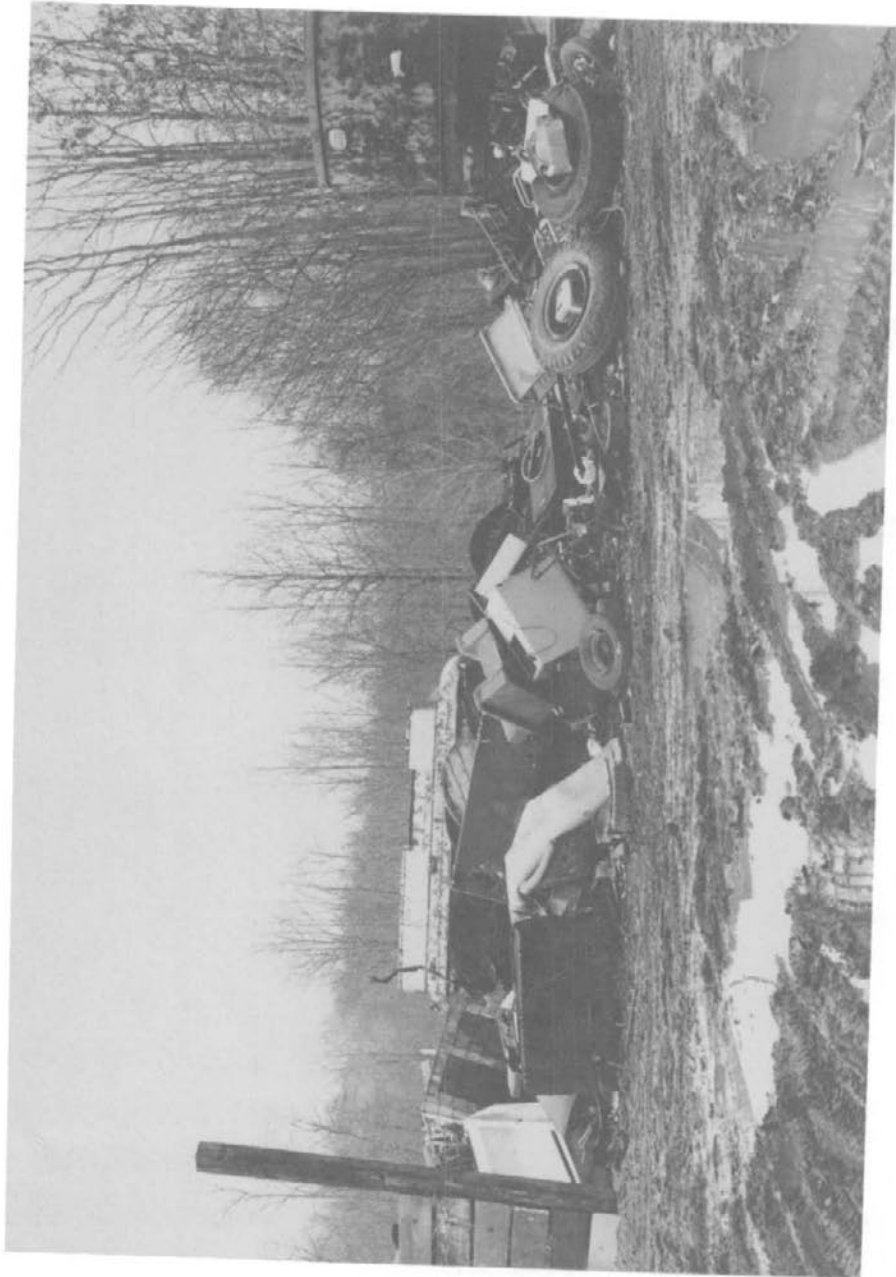
*Appendix A*

**Figure 83: Happy Days Visitor Center was built by the Civilian Conservation Corps in 1938, and was the last CCC-built project in Virginia Kendall Park.**



*Appendix A*

**Figure 84:** Purchased by the National Park Service in 1980, the Krejci Dump was later found to contain hazardous waste. As a U.S. Environmental Protection Agency-designated superfund site, the area has benefitted from millions of dollars in an intensive cleanup effort.



*Appendix A*

**Figure 85:** Special events like "May Day" successfully draw large crowds into the Cuyahoga Valley.



*Appendix A*

**Figure 86:** The wide open spaces of the Cuyahoga Valley are ideal for hot air balloon enthusiasts participating in a "Celebrate the Wind" special event.



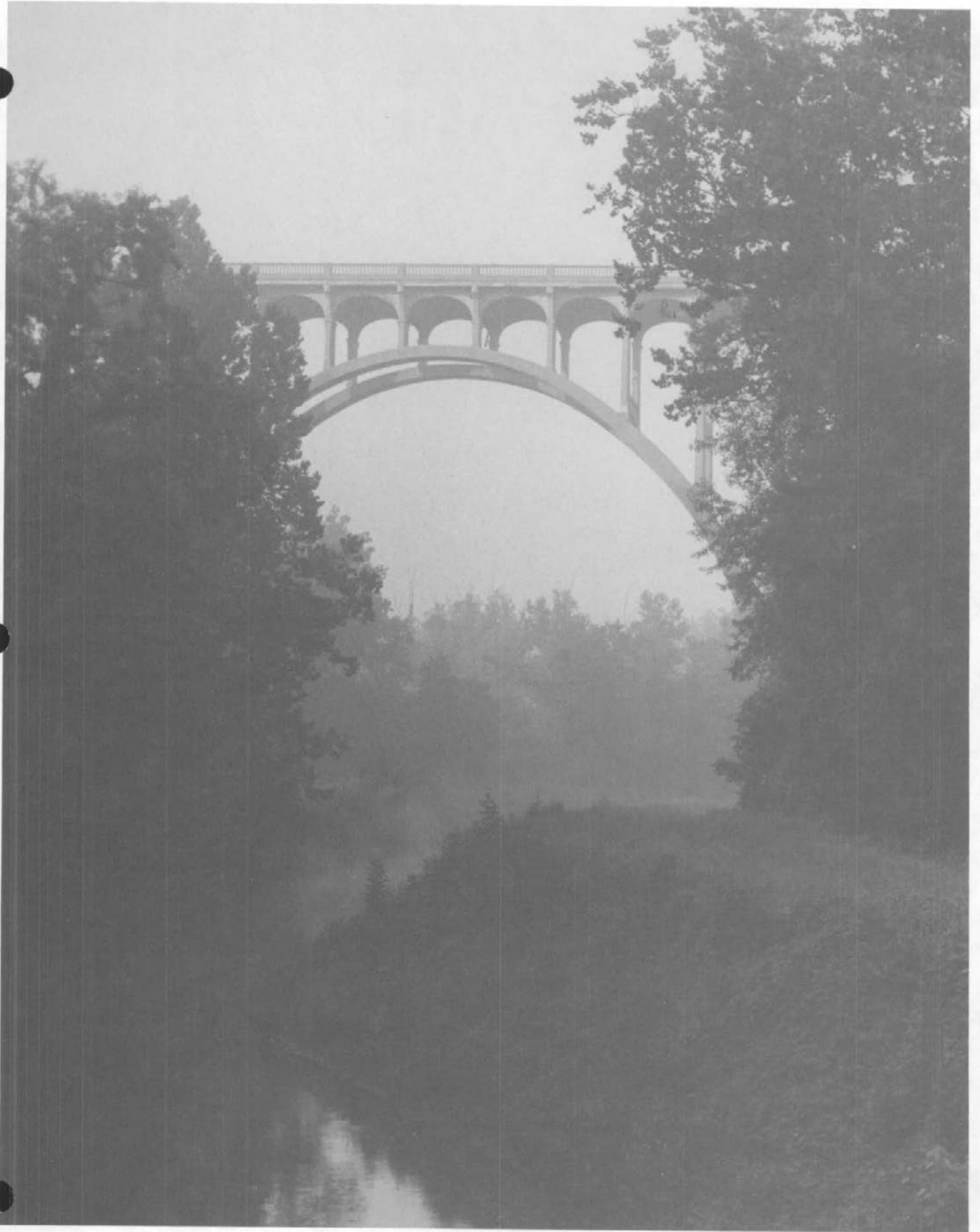
**Appendix A**

**Figure 87: Cuyahoga Valley National Recreation Area serves as host for Ohio's Winter Special Olympics each year.**



**Appendix A**

**Figure 88: The Route 82 bridge spans the picturesque Cuyahoga Valley.**



**Appendix A**

**Figure 89:** The National Park Service celebrates Cuyahoga Valley National Recreation Area's tenth birthday in 1985. Left to right: Superintendent Lewis S. Albert, long-time volunteer and founding member of the Cuyahoga Valley Park Federation Janet Hutchison, Midwest Regional Director Charles H. Odegaard, National Park Service Director William Penn Mott, Congressman Ralph Regula, and Congressman John Seiberling.



**Appendix A**

**Figure 90:** The ribbon-cutting ceremony marking the opening the Ohio and Erie Canal Visitor Center in 1989. Left to right: Supervisory Park Ranger Rory Robinson, State Senator Grace Drake, Associate Regional Director Warren Hill, Cuyahoga Valley Association President Christine Freitag, and Superintendent John P. Debo, Jr.



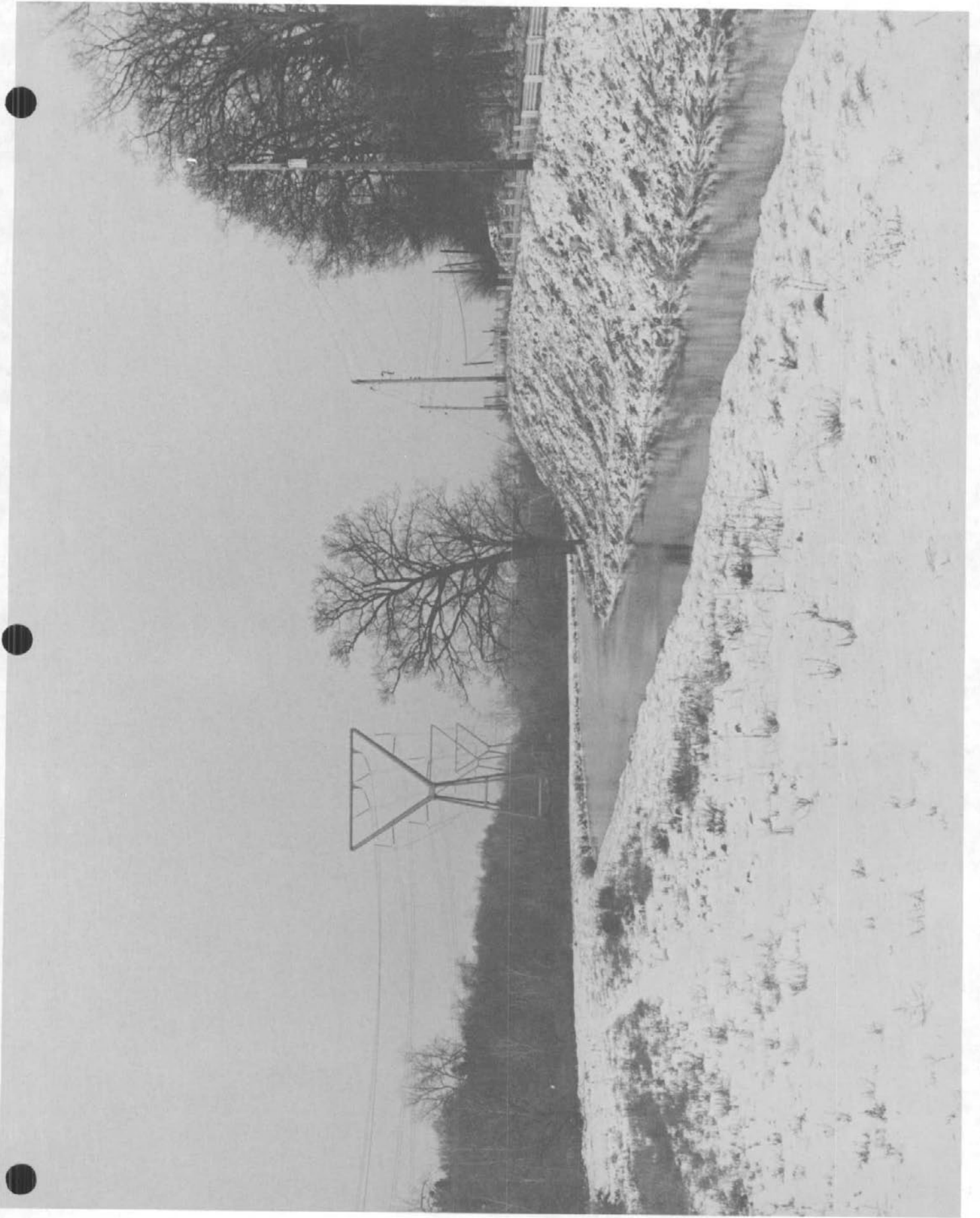
*Appendix A*

**Figure 91:** Blue Hen Falls, located near Boston Mills Road, is one of the many hidden surprises of nature within the Cuyahoga Valley.



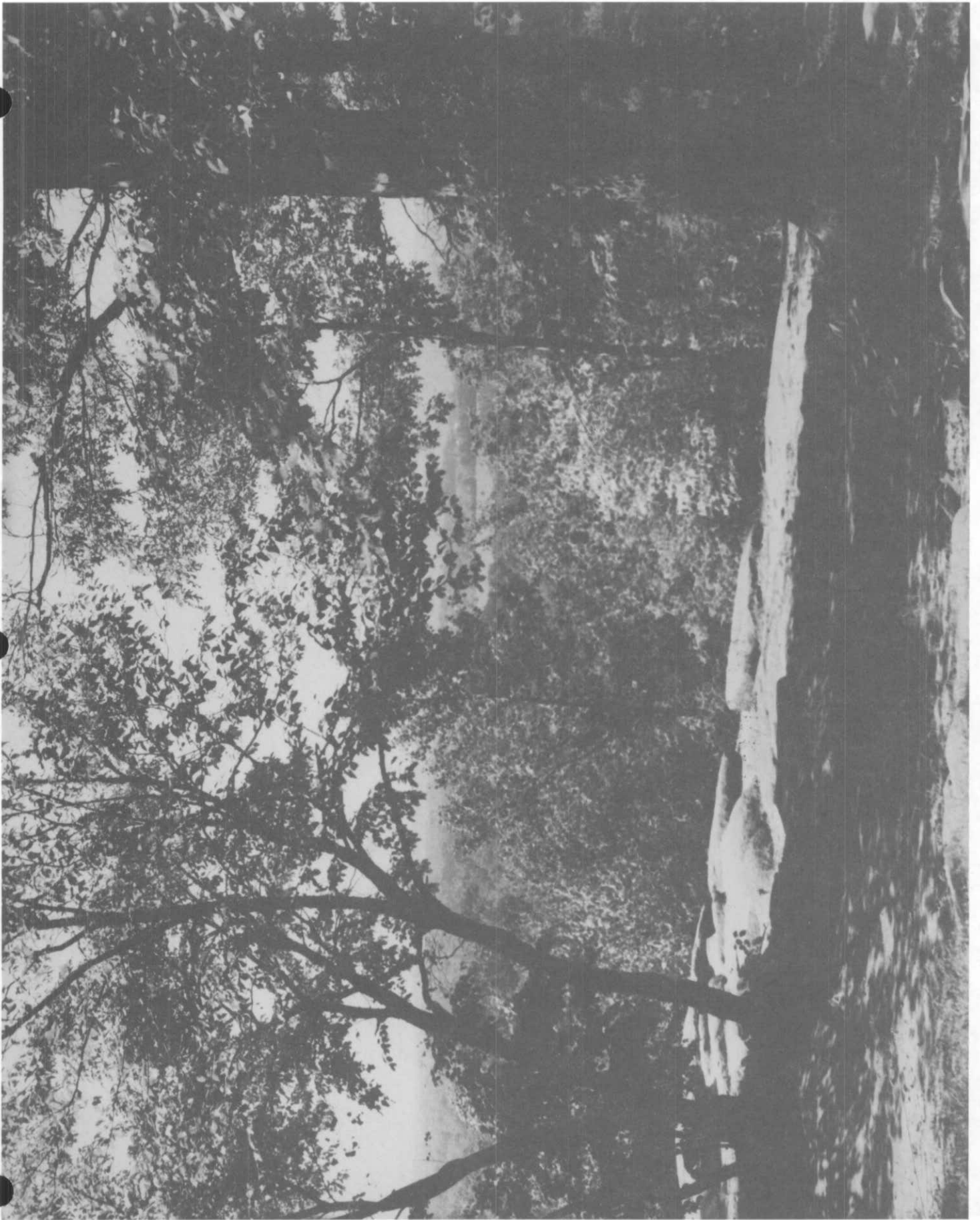
**Appendix A**

**Figure 92:** An unfortunately common visual blight in the Cuyahoga Valley, these high-tension electrical towers south of Tinkers Creek Road were removed by Cleveland Electric Illuminating Company in a litigated settlement with the National Park Service.



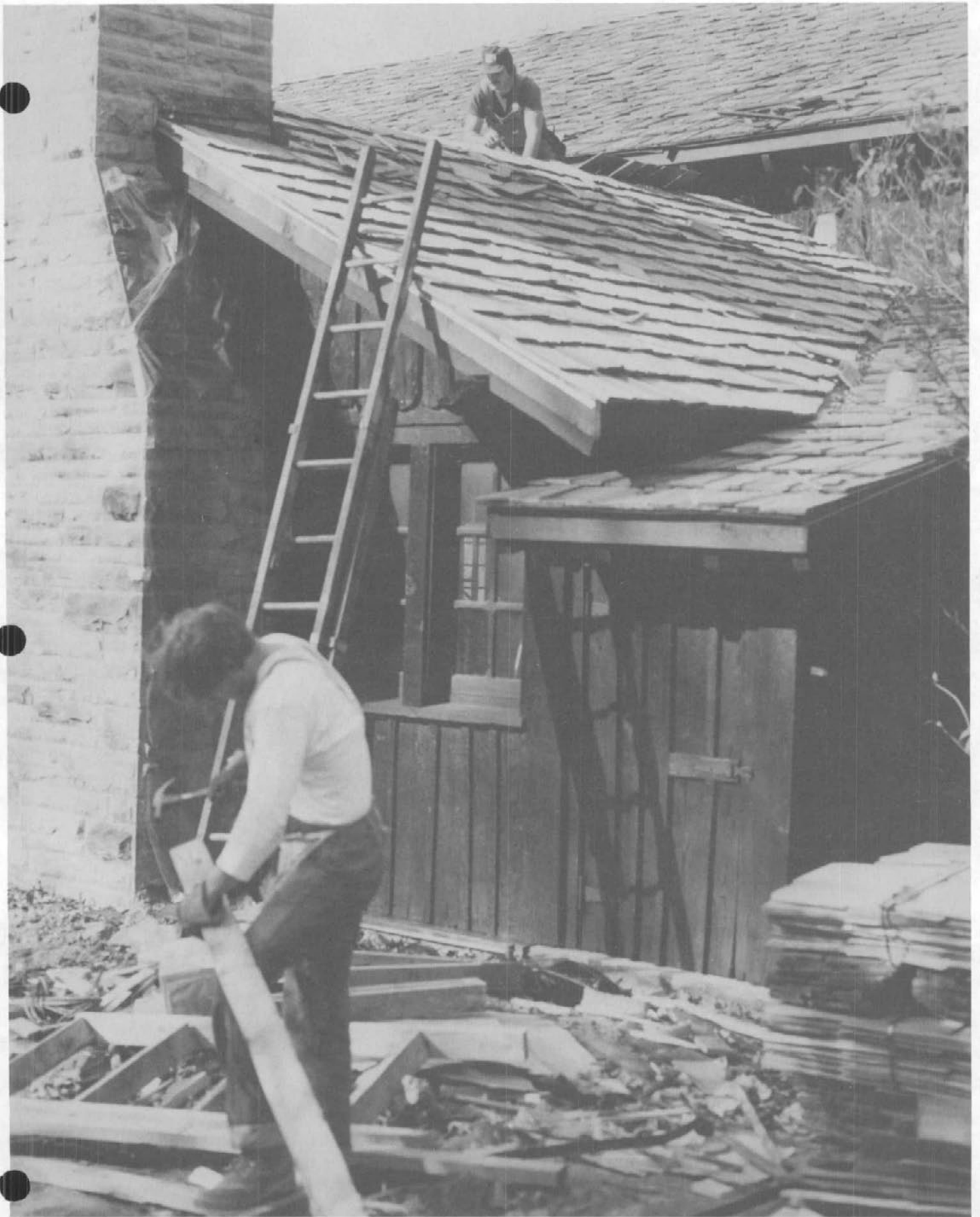
*Appendix A*

**Figure 93:** The scenic view as seen from the Ritchie Ledges overlook.



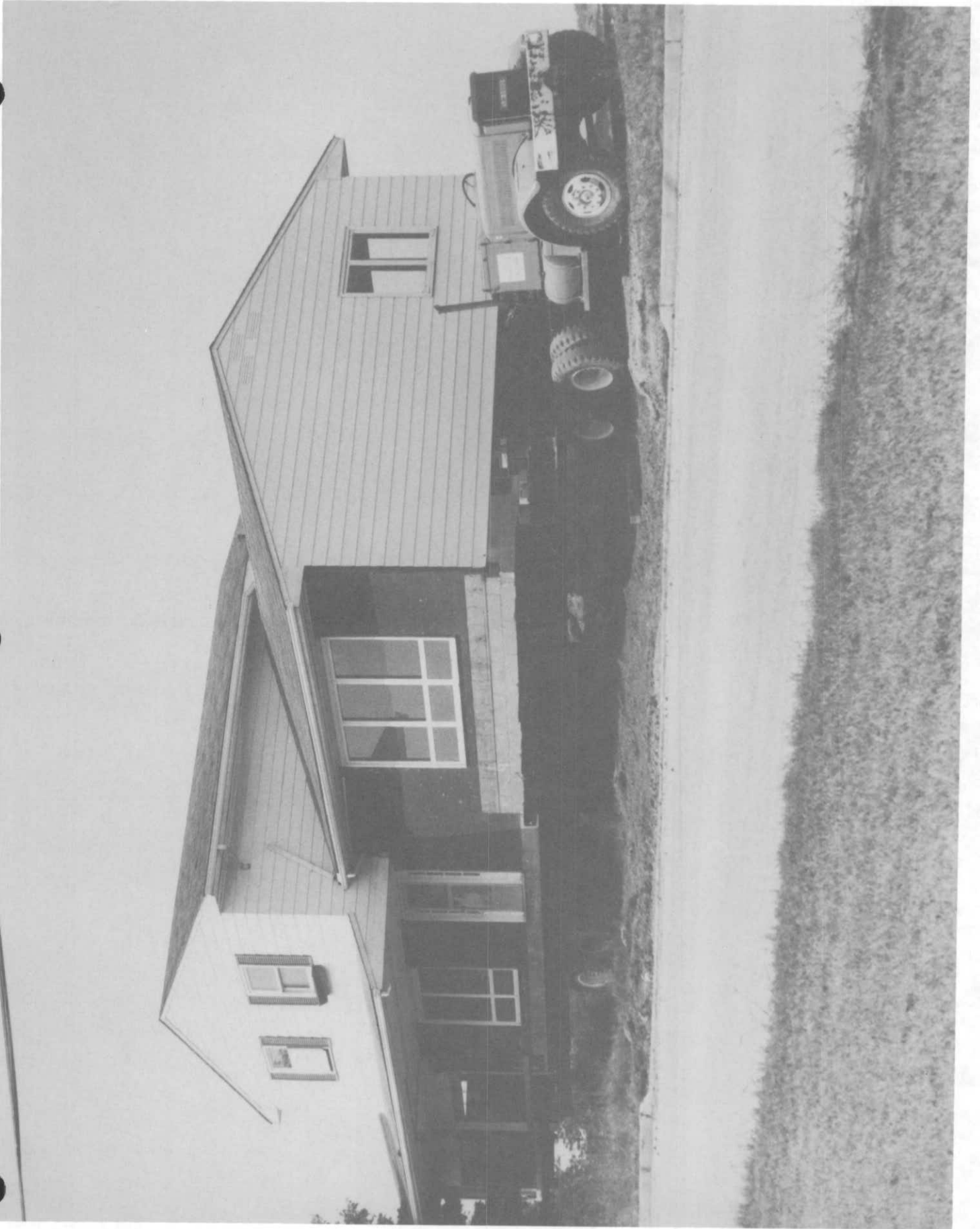
***Appendix A***

**Figure 94: Laborers reroof the Happy Days Visitor Center.**



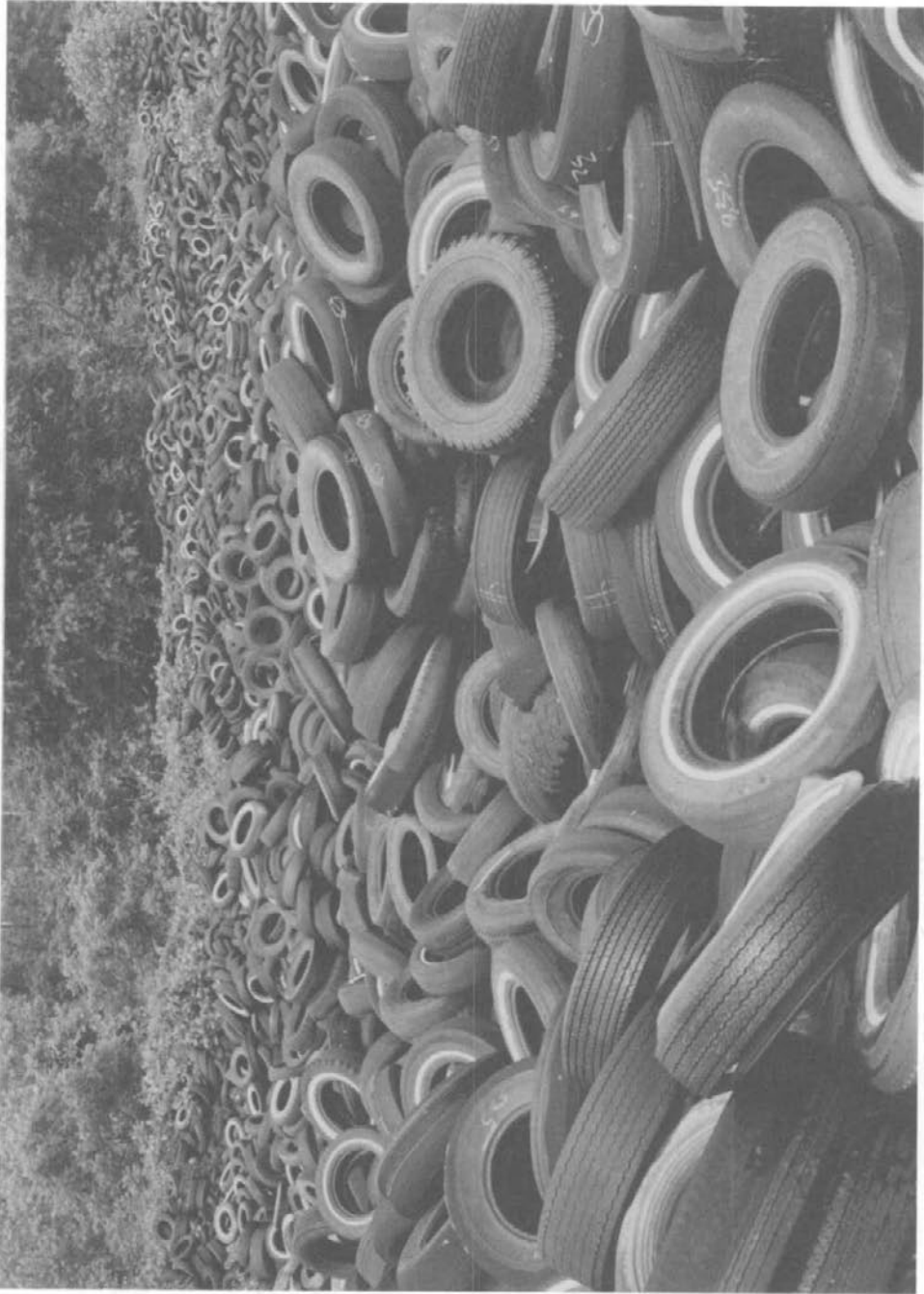
***Appendix A***

**Figure 95:** A common sight in the late 1970s and early 1980s, houses were purchased and physically removed from the Cuyahoga Valley National Recreation Area.



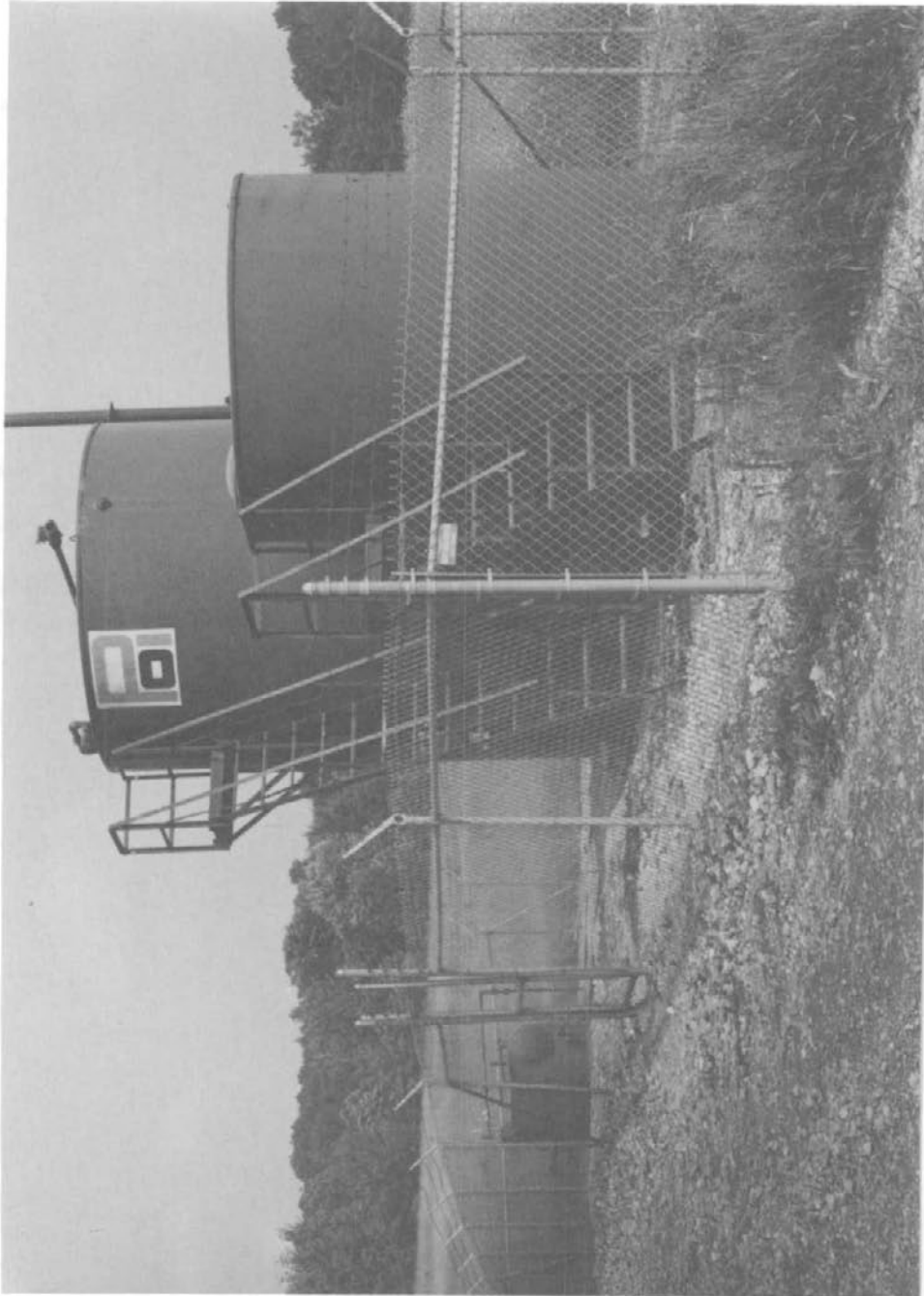
***Appendix A***

**Figure 96:** The Demassimo Tire Dump near Hillside Road contained nearly 1.5 million used tires before the area was cleaned up in the mid-1980s.



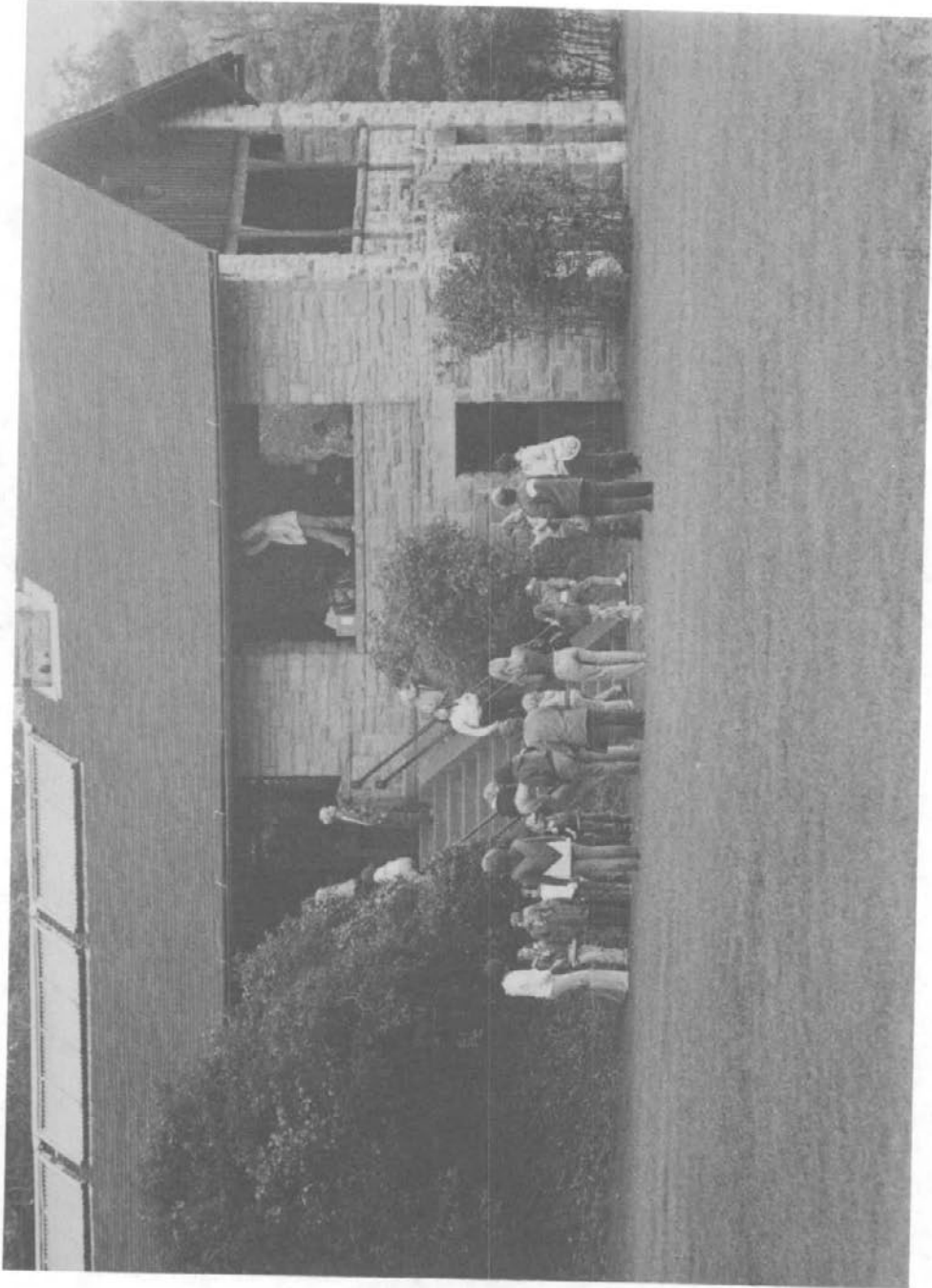
**Appendix A**

**Figure 97: Oil storage tanks near an active oil well. In 1991, there were 95 active wells within the boundaries of Cuyahoga Valley National Recreation Area.**



**Appendix A**

**Figure 98: Virginia Kendall Lake Shelter, in addition to hosting picnickers and special group gatherings, was adapted by the National Park Service to serve as a winter sports and visitor contact center in 1982.**



*Appendix A*

## **APPENDIX B**

### **Area and Boundary Maps**



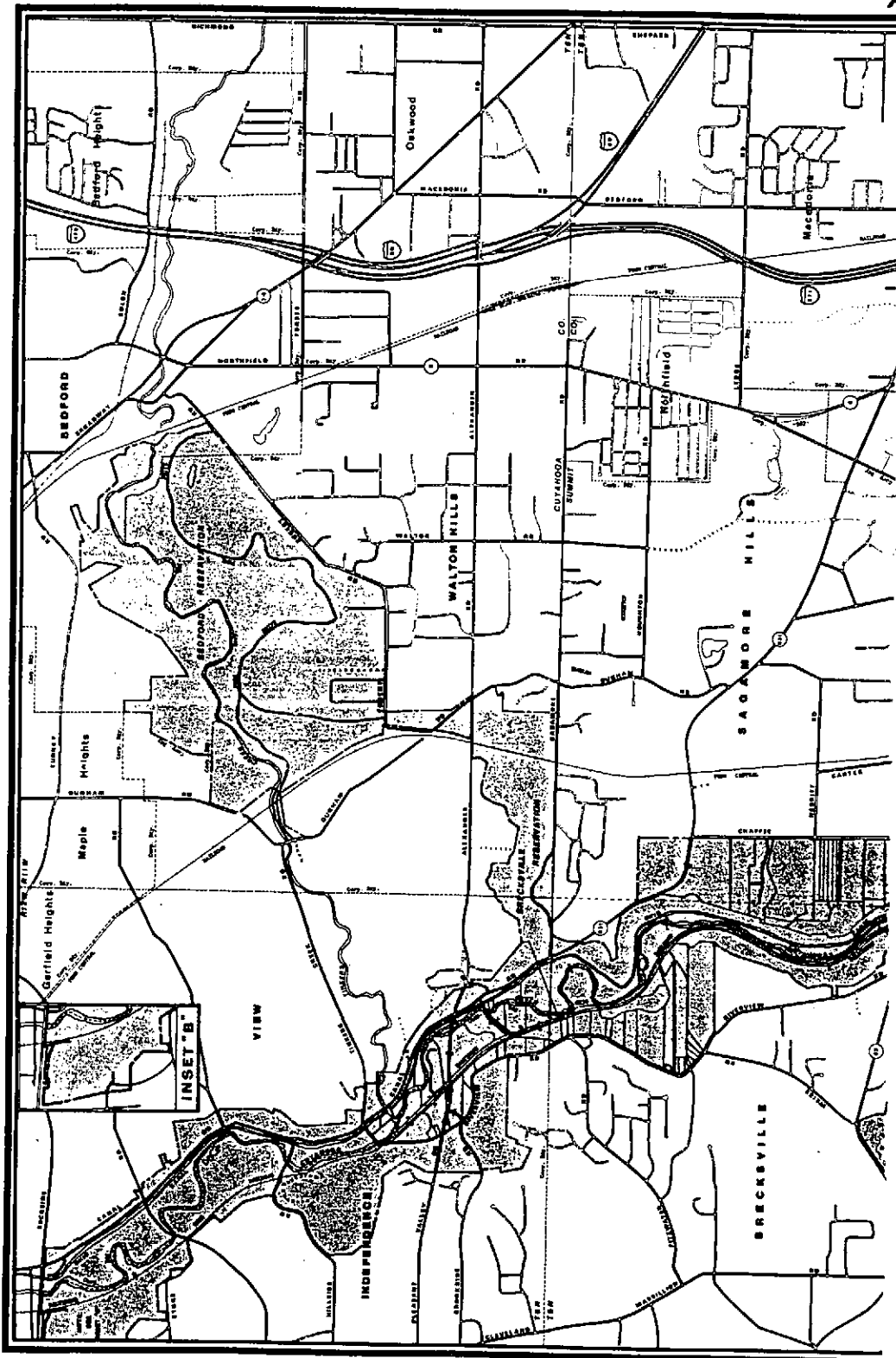
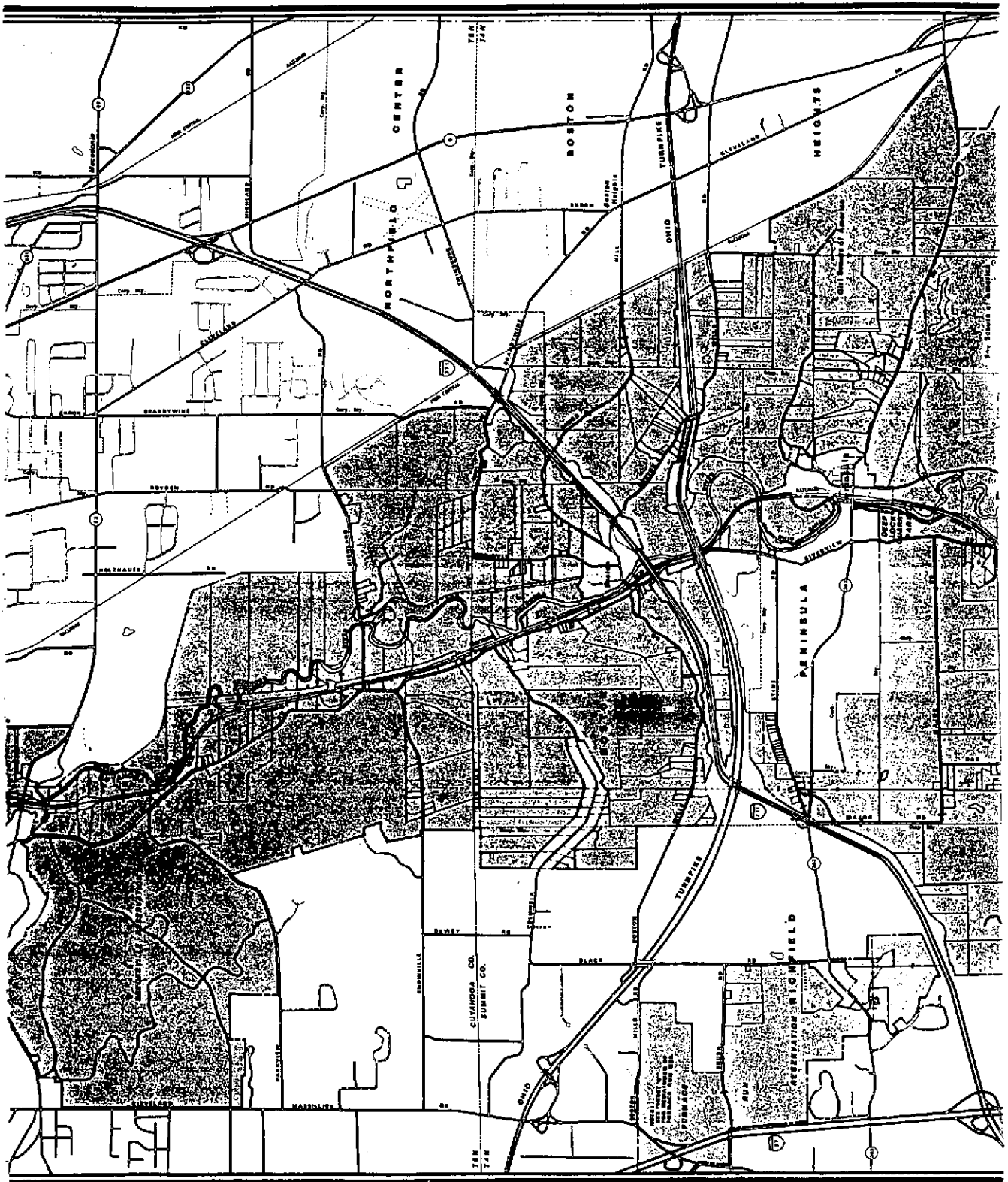
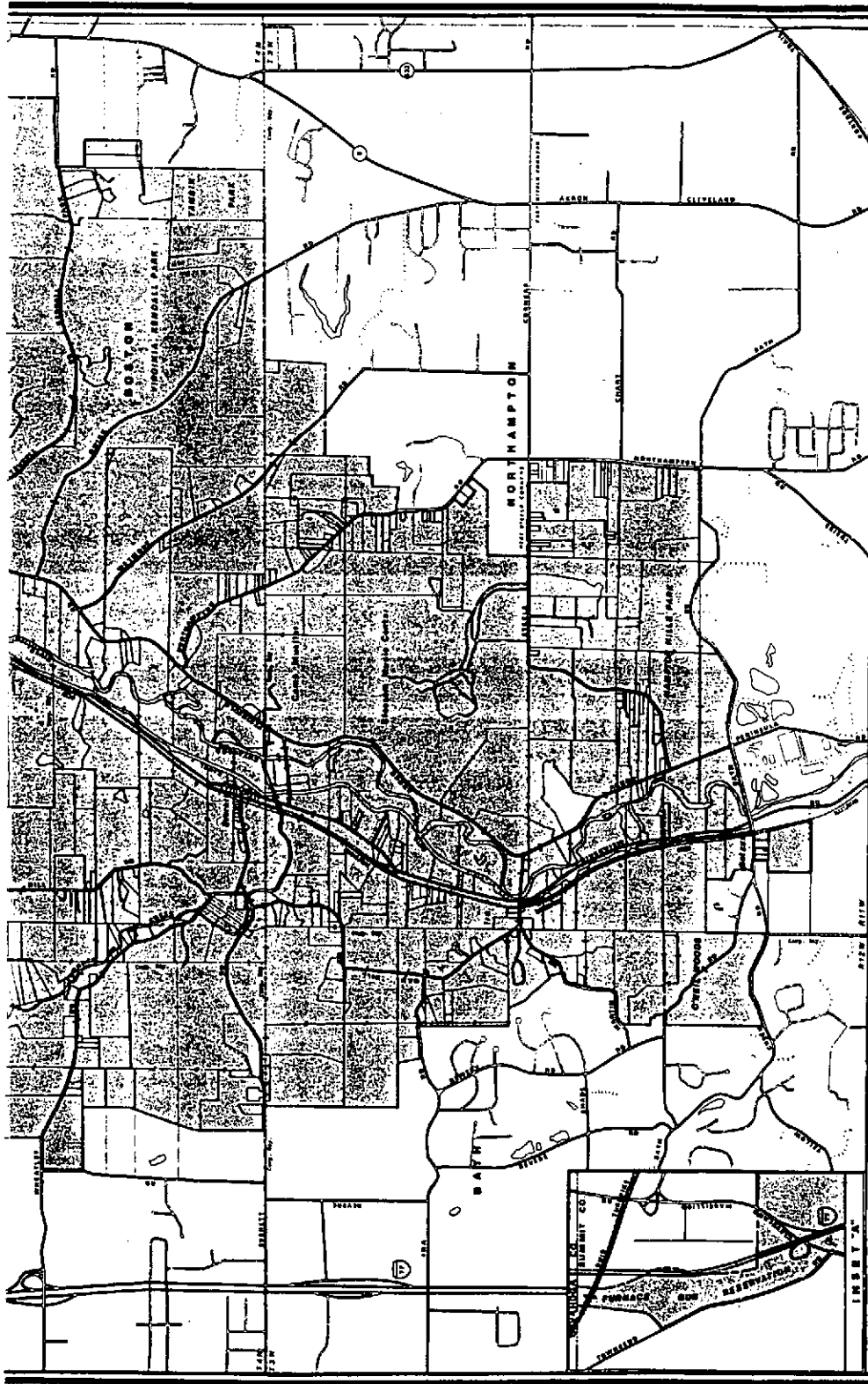


Figure 100: 1976 CVNRA boundary map (3 parts)

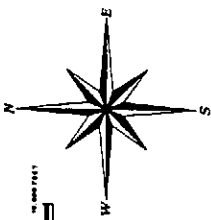


[Continued] Figure 100



**BOUNDARY MAP**  
**CUYAHOGA VALLEY**  
**NATIONAL RECREATION AREA**  
**CUYAHOGA & SUMMIT COUNTIES, OHIO**

SEPTEMBER 1976 NRA-CUVA 90.000A



SCALE: 1" = 1/2 MILE  
 UNITED STATES  
 DEPARTMENT OF THE INTERIOR  
 NATIONAL PARK SERVICE

[Continued] Figure 100

Appendix B

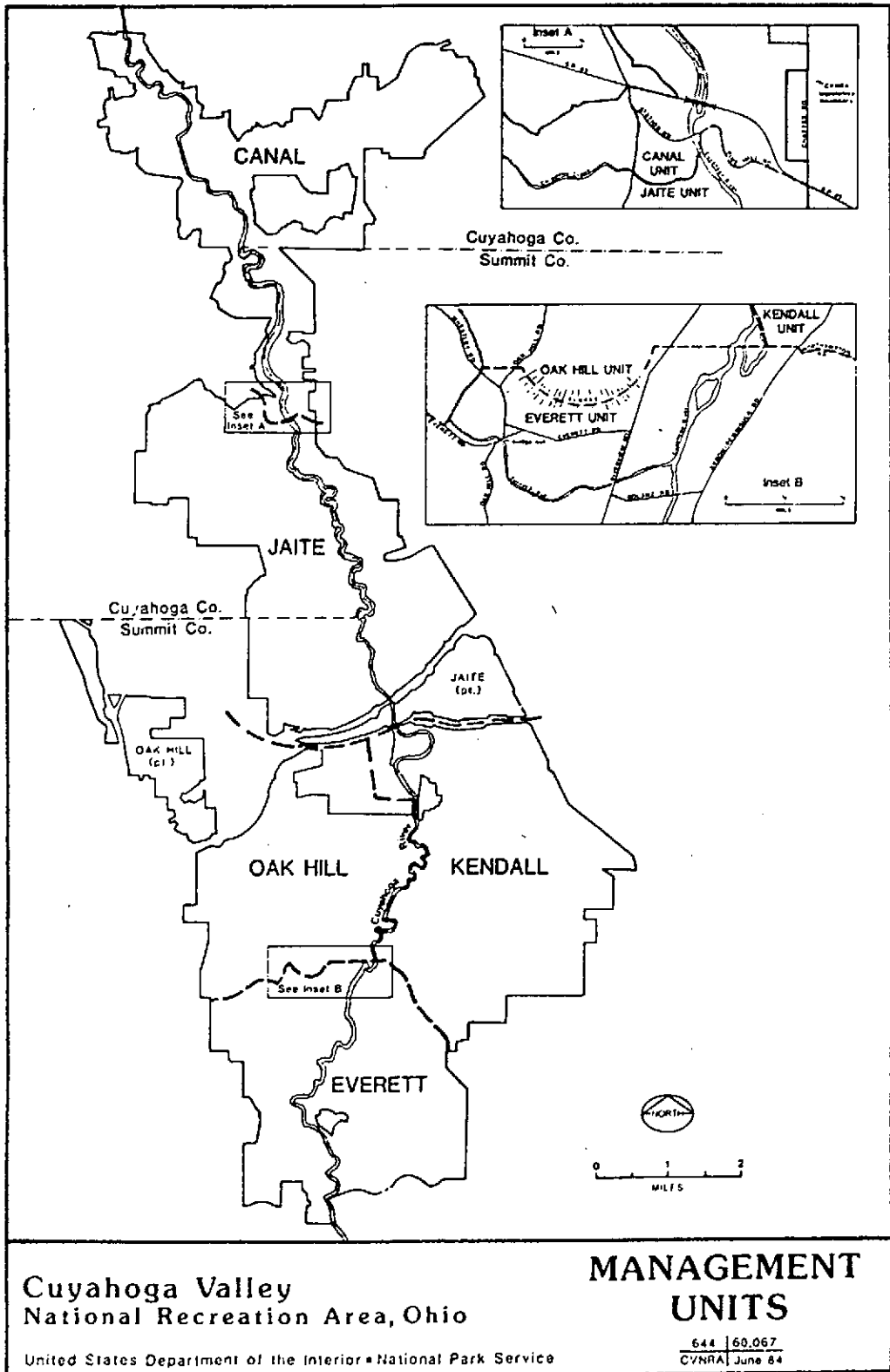


Figure 101: Map of CVNRA's five management units

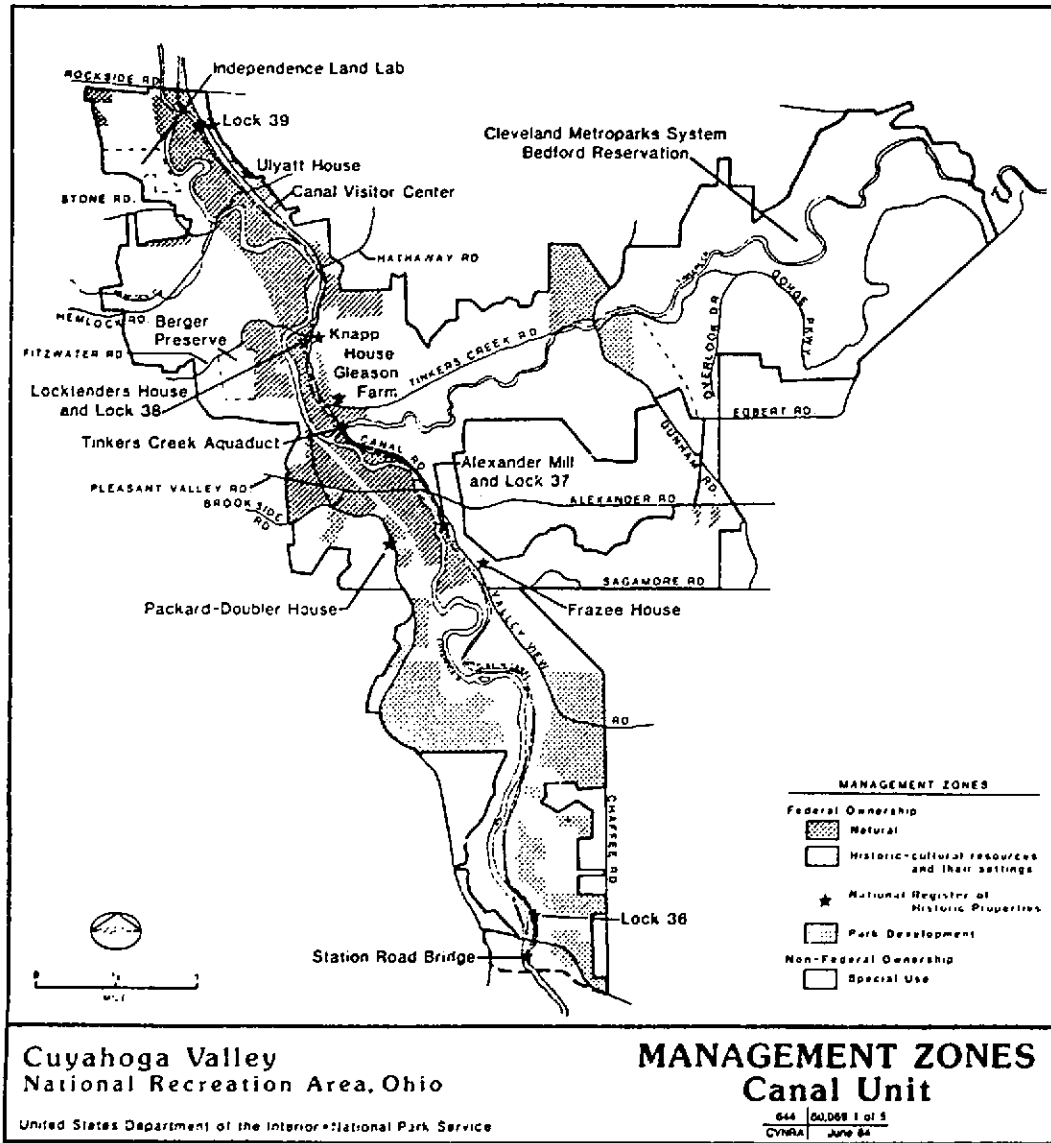


Figure 102: Canal Unit, CVNRA management zone

Appendix B

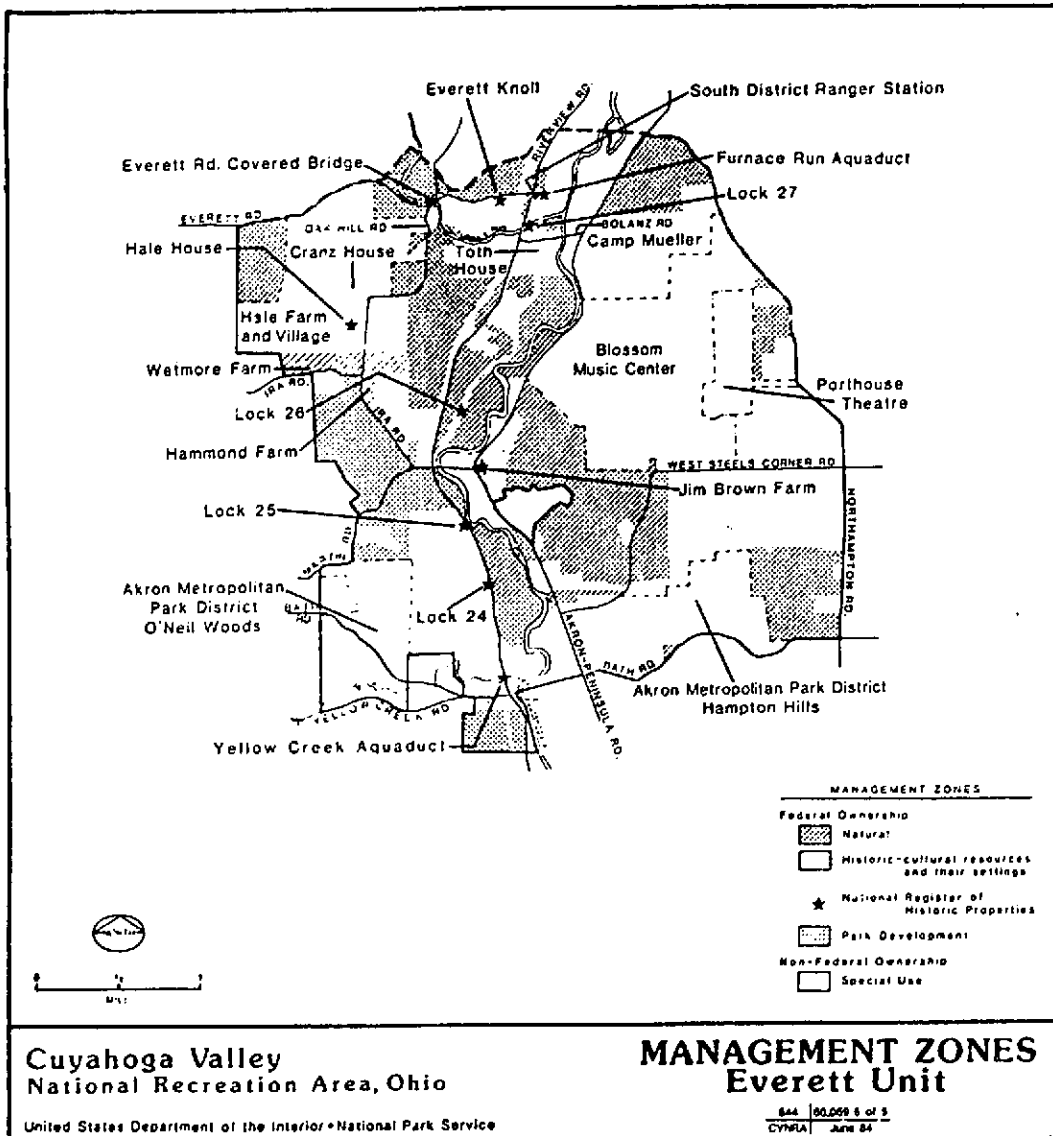


Figure 103: Everett Unit, CVNRA management zone

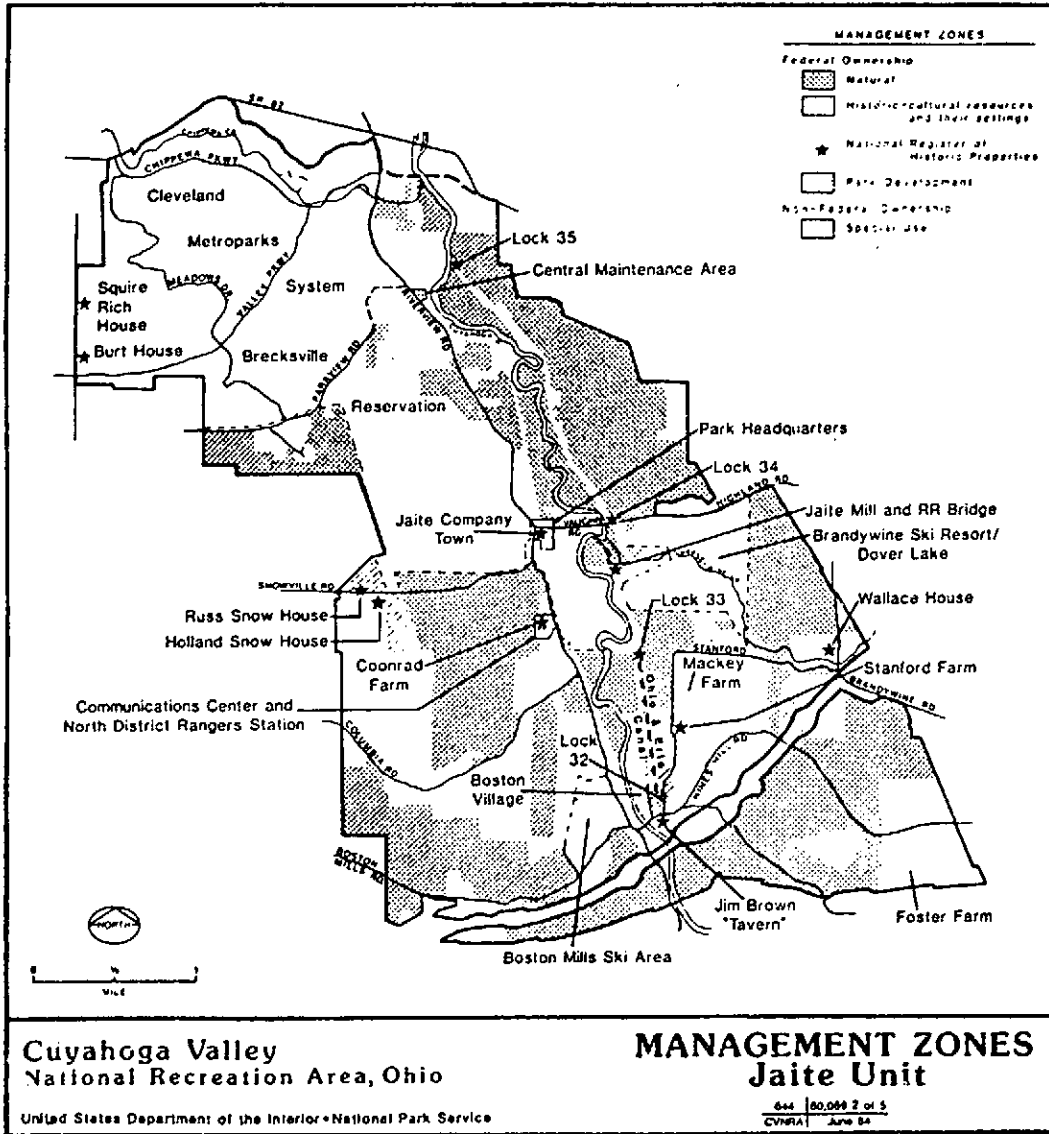


Figure 104: Jaite Unit, CVNRA management zone

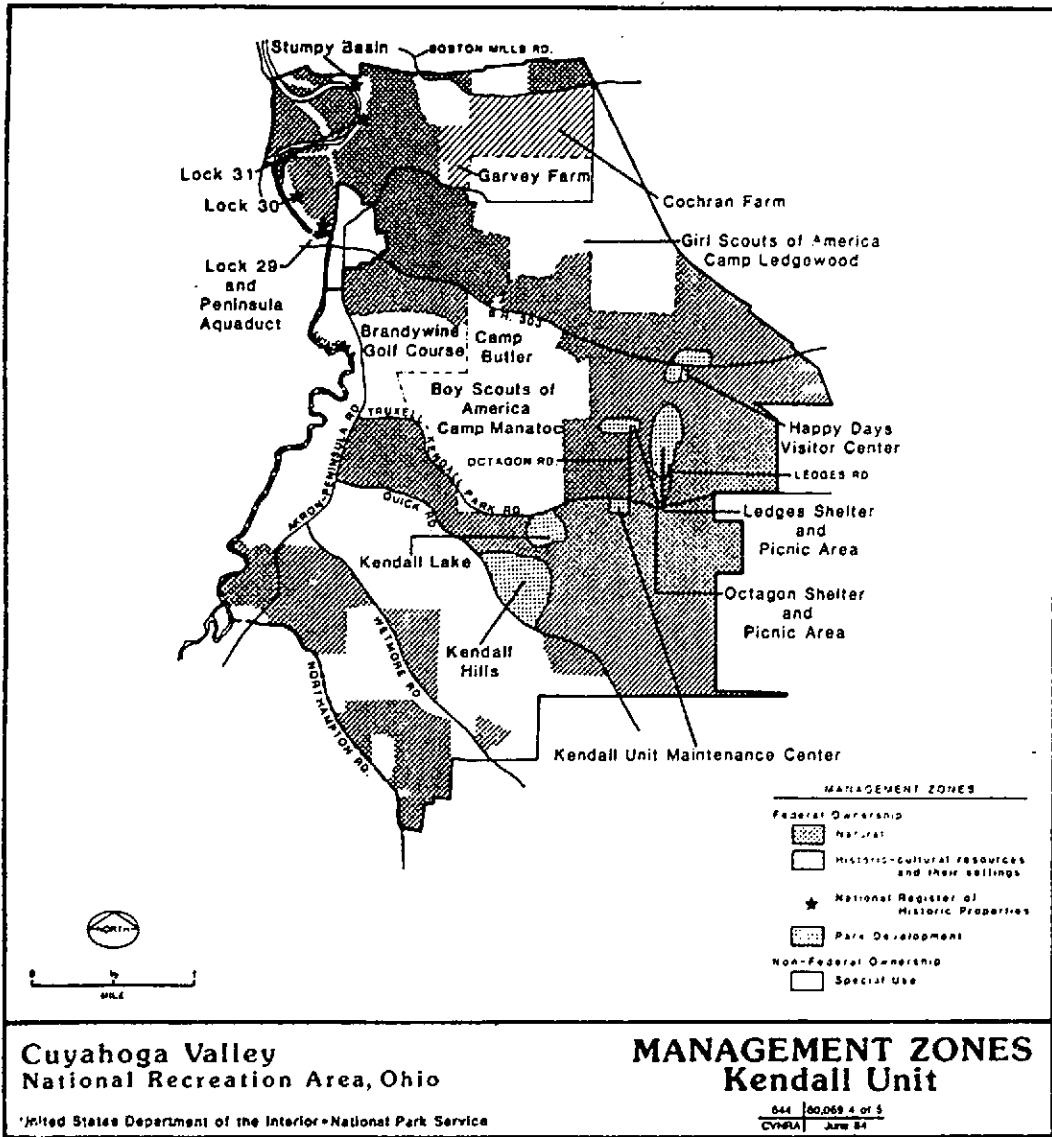


Figure 105: Kendall Unit, CVNRA management zone

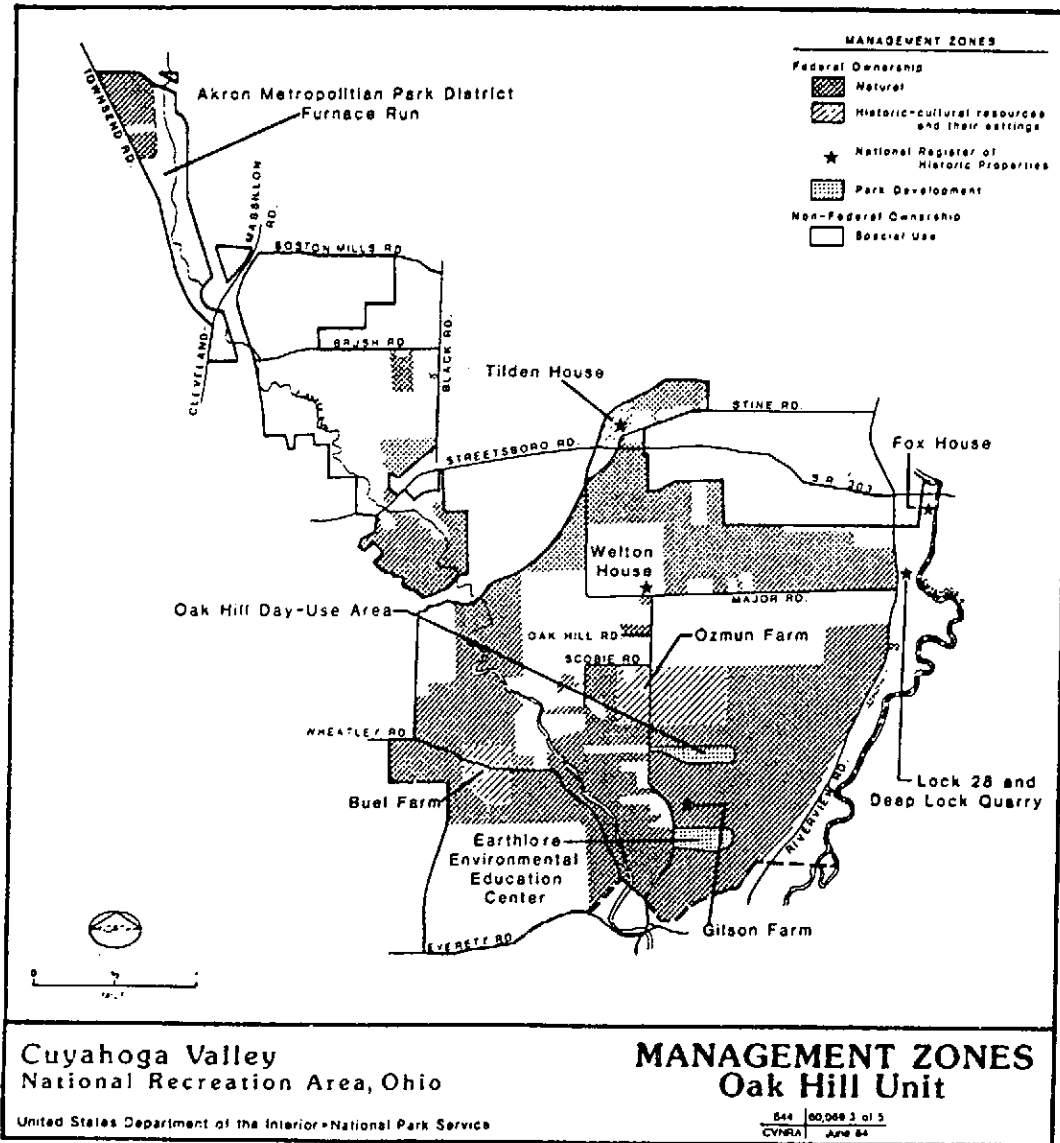


Figure 106: Oak Hill Unit, CVNRA management zone

***Appendix B***

# APPENDIX C

## Chronological List of Employees

### PRESIDENTS OF THE UNITED STATES

NAME	DATE
John F. Kennedy	01-20-61 to 11-22-63
Lyndon B. Johnson	11-22-63 to 01-20-69
Richard M. Nixon	01-20-69 to 08-09-74
Gerald R. Ford	08-09-74 to 01-20-77
Jimmy E. Carter	01-20-77 to 01-20-81
Ronald W. Reagan	01-20-81 to 01-20-89
George H. W. Bush	01-20-89 to

### SECRETARIES OF THE INTERIOR

NAME	DATE
Stewart L. Udall	01-12-61 to 01-20-69
Walter J. Hickel	01-21-69 to 11-25-70
Rogers C. B. Morton	01-30-71 to 04-30-75
Stanley K. Hathaway	06-13-75 to 10-09-75
Thomas S. Kleppe	10-17-75 to 01-20-77
Cecil D. Andrus	01-23-77 to 01-20-81
James G. Watt	01-21-81 to 11-08-83
William C. Clark	11-21-83 to 02-06-85
Manuel Lujan, Jr.	02-03-89 to

### DIRECTORS OF THE NATIONAL PARK SERVICE

NAME	DATE
George B. Hartzog, Jr.	01-08-64 to 12-31-72
Ronald H. Walker	01-01-73 to 01-03-75
Gary E. Everhardt	01-13-75 to 05-27-77
William J. Whalen	07-05-77 to 05-13-80
Russell E. Dickenson	05-15-80 to 03-03-85
William Penn Mott	05-01-85 to 04-15-89
James M. Ridenour	04-17-89 to

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### REGIONAL DIRECTORS

NAME	OFFICE	DATE
Lemuel A. Garrison	Northeast Regional Office	01-02-66 to 07-11-70
Henry G. Schmidt	Northeast Regional Office	07-12-70 to 08-22-71
Chester L. Brooks	Northeast Regional Office	08-22-71 to 11-20-76
Lemuel A., Garrison	Midwest Regional Office	02-16-64 to 01-01-66
Fred C. Fagergren	Midwest Regional Office	01-02-66 to 11-06-70
J. Leonard Volz	Midwest Regional Office	12-13-70 to 02-01-75
Merrill D. Beal	Midwest Regional Office	02-02-75 to 12-02-78
Jimmie L. Dunning	Midwest Regional Office	12-03-78 to 07-17-83
Randall L. Pope, Acting	Midwest Regional Office	07-18-83 to 12-31-83
Charles H. Odegaard	Midwest Regional Office	01-01-84 to 02-14-87
Don H. Castleberry	Midwest Regional Office	02-15-87 to

### CVNRA MANAGEMENT

NAME	POSITION	DATE
William C. Birdsell	Superintendent	07-16-75 to 08-16-80
Lewis S. Albert	Superintendent	11-02-80 to 01-02-87
John P. Debo, Jr.	Superintendent	04-24-88 to
Richard Peterson	Assistant Superintendent	1979-1980
Einar L. Johnson	Asst Superintendent, Operations	1980-
Robert P. Martin	Assistant Superintendent	1983-
Sheridan S. Steele	Management Assistant	1978-1982
Madeline Carst	Secretary	1976-1978
Debbie Coplin	Secretary	1978-1979
Judith Campbell	Secretary	1979-

### ADMINISTRATIVE SERVICES

NAME	POSITION	DATE
Gerald Mc Clarion (Division Chief)	Administrative Officer	1976-1979
David E. Linderman (Division Chief)	Administrative Officer	1981-1983
Roy F. Beasley, Jr. (Division Chief)	Administrative Officer	1983-
Diane E. Banta	Supply Clerk	1988-
Sheba I. Harris	Budget Analyst	1991-

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"	Purchasing Agent	1984-1991
"	Procurement Clerk	1982-1984
Cheryl A. Johnson	Purchasing Agent	1991-
Patricia A. Johnson	Personnel Mgmt Specialist	1990-
"	Personnel Assistant	1984-1990
"	Personnel Clerk	1982-1984
"	Procurement Clerk	1982
"	Clerk-Typist	1980
Patricia A. Lendvay	Personnel Clerk	1990-
Gail M. Martin	Secretary	1986-
Karen H. Parsons	Clerk-Typist	1985-1986
Steven W. Rodeman	Student Trainee	1991-
Dougless E. Strickland	Materials Handler	1991-
"	Warehouse Worker	1981-1991
"	Supply Clerk	1980-1981
"	Laborer	1979-1980
Joyce A. Stumbo	Contract Specialist	1983-
"	Purchasing Agent	1980-1983
"	Clerk-Typist	1979-1980
Heather M. Vasquez	Student Trainee	1991-
Lowell T. Back	Budget Analyst	1989-1991
Sherolyn E. Wade (Brown)	Fiscal Clerk	1981-1983
"	Administrative Clerk	1979-1981
"	Clerk-Typist	1978-1979
James D. Callahan	Supply Clerk	1982-1985
Ristine Chapman	Supply Clerk	1986-1987
Judy G. Coplin	Supply Clerk	1980-1981
"	Clerk-Typist	1979-1980
Marva L. Davis	Secretary	1982-1983
"	Clerk Stenographer	1980-1982
"	Clerk-Typist	1980
Gale A. Giera	Personnel Clerk	1990
"	Clerk-Typist	1988-1990
"	Information Receptionist	1988
Rosemary L. Glinski	Clerk-Typist	1983
Joanne C. Lazzara	Budget Assistant	1984-1985
Lisa M. Lewandowski	Student Trainee	1989-1990
Christopher J. Light	Personnel Clerk	1980-1982
David E. Linderman	Administrative Assistant	1980-1981
Leeann G. Meer	Personnel Clerk	1990-1991
Audrey R. Mink	Procurement Clerk	1981
"	Clerk-Typist	1980-1981
Patricia A. Mitchell	Clerk-Typist	1984
Linda M. Prange	Budget Assistant	1986-1988
"	Budget Clerk	1985-1986
"	Secretary	1985
Douglas Price	Fiscal Clerk	1983-1985
Lourdes J. Rodrigues	Secretary	1983-1984
Kathleen L. Sok	Clerk-Typist	1983

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Elesa G. Spears	Budget Assistant	1982-1984
"	Secretary	1981-1982
"	Clerk-Typist	1980-1981
David A. Vargo	Supply Clerk	1987-1988
Alexis A. Karis	Student Trainee	1990-1991
Kathy Broconfield (Barbone)	Personnel	1978-1980
Heather Zavodney	Student Trainee	1987-1988
Ronald White	Student Trainee	1986-1987

## INTERPRETATION AND VISITOR SERVICES

T= Temporary  
P= Permanent

NAME		POSITION	DATE
Ron Thoman (Division Chief)	P	Supervisory Park Ranger	1979-1990
Diane Chalfant (Division Chief)	P	Supervisory Park Ranger	1990-
Lynda Anderson	T	Park Ranger	1991
Steven Anderson	T	Park Aid	1979-1980
Deborah Ayers (Birch)	T/P	Park Ranger	1988-1991
Diane Banta	P	Park Ranger	1985-1988
Samuel Barbone	T	Park Aid	1979-1980
Beverly Barta	T	Park Tech	1981-1982
Erica Beall	T	Park Ranger	1989
Harley Beall	T	Park Ranger	1990-
Jeffrey Black	P	Park Tech	1980
Viola Bramel	T	Park Tech	1981
Denise Brannan	T	Park Aid	1979-1980
Lisa Brohl	P	Park Tech	1981-1982
Scott Bromley	T	Park Aid	1979
Ned Bunn	T	Museum Aid	1991
Timothy Bushner	T	Park Ranger	1991
Gail Byers	T	Park Tech	1978
Diane Chalfant (Keller)	T	Park Tech	1980-1982
"	P	Park Tech	1982-1984
Paul Chalfant	T	Park Tech	1981-1983
Joanne Chess	T	Park Ranger	1991
Richard Chylinski	T	Park Aid	1979-1980
Raymond Clary II	T	Park Ranger	1991
James Conti	T	Park Aid	1979-1980
David Crosby	T	Park Tech	1980-1981
Francis Cucurullo	P	Supervisory Park Ranger	1982-1986
"	P	Park Ranger	1981
Leslie Davidson	T	Park Aid	1980
Edward Deericks	T	Park Aid	1980
Mary Delmoro	T	Park Aid	1979-1980

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David Dewitt	P	Park Ranger	1989-1991
David Dickson	T	Park Aid	1979-1980
William Dodd	T	Park Aid	1979-1980
Laura Drozda	T	Park Aid	1979-1980
Dennis Enberg	T	Park Tech	1982
Karen Eschedor	T	Park Tech	1982-1983
Marian Eihler	T	Park Aid	1979
Martin Fleming	T	Park Tech	1985
Patrick Flynn	T	Park Aid	1981
Judy Folts	P	Acting Supervisory Park Ranger	1991
Sherry Funke	T	Park Tech	1979-1980
Patty Furbush	T	Park Tech	1981
Mark Gamble	T	Park Aid	1979
Susan Garland	T	Historian	1979-1981
"	T	Park Tech	1982-1985
"	P	Secretary (Typing)	1987-1991
Mike Gaspro	T	Park Aid	1979
Mark Gatewood	T	Park Tech	1981-1983
Elizabeth Gillman	T	Park Aid	1979
Karen Goodwin	T	Park Ranger	1988-1991
Rob Grant	P	Park Ranger	1990
Barbara Griffin	T	Park Tech	1981-1982
Martin Gutelius	T	Park Ranger	1991
Karen Gutwein	T	Park Ranger	1991
Joanne Haines	T	Park Ranger	1989-1990
"	P	Recreation Specialist	1991
Sue Halaburda	P	Park Ranger	1988-1989
Chester Hamilton	P	Historian	1979-1981
Michael Hamilton	T	Park Ranger	1991
Ervin Dan Hand	P	Supv Park Ranger	1979-1983
Derrick Harkins	T	Park Tech	1983
Philip Hastings	P	Park Ranger	1983-1986
Gayle Hazelwood	T	Park Ranger	1983-1986
"	P	Recreation Specialist	1986-1990
"	P	Acting Supervisory Park Ranger	1990
"	P	Supervisory Park Ranger	1990-1991
Mimi Henry	T	Park Tech	1980-81
Charles Henry	T	Park Aid	1980
Chris Hicks	T	Park Tech	1983
Richard Hildebrand	T	Park Tech	1978
Shirley Hoh	T	Park Tech	1979-1980
Barbara Horning	T	Park Tech	1980
B. Horton	T	Park Ranger	1990
David Hoyt	T	Park Aid	1979-1980
Randy Hunt	T	Park Tech	1981-1982
James Hutton	T	Park Tech	1980-1982
Andrea Ireland	T	Park Ranger	1990-
Ann Jankowski	P	Park Ranger	1991-
Patricia Johnson	P	Clerk-Typist	1980-1982

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Ron Jones	T	Park Ranger	1990
Sharon Judson	T/P	VIP Program Clerk	1989-
Roger Judson	T	Park Ranger	1989-
Walter Kaminski	T	Park Aid	1979-1980
Joseph Kanopsic	T	Park Tech	1982-1983
Jeff Kerata	T	Park Aid	1979-1980
Jennifer Kerch	T	Park Tech	1982
Susan Kerr	T	Park Ranger	1987-
Hedy Kish	T	Park Tech	1981-1982
Steve Kmiotek	T	Park Aid	1979-1980
Jane Kolodinsky	T	Park Aid	1979-1980
Theresa Kreidler	P	Park Tech	1985-1987
Richard Laird	T	Park Tech	1977
Patricia Lendvay	T	Clerk-Typist	1990
David Lennerth	T	Park Aid	1979-1980
Ronald Lindsey	T	Park Tech	1977-1978
Kathleen Lowe	T	Park Ranger	1987-
Larry Lukas	T	Park Aid	1979-1980
Kathryn Luke	T	Park Aid	1979-1980
Bruce Lupfer	T	Park Ranger	1989
Elizabeth Luther(Wojniak)	T	Information Receptionist	1991
David Maher	T	Park Aid	1979-1980
Marie Marek	P	Park Ranger	1982-1984
"	P	Supervisory Park Ranger	1982-1984
Jeff Maugans	P	Environmental Ed Specialist	1982-1990
Jill McClellan	T	Park Aid	1980
Mary McCutcheon	T	Park Tech	1983-1984
George McDonald	T	Park Aid	1979
Jane McHugh	T	Park Ranger	1991
Marcia McMahon	T	Park Ranger	1988
Ronald Meer	P	Park Ranger	1989-1991
Henry Mimi	T	Park Aid	1979-1980
Howard Morgan	T	Park Aid	1979-1980
Janet Naher	T	Park Aid	1979-1980
Mary Kay Newton	P	Park Aid	1979-1982
"	P	Secretary	1983-1984
Jody Newton	P	Park Ranger	1988-1989
Jeffrey Nickerson	T	Park Ranger	1989-
Timothy Nordhaus	T	Park Aid	1979-1980
David Ortley	T	Park Tech	1978
David Packer	T	Park Aid	1979-1980
Doug Palmer	P	Recreation Specialist	1980-
Heidi Parfitt	T	Park Tech	1983
Jamie Parish	T	Park Tech	1983
Mary Pass	T	Park Tech	1980-1981
James Pennington	T	Park Tech	1980
William Pierce	T	Park Ranger	1988, 1990, 1991
Rob Pliskin	T	Park Ranger	1991
Julie Powers	T	Park Aid	1979

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James Rader	T	Park Aid	1979-1980
Lisa Ramsey	T	Park Ranger	1991-
Carl Ramsey	T	Park Aid	1980
Jeffery Reeb	T	Park Aid	1979
John Reynolds	P	Cultural Arts Specialist	1987-
Kelly Rettig	T	Park Ranger	1989
Michael Ricks	T	Park Tech	1981
Rory Robinson	T	Park Tech	1980-1982
"	P	Park Ranger	1983-1987
"	P	Supv Park Ranger	1988-
Constance Rudd	T	Park Tech	1981
Terry Schaefer	T	Park Tech	1984-1985
Joanne Schillizzi (Brock)	P	Park Ranger	1989-1991
Christopher Schillizzi	P	Supervisory Park Ranger	1986-1989
"	P	Interpretive Specialist	1989-1991
Clare Schommer	T	Park Tech	1981
Susan Schreiber	T	Park Tech	1979-1980
Loretta Sharif	P	Secretary (Typing)	1991
Kim Shellenberger	T	Park Aid	1980
Curtis Shellenberger	T	Park Aid	1979-1980
Susan Sifritt	T	Park Tech	1980-1983
Dana Smith	P	Park Ranger	1989-1991
Edward Soldo	T	Park Tech	1981-1986
Harvey Spatz	T	Park Aid	1979-1980
Carol Spears	T	Park Tech	1980
"	P	Park Tech	1983
"	P	Supervisory Park Ranger	1987-1989
John Spurlock	T	Park Tech	1981
Charlene Standring	T	Park Aid	1979-1980
Barbara Stewart	P	Park Tech	1980-1984
Charlie Stockman	T	Park Tech	1982-1984
"	P	Acting Environmtl Ed Specialist	1990-1991
Steven Studenmund	T	Park Ranger	1987
Paul Squire	P	Cultural Arts Specialist	1983-1987
John Theide	T	Park Tech	1980
Michael Thomas	T	Park Ranger	1989
David Thornburg	T	Park Tech	1983
David Thurau	T	Park Ranger	1991-
Martin Tkac	T	Park Tech	1980-1981
John Tomci	T	Park Tech	1979-1981
Nora Turner	T	Park Ranger	1989-
Eric Vadla	T	Park Aid	1979-1980
Roy Van Houten	P	Park Ranger	1991-
Curt Van Blarcum	T	Park Aid	1979-1980
Thomas Vanlieu	T	Park Aid	1979
Richard Vasquez	P	Park Tech	1981-1988
Victoria Wetzal	T	Park Tech	1980
Robin White	T	Park Tech	1981-1983
"	P	Park Tech/Ranger	1984-1991

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Jerry Whitehouse	T	Park Tech	1980-1981
Jane Wissinger	T	Park Tech VIP Coordinator	1980-1981
Barry Zavislan	T	Park Tech	1984-1985
Phil Zito	T	Park Tech	1980

## MAINTENANCE

NAME	POSITION	DATE
Peay, Jack (Division Chief)	Facility Manager	1977-1981
Hill, Dennis (Division Chief)	Facility Manager	1981-1990
Jameson, Lee (Division Chief)	Facility Manager	1991-
Atkinson, Timothy	Engineer Equip Operator Foreman	1979-
Bishop, Phil	Maintenance Worker	1983-
Brown, Robert	Maintenance Worker	1983-
Cann, R. Kevin	Maintenance Mechanic Foreman	1980-1985
Coffey, Seneethia	Clerk-Typist	1982-1986
Crowe, Joseph	Maintenance Mechanic Foreman	1985-
Davis, William	Carpenter	1987-
Fearon, Joann	Project Clerk	1978-1984
Flint, Sylvia	Program Clerk	1988-
Gaiser, William	Automotive Mechanic	1978-
Gissinger, Arthur	Carpenter	1983-1988
Harris, Theodore	Maintenance Worker	1980-
Hastings, Christopher	Maintenance Worker	1977-1986
Healey, Neil	Maintenance Mechanic	1977-
Houmard, Dennis	YACC Work Coordinator	1978-1980
Howitt, Elwood	Maintenance Mechanic Leader	1981-
Jackson, John	Motor Vehicle Operator	1986-
Jester, Michael	YACC Work Leader	1980-1982
Jones, Ronald	Motor Vehicle Operator	1979-1983
Kearns, Robert	Facility Management Specialist	1980-
King, Kerry	Engineer Equip Operator Foreman	1979-1982
Kralovic, Steve	Maintenance Mechanic	1980-
Maki, Karlo	Carpenter	1977-1989
Mallory, Eddie	Restoration Specialist	1982-1984
Myers, William	Engineer Equipment Operator	1978-1989
Nelson, Ronald	Engineer Equipment Operator	1983-
Newvarner, Jean	Project Clerk	1984-1985
Nicely, David	Maintenance Worker	
O'Conner, Vincent	Electrician	1978-1985
Oyler, George	Motor Vehicle Operator	1980-1990
Perry, Dean	Motor Vehicle Operator	1986-
Pippen, Earl	Mason	1981-1987
Rex, Theodore	Maintenance Foreman	1977-1979
Rhodes, John	Engineer Equipment Operator	1979-1983
Seese, Alfred	Carpenter	1981-1986

Shreve, Billy R.	Maintenance Mechanic Foreman	1986-1990
Spain, Ronald	Motor Vehicle Operator	1982-1986
Spearing, David	Maintenance Worker	1981-
Snively, Brant	Maintenance Mechanic	1982-
Toledo, Thomas	Maintenance Worker Leader	1990-
Turay, Robert	Maintenance Worker	1985-
Underwood, Patricia	Project Clerk	1985-1987
Upton, Sarah (Co-op)	Clerk-typist	1987-1988
Vachon, Michael	Maintenance Mechanic Leader	1983-1991
Wells, Edwin	Electrician	1983-
White, Robert G.	Engineer Equipment Operator	1986-
Winkle, Thomas	Maintenance Worker Leader	1985-1986
Wright, Vernon	Maintenance Worker	1985-1989

## RESOURCE MANAGEMENT AND VISITOR PROTECTION

NAME		POSITION	DATE
T = Temporary			
P = Permanent			
Byrne, Robert (Division Chief)	P	Chief Park Ranger	1977-1981
McHugh, Brian (Division Chief)	P	Chief Park Ranger	1981-
Ortley, Dave	T	Park Ranger	1977-1979
Williams, Richard	P	Park Ranger	1977-1979
Tuerler, Bernard	T	Park Ranger	1977-1980
Presny, Tom	T	Park Ranger	1979-1980
Passek, Charles	T	Park Ranger	1977-1978
Curtis, Clifford	T	Park Ranger	1978-1979
Blados, Paul	T	Park Ranger	1979-1980
Altemus Richard	T	Park Ranger	1977-1978
Chovan, Judith	P	Park Ranger	1977-1980
Lopez, Scott	P	Park Ranger	1979-1980
Kortge, Lloyd	P	Supervisory Park Ranger	1977-1981
Dornfeld, David	T/P	Park Ranger/Supv. Park Ranger/ Visitor Protection Spec./ Safety Officer	1976-
McVan, Jennifer	T	Park Ranger-Comm Center	1979-1981
McVan, Michael	T	Park Ranger-Comm Center	1980-1991
Rudd, Stephen	T	Park Ranger	1980
Mozzillo, Ralph Jr.	T	Park Ranger	1980
Reese, Frederick	P	Park Ranger	1979-1982
Livingstone, Hugh Jr.	T	Park Ranger	1980-1981
Miller, Terry	P	Park Ranger	1978-deceased
Hoh, Shirley	P	Park Ranger-Comm Center	1980-1981
Barile, Roseanne	T	Park Ranger	1977-1978
Grieger, Edward	T	Park Ranger	1980-1981

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Hodges, William	T	Park Ranger	
Johansen, Kerstin	P	Secretary	1977-1981
Johnson, Robert	P	Park Ranger	1981-1985
Blauman, David	T	Park Ranger	1980-1981
Tomci, John	T	Park Ranger-Resource Mgmt	1980-1982
Wissinger, Gordon	P	Park Ranger	1978-1982
Silvis, Dale	T/P	Park Ranger	1978-1982
Graney, William	P	Park Ranger	1978-1982
Harper, Rosemary	T	Park Ranger-Resource Mgmt	1982
Leggat, Susan	P	Secretary	1981-1982
Kurth, Laurie	T	Park Ranger	1982
Tuckerman, Cynthia	T	Park Ranger-Resource Mgmt	1982
Griffin, Pamela	T	Park Ranger-Resource Mgmt	1982-1985
Mackreth, Robert Jr.	T/P	Park Ranger	1978-1982
Cherry, Thomas III	P	Supervisory Park Ranger	1981-
Pace, Gary	P	Supervisory Park Ranger	1981-
Williamson, Garree	P	Resource Mgmt Specialist	1982-
Royce, Rodney	P	Park Ranger	1979-1985
Bland, Matthew	P	Park Ranger	1978-
Hasson, Bruce Sr.	P	Park Ranger	1981-1987
Johnson, Kenneth	P	Park Ranger/Vis Protection Spec	1979-1985
Flint, Sylvia	T/P	YACC/Park Ranger-Comm Center	1978-1988
Bergdorf, Christopher	T/P	Park Ranger-Comm Center	1980-1986
Chenault, Jeffrey	T/P	Park Ranger-Comm Center	1980-1989
Chenault, Brenda	T	YACC Comm Center	1980
Dodd, Stephen	T/P/T	Park Ranger	1983-
Sprague, Lorrie	P	Park Ranger	1982-1983
Brittain, Jacque Jr.	T	Park Ranger	1982-1986
Buchanan, Marc	P	Park Ranger	1979-1986
Hill, Marc	P	Park Ranger	1981-1986
Toth, Patrick	P	Park Ranger-Comm Center	1977-1983
Clossin, Kathleen	P	Park Ranger	1982-1986
Cucurullo, Karen (Nordman)	P	Park Ranger	1982-1987
McCutcheon, Mark	P	Park Ranger	1982-1984
Modzel, Catherine	T	Clerk Typist	1983
Hollar, Duncan	T	Park Ranger-Comm Center	1982-1983
Lebeda, Charles	P	Soil Conservationist	1982-1985
Allender, Cheryl	P	Secretary	1983-
Nichols, Richard	P	Park Ranger	1983-1984
Davis, Rolland	T	Park Ranger-Comm Center	1981-
McVan, Michael	T	Park Ranger-Comm Center	1980-1991
Robinson, Theodore	T	Park Ranger-Comm Center	1983
Pappas, Pete	T	Park Ranger-Comm Center	1984
Knuckles, Dennis	P	Park Ranger-Comm Center	1983-1984
Waldow, Elizabeth	P	Park Ranger	1983-1985
Hicks, Kris	T	Park Ranger-Comm Center	1984
Capan, Susan	T	Park Ranger	1984
Schaefer, Terry	P	Park Ranger	1985-1986
Folts, Judith Knuth	P	Park Ranger	1985-

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Wuchter, Gerald	T	Park Ranger	1985-
Tadych, William	T	Park Ranger	1985
Dolges, Blane	T/P	Park Ranger	1985-
Rusz, Debra	T	Park Ranger	1985
Akins, Rose	T/P	Park Ranger	1985-
Hodakievic, Christine	T	Park Ranger	1985-1988
Fetchko, David	T	Park Ranger	1985
Lask, Christopher	T	Park Ranger	1985
Beppler, Karen	T/P	Park Ranger	1985-1988
Bradbeer, Marysue	T	Park Ranger	1985
Gulvin, Jack	P	Park Ranger-Resource Mgmt	1985-1989
Kearns, David	P	Park Ranger	1985-1987
Kopcak, David	P	Soil Conservationist	1986-
Huseman, Martha	P	Park Ranger	1986-1989
Plona, Mark	T	Park Ranger	1986-
Mastrodi, Dennis	T	Park Ranger	1986
Andrews, Brian	T	Park Ranger	1986-1991
Hess, Cheryl Smith	P	Park Ranger	1986-
Dubetz, Thomas	T	Park Ranger-Comm Center	1986-1987
Vaninwagen, William	P	Park Ranger	1986-1988
Pfenninger, Deborah	P	Park Ranger-Comm Center	1986-1987
Pfenninger, Paul	P	Park Ranger-Comm Center	1986-1987
Coleman, Donald	P	Park Ranger	1986-1988
Schula, Peter	P	Park Ranger	1986-1988
Gareau, Anthony	T	Park Ranger	1987-1988
Grizzell, James	T	Park Ranger	1987-1988
Benke, Margaret	P	Park Ranger-Resource Mgmt	1986-
Cravatas, Gregory	P	Park Ranger	1988-
Surace, Janine (Paolino)	T/P	Park Ranger	1988-
Bailey, Heidi	T	Park Ranger-Comm Center	1988
Fleming, William	P	Park Ranger-Comm Center	1988-
Witner, Susan (Graham)	T	Park Ranger	1988-1991
Stockman, Charles	P	Park Ranger-Comm Center	1988
Flemming, Martin	T	Park Ranger-Comm Center	1985-1988
Cwiklik, John	T	Park Ranger	1989-1991
Roeder, Todd	T	Park Ranger-Comm Center	1989-1990
Hupp, David	T	Park Ranger-Comm Center	1989-
Roberson, Lynn	T	Park Ranger	1989
Giese, Mark	T	Park Ranger	1989-
Kanopsic, Joseph	P	Park Ranger	1989-1991
Pickens, Lorraine	T	Park Ranger	1989
Lenarduzzi, John	T	Park Ranger	1989-1991
Lucas, Kelly	T	Park Ranger-Resource Mgmt	1989
Lemaster, Jennifer	T	Park Ranger-Comm Center	1989
Pierce, William	P	Park Ranger-Comm Center	1989-
Spain, Ronald	P	Park Ranger-Comm Center	1989-
Waller, Christopher	T	Park Ranger	1990
Saylor, Darren	T	Park Ranger	1990-
Peterson, Katrina	T	Park Ranger	1990

## ***Appendix C***

Webb, Jack	T	Park Ranger	1991
Burrier, Richard	T	Park Ranger	1991
Mund, Legene	T	Park Ranger	1991
Hutkowski, Sharon	P	Park Ranger	1991
Tranchita, Mary Jo	T	Park Ranger-Comm Center	1991-
Wuchter, Julie	T	Park Ranger-Comm Center	1991-
Krueger, Ronald	T	Park Ranger	1991-
Chalfant, Paul	T	Park Ranger	1991-
Neff, Lois	P	Park Ranger	1991-
Roth, Gregory	P	Park Ranger	1991-
Karen Bolin	T	Park Ranger	1990
"	T	Park Ranger	1991
Richard Vasquez	P	Park Ranger	1988-1991

## **TECHNICAL ASSISTANCE AND PROFESSIONAL SERVICES**

<b>NAME</b>	<b>POSITION</b>	<b>DATE</b>
Steven Elkinton (Division Chief)	Supervisory Landscape Architect	1981-1985
Edward H. Adelman (Division Chief)	Supervisory Historical Architect	1985-1988
David T. Humphrey (Division Chief)	Supervisory Landscape Architect	1988-
Edward H. Adelman	Historical Architect	1981-1985
Robert W. Bobel	Civil Engineer	1987-
Chester V. Hamilton	Historian	1977-1985
David T. Humphrey	Landscape Architect	1986-1988
Kim A. Mueller	Landscape Architect	1989-
Paulette F. Oswick	Historical Architect	1985-
Karen H. Parsons	Secretary	1986-
Linda (Christen) Prange	Clerk-Typist	1982-1985
Norma J. Stefanik	Architectural Technician	1982-1988
Jeffrey F. Winstel	Historian	1991-

## APPENDIX D

### Annual CVNRA Visitation Figures

	Recreational Visits <sup>1</sup>	Non-recreational Visits	Total
1978 <sup>2</sup>	496,400	0	496,400
1979	543,000	0	543,000
1980	563,300	0	563,300
1981	596,300	0	596,300
1982	717,800	6,500	724,300
1983	965,100	9,700	974,800
1984	1,018,828	9,696	1,028,524
1985	1,004,858	9,696	1,014,554
1986	1,042,148	9,696	1,051,844
1987	1,113,397	9,696	1,123,093
1988	1,229,717	9,696	1,239,413
1989	1,159,648	9,696	1,169,344
1990	1,200,622	9,696	1,210,318

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1. The visitation count in this category is calculated on averages based on estimates.

2. Figures are based on visitation occurring on federally-owned lands only. Statistics commence in 1978 because Virginia Kendall State Park came under NPS ownership on January 1 of that year, and therefore constituted the vast majority of visitation to the CVNRA.

**Appendix D**

**CONTINUED: Annual CVNRA Visitation Figures**

	<b>Recreational Visits</b>	<b>Non-recreational Visits</b>	<b>Total</b>
1991	1,456,282	9,696	1,465,978
1992			
1993			
1994			
1995			
1996			
1997			
1998			
1999			
2000			
2001			
2002			
2003			
2004			
2005			
2006			
2007			

# APPENDIX E

## Park Enabling Act: Public Law 93-555

### An Act

To provide for the establishment of the Cuyahoga Valley National Recreation Area.

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

#### PURPOSE

SECTION 1. For the purpose of preserving and protecting for public use and enjoyment, the historic, scenic, natural, and recreational values of the Cuyahoga River and the adjacent lands of the Cuyahoga Valley and for the purpose of providing for the maintenance of needed recreational open space necessary to the urban environment, the Cuyahoga Valley National Recreation Area, hereafter referred to as the "recreation area", shall be established within six months after the date of enactment of this Act. In the management of the recreation area, the Secretary of the Interior (hereafter referred to as the "Secretary") shall utilize the recreation area resources in a manner which will preserve its scenic, natural, and historic setting while providing for the recreational and educational needs of the visiting public.

Cuyahoga Valley National Recreation Area.  
Establishment.  
16 USC 460ff.

#### LAND ACQUISITION

Sec. 2. (a) The recreational area shall comprise the lands and waters generally depicted on the map entitled "Boundary Map, Cuyahoga Valley National Recreation Area, Ohio", numbered NRA-CUYA-20,000-A, and dated December 1974, which shall be on file and available for inspection in the offices of the National Park Service, Department of the Interior, Washington, District of Columbia, and in the main public library of Akron, Ohio, and Cleveland, Ohio. After advising the Committees on Interior and Insular Affairs of the United States Congress, in writing, the Secretary may make minor revisions of the boundaries of the recreation area when necessary by publication of a revised drawing or other boundary description in the Federal Register.

16 USC 460ff-1.  
88 STAT. 1784  
88 STAT. 1785

Publication in Federal Register.

(b) Within the boundaries of the recreation area, the Secretary, after consultation with the Governor of the State of Ohio and the Advisory Commission established in section 5 of this Act, may acquire lands, improvements, waters, or interests therein by donation, purchase with donated or appropriated funds, exchange, or transfer. Any lands or interests owned therein, as well as any lands hereafter acquired, by the State of Ohio or any political subdivision thereof (including any park district or other public entity) may be acquired only by donation. The Secretary shall not acquire privately owned lands which are held and used for public recreation uses unless he determines that such lands are essential to carry out the purposes of this Act. Notwithstanding any other provisions of law, any Federal property located within the boundaries of the recreation area may, with the concurrence of the agency having custody thereof, be transferred without transfer of funds to the administrative jurisdiction of the Secretary for the purposes of the recreation area.

(c) With respect to improved properties, as defined in this Act, the Secretary may acquire scenic easements or such other interests as, in his judgment, are necessary for the purposes of the recreation area. Fee title to such improved properties shall not be acquired unless the Secretary finds that such lands are being used, or are threatened with uses, which are detrimental to the purposes of the recreation area, or unless such acquisition is necessary to fulfill the purposes of this Act.

Scenic easements.  
Fee title.

(d) When any tract of land is only partly within the boundaries of the recreation area, the Secretary may acquire all or any portion of the land outside of such boundaries in order to minimize the payment of severance costs. Land so acquired outside of the boundaries may be exchanged by the Secretary for non-Federal lands within the boundaries. Any portion of the land acquired outside the boundaries and not utilized for exchange shall be reported to the General Services Administration for disposal under the Federal Property and Administrative Services Act of 1949, as amended: *Provided*, That no disposal shall be for less than the fair market value of the lands involved.

40 USC 471  
note.  
"Improved  
property."

(e) For the purposes of this Act, the term "improved property" means: (i) a detached single family dwelling, the construction of which was begun before January 1, 1975 (hereafter referred to as "dwelling"), together with so much of the land on which the dwelling is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures necessary to the dwelling which are situated on the land so designated, or (ii) property developed for agricultural uses, together with any structures accessory thereto which were so used on or before January 1, 1975. In determining when and to what extent a property is to be considered an "improved property", the Secretary shall take into consideration the manner of use of such buildings and lands prior to January 1, 1975, and shall designate such lands as are reasonably necessary for the continued enjoyment of the property in the same manner and to the same extent as existed prior to such date.

88 STAT. 1785  
88 STAT. 1786

Retention  
rights,

(f) The owner of an improved property, as defined in this Act, on the date of its acquisition, as a condition of such acquisition, may retain for himself, his heirs and assigns, a right of use and occupancy of the improved property for noncommercial residential or agricultural purposes, as the case may be, for a definite term of not more than twenty-five years, or, in lieu thereof, for a term ending at the death of the owner or the death of his spouse, whichever is later. The owner shall elect the term to be reserved. Unless the property is wholly or partially donated, the Secretary shall pay to the owner the fair market value of the property on the date of its acquisition, less the fair market value on that date of the right retained by the owner. A right retained by the owner pursuant to this section shall be subject to termination by the Secretary upon his determination that it is being exercised in a manner inconsistent with the purposes of this Act, and it shall terminate by operation of law upon notification by the Secretary to the holder of the right of such determination and tendering to him the amount equal to the fair market value of that portion which remains unexpired.

(g) In exercising his authority to acquire property under this Act, the Secretary shall give prompt and careful consideration to any offer made by an individual owning property within the recreation area to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship.

Plan, sub-  
mittal to  
congressional  
committees.  
16 USC 460ff-2.

SEC. 3. (a) Within one year after the date of the enactment of this Act, the Secretary shall submit, in writing, to the Committees on Interior and Insular Affairs and to the Committees on Appropriations of the United States Congress a detailed plan which shall indicate:

- (i) the lands and areas which he deems essential to the protection and public enjoyment of this recreation area,
- (ii) the lands which he has previously acquired by purchase, donation, exchange, or transfer for the purpose of this recreation area, and

December 27, 1974

Pub. Law 93-555

(iii) the annual acquisition program (including the level of funding) which he recommends for the ensuing five fiscal years.

(b) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program contemplated by this Act within six years after the date of its enactment.

## ADMINISTRATION

88 STAT. 1786  
88 STAT. 1787

SEC. 4. (a) The Secretary shall administer the recreation area in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535) as amended and supplemented (16 U.S.C. 1, 2-4). In the administration of the recreation area, the Secretary may utilize such statutory authority available to him for the conservation and management of wildlife and natural resources as he deems appropriate to carry out the purposes of this Act.

16 USC  
460ff-3.

(b) The Secretary may enter into cooperative agreements with the State of Ohio, or any political subdivision thereof, for the rendering, on a reimbursable basis, of rescue, firefighting, and law enforcement services and cooperative assistance by nearby law enforcement and fire preventive agencies.

Cooperative  
agreements.

(c) The authority of the Secretary of the Army to undertake or contribute to water resource development, including erosion control and flood control, on land or waters within the recreation area shall be exercised in accordance with plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army and which are consistent with both the purposes of this Act and the purposes of existing statutes dealing with water and related land resource development.

Water resource  
development.

(d) The Secretary, in consultation with the Governor of the State of Ohio, shall inventory and evaluate all sites and structures within the recreation area having present and potential historical, cultural, or architectural significance and shall provide for appropriate programs for the preservation, restoration, interpretation, and utilization of them.

(e) Notwithstanding any other provision of law, the Secretary is authorized to accept donations of funds, property, or services from individuals, foundations, corporations, or public entities for the purpose of providing services and facilities which he deems consistent with the purposes of this Act.

(f) The Secretary may, on his own initiative, or at the request of any local government having jurisdiction over land located within or adjacent to the recreation area, assist and consult with the appropriate officers and employees of such local government in establishing zoning laws or ordinances which will assist in achieving the purposes of this Act. In providing assistance pursuant to this subsection, the Secretary shall endeavor to obtain provisions in such zoning laws or ordinances which—

Zoning laws  
or ordinances.

(1) have the effect of prohibiting the commercial and industrial use (other than a use for commercial farms and orchards) of all real property adjacent to the recreation area;

(2) aid in preserving the character of the recreation area by appropriate restrictions on the use of real property in the vicinity including, but not limited to, restrictions upon: building and construction of all types; signs and billboards; the burning of cover; cutting of timber (except tracts managed for sustained yield); removal of topsoil, sand, or gravel; dumping, storage, or piling of refuse; or any other use which would detract from the aesthetic character of the recreation area; and

(3) have the effect of providing that the Secretary shall receive notice of any hearing for the purpose of granting a variance and any variance granted under, and of any exception made to, the application of such law or ordinance.

Notice,  
hearing.

## Appendix E

88 STAT. 1788

Pub. Law 93-555

December 27, 1974

### ADVISORY COMMISSION

Establishment.  
16 USC  
460ff-4.

SEC. 5. (a) There is hereby established the Cuyahoga Valley National Recreation Area Advisory Commission (hereafter referred to as the "Commission") which shall be composed of thirteen members to be appointed by the Secretary for terms of five years as follows:

(1) two members to be appointed from recommendations submitted by the Board of Park Commissioners of the Akron Metropolitan Park District;

(2) two members to be appointed from recommendations submitted by the Board of Park Commissioners of the Cleveland Metropolitan Park District;

(3) two members to be appointed from recommendations submitted by the Governor of the State;

(4) one from the membership of an Ohio conservation organization;

(5) one from the membership of an Ohio historical society; and

(6) five members representing the general public, of which no fewer than three shall be from among the permanent residents and electors of Summit and Cuyahoga Counties.

The Secretary shall designate one member of the Commission as Chairman and any vacancy shall be filled in the same manner in which the original appointment was made.

(b) Members of the Commission shall serve without compensation as such, but the Secretary may pay expenses reasonably incurred by the Commission and reimburse members for reasonable expenses incurred in carrying out their responsibilities under this Act on vouchers signed by the Chairman.

(c) The Secretary, or his designee, shall from time to time but at least semiannually, meet and consult with the Advisory Commission on matters relating to the development of the recreation area and with respect to carrying out the provisions of this Act.

Termination  
date.

(d) Unless extended by the Congress, the Commission shall terminate ten years after the date of the establishment of the recreation area.

Appropriation.  
16 USC  
460ff-5.

SEC. 6. (a) There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$34,500,000 for the acquisition of lands and interests in lands.

Master plan,  
submittal to  
congressional  
committees.

(b) For the development of essential public facilities there are authorized to be appropriated not more than \$500,000. Within one year from the date of establishment of the recreation area pursuant to this Act, the Secretary shall, after consulting with the Governor of the State of Ohio, develop and transmit to the Committees on Interior and Insular Affairs of the United States Congress a final master plan for the development of the recreation area consistent with the objectives of this Act, indicating:

(1) the facilities needed to accommodate the health, safety, and recreation needs of the visiting public;

(2) the location and estimated cost of all facilities; and

(3) the projected need for any additional facilities within the area.

Approved December 27, 1974.

#### LEGISLATIVE HISTORY:

HOUSE REPORT No. 93-1511 (Comm. on Interior and Insular Affairs).  
SENATE REPORT No. 93-1328 (Comm. on Interior and Insular Affairs).  
CONGRESSIONAL RECORD, Vol. 120 (1974):

Dec. 9, considered and passed House.

Dec. 12, considered and passed Senate.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 11, No. 1:

Dec. 26, Presidential statement.

# APPENDIX F

## Chronological Summary of Important Events

- 1620** The last prehistoric Native American groups migrated from the Cuyahoga Valley, ending an era which dated from 4500 to 1500 B.C.
- 1786** Moravian missionary John Heckewelder established Pilgerruh, the first Euro-American settlement in the Cuyahoga Valley; it was abandoned within one year.
- 1796** A Connecticut party led by Moses Cleaveland surveys the area.
- 1810** Jonathan Hale arrived in the Cuyahoga Valley.
- 1827** The Ohio and Erie Canal from Akron to Cleveland opened and commerce flowed through the Cuyahoga Valley.
- 1880** The Valley Railroad opened and soon replaced the canal as the principal mode of valley transportation.
- 1905** Jaite Company Town was built to house the manager and workers of the nearby Jaite paper mill.
- 1913** Devastating floods put the unprofitable canal out of business.
- 1917** Cleveland Metropolitan Park District (CMPD) formed.
- 1919** A park master plan for Cuyahoga County, based on an outline developed by the Olmsted Brothers, identified key valley areas for preservation and developed Cleveland's "Emerald Necklace."
- 1920** CMPD purchased land along Chippewa Creek for the Brecksville Reservation.
- 1921** Akron Metropolitan Park District (AMPD) formed.
- 1922** CMPD purchases land along Tinkers Creek for the Bedford Reservation.
- 1925** The Olmsted Brothers recommend AMPD work with CMPD to preserve the valuable scenic beauty of the Cuyahoga Valley.

## ***Appendix F***

- 1929** Hayward H. Kendall bequeathed 500 acres to be named for his mother, Virginia, for park purposes.  
\*\* AMPD received a donation of 280 acres to begin Furnace Run Park.  
\*\* F. A. Seiberling donated land to AMPD which became the core of the Sand Run Reservation.
- 1930** Boy Scouts of America opened Camp Manatoc.
- 1932** Girl Scouts of America opened Camp Ledgewood.
- 1933** AMPD assumed management of Virginia Kendall State Park.  
\*\* The Civilian Conservation Corps begins setting up camps in the Cuyahoga Valley and over an eight-year period develop the following: Virginia Kendall Lake and Shelter, Ledges Shelter, Octagon Shelter, Kendall Hills, picnic areas, and winter sports facilities.
- 1934** Cleveland Quarries Company donated 41 acres to AMPD to start Deep Lock Quarry Metropolitan Park.
- 1940** The Ohio General Assembly appropriated \$75,000 to purchase 800 acres for addition to Virginia Kendall State Park.  
\*\* The Boy Scouts of America expanded its valley land holdings to 620 acres and opened Camp Butler.
- 1941** The Phillis Wheatley Association of Cleveland purchased 205 acres and opened Camp Mueller for inner-city, underprivileged children.
- 1956** Clara Belle Ritchie, great-granddaughter of Jonathan Hale, bequeathed Hale Farm to the Western Reserve Historical Society.
- 1962** The Brandywine Ski Center opened.
- 1963** The Brandywine Country Club founded.
- 1964** Peninsula Valley Heritage Association (PVHA) forms to protect the historic character of Peninsula and the integrity of the surrounding landscape.
- 1967** A donation of 167 acres to AMPD from the Adams family helps create Hampton Hills Metropolitan Park.
- 1968** Blossom Music Center, summer home of the Cleveland Orchestra, opened surrounded by 550 acres of pastoral valley land.

## *Appendix F*

- \*\* Commissioned by the Ohio Department of Natural Resources (ODNR), the Rosenstock Study declares that the valley "must be preserved as open space."
  - \*\* Secretary of the Interior Stewart Udall expressed interest in establishing a park in the valley.
  - \*\* Kent State University opens Porthouse Theater adjacent to Blossom Music Theater.
- 1969** A National Park Service (NPS)/Bureau of Outdoor Recreation (BOR) study reveals the Cuyahoga Valley does not meet all of the primary criteria for a national recreation area.
- \*\* In June, the Cuyahoga River in Cleveland Harbor caught fire and burned for three days.
  - \*\* Astorhurst Golf Course opened.
- 1970** On March 13, a meeting between AMPD, CMPD, and other groups, orchestrated by George Watkins of the Lake Erie Watershed Conservation Foundation, results in agreement to preserve the valley as parkland.
- 1971** Freshman Congressman John F. Seiberling introduces a bill to create the Ohio Canal and Cuyahoga Valley National Historical Park and Recreation Area.
- \*\* Secretary of the Interior Rogers C. B. Morton directed NPS to begin a feasibility study.
  - \*\* NPS park planner Tedd McCann called the valley a "crucial and needed addition" to the National Park System.
  - \*\* Nick Mileti announced plans to build the Midwest Coliseum.
  - \*\* CMPD and AMPD are certified by ODNR to receive 50/50 Land and Water Conservation Fund monies through BOR to purchase Cuyahoga Valley land for park purposes.
- 1972** PVHA becomes the Cuyahoga Valley Association (CVA) with a broader focus to preserve the entire Cuyahoga Valley.
- \*\* CVA begins valley bus tours to promote the park concept.
  - \*\* President Richard M. Nixon adds credence to his "Parks to the People" rhetoric by authorizing "the two Gateways" in San Francisco and New York City.
  - \*\* A donation to AMPD of 242 acres by the heirs of William O'Neil helps open the O'Neil Woods Park.
- 1973** Congressman Seiberling introduces a revised national park bill.
- \*\* ODNR begins a \$200,000 valley master plan study.
  - \*\* NPS's McCann conducted a follow-up study which called the Cuyahoga Valley "a green shrouded miracle."
  - \*\* ODNR Director William Nye drops plans to pursue a Cuyahoga Valley State Park and

## **Appendix F**

endorses a park operated by NPS.

- 1974** CVA creates the Cuyahoga Valley Park Federation (CVPF) and hired Director Harvey Swack and Management Assistant Terry Tople to organize groups and orchestrate public support for a valley national park.
- \*\* Legislation authorizing Cuyahoga Valley National Recreation Area (CVNRA) passes Congress.
  - \*\* Despite advice to use the pocket veto, President Gerald R. Ford signs Public Law 93-555 on December 27.
- 1975** CVNRA's Keyman/Project Manager/Superintendent, William C. Birdsell, opens an NPS office on State Route 303 near Peninsula.
- \*\* A Denver Service Center (DSC) team initiates public meetings and begins developing a master plan/general management plan (GMP).
  - \*\* Secretary Morton established the CVNRA on June 26.
  - \*\* NPS entered into a Cooperative Agreement with the U.S. Army Corps of Engineers to conduct CVNRA's land acquisition program.
  - \*\* The historic steam railroad, Cuyahoga Valley Line, begins operating with NPS interpreters on board.
  - \*\* Cuyahoga Valley Communities Council formed; the first Advisory Commission began its five-year term.
- 1976** Congress receives the draft GMP on June 25.
- \*\* Sheridan S. Steele becomes director of CVPF and Mary Kay Newton assumes coordination of the school bus tour program.
  - \*\* On October 21 or 26, Public Law 94-578 authorized 908 acres to be added to CVNRA's boundaries.
  - \*\* An operations evaluation report criticized the "management by crisis" style of Bill Birdsell.
  - \*\* Trust for Public Land establishes a CVNRA office.
- 1977** NPS publishes and distributes the first GMP.
- \*\* Faced by growing public controversy, NPS terminated the agreement with the Corps of Engineers and conducts the land acquisition program itself.
  - \*\* Cuyahoga Valley Homeowners and Residents Association formed.
  - \*\* Rudimentary interpretation began, including "Johnnycake Village."
  - \*\* Oak Hill Center for Environmental Studies established through the University of Akron.
- 1978** Ohio transfers management of Virginia Kendall State Park to NPS on January 1, thus becoming the first operational unit of CVNRA.

- \*\* On November 10, Public Law 95-625 adds 2,390 acres to CVNRA.
  - \*\* Happy Days Shelter becomes the Happy Days Visitor Center.
  - \*\* A second operations evaluation report criticized Birdsell's management.
- 1979** In December, NBC television reporter Jessica Savitch lambasts NPS land acquisition on "Prime Time Sunday" which focused extensively on CVNRA.
- \*\* Division of Interpretation and Visitor Services formed.
- 1980** James A. Garfield National Historic Site and David Berger National Memorial are authorized with management oversight assigned to CVNRA.
- \*\* In August, Superintendent Birdsell, preparing for his transfer to the Washington Office, dies from a coronary attack at his desk.
  - \*\* Lewis S. Albert, superintendent of Lowell NHP, succeeds Bill Birdsell.
  - \*\* Dover Lake Park, the summertime operation of Brandywine Ski Center, opens with camping, swimming, and water-oriented activities.
  - \*\* Happy Days Shelter opened as a year-round visitor center.
- 1981** CVNRA appeared on a Department of the Interior "hit list" of areas to be "deauthorized" from the National Park System.
- \*\* A cultural arts and special events program began.
  - \*\* The Division of Technical Assistance and Professional Services (TAPS) formed.
  - \*\* Computers were first used for park purposes.
  - \*\* The second Advisory Commission began its five-year term.
- 1982** A ban on alcoholic beverages at Virginia Kendall helped retrieve the park for traditional family groups.
- \*\* The building utilization plan was approved.
- 1983** After mobilizing a team of staff and volunteers, the land protection plan was approved.
- \*\* NPS headquarters operations moved to the rehabilitated Jaite Company Town Historic District.
  - \*\* CVNRA played host for three years to the National Folk Festival.
  - \*\* Sign plan was approved and first \$50,000 of signs were ordered.
  - \*\* The resources management plan was approved.
  - \*\* The transportation plan was approved.
  - \*\* Oak Hill Day Use Area opened to the public.
- 1984** Local 2062 of the National Federation of Federal Employees formed.
- \*\* The rehabilitated Coonrad house opened as the CVNRA Communications Center and the North District Ranger Station.

## **Appendix F**

- 1985** Director William Penn Mott, Jr., called CVNRA one of the System's most important units because of its role in meeting urban recreation needs.  
\*\* The trail plan was approved and the Cuyahoga Valley Trails Council began operating.
- 1986** Dedication of the reconstruction of the Everett Road Covered Bridge.  
\*\* Daniel Tilden house represented first historic structure to be leased under the historic property leasing program.  
\*\* The first annual Cuyahoga Valley Festival was held.  
\*\* Public Law 99-606 of November 6 added 577 acres to CVNRA, including the Cuyahoga Valley Line and its Cleveland to Akron railway route.  
\*\* Congress authorized erosion control for the Cuyahoga River.
- 1987** Toxic waste cleanup announced for Krejci Dump.  
\*\* An operations evaluation report praises CVNRA operations under Superintendent Lew Albert.  
\*\* Cultural landscape report approved.  
\*\* Lew Albert transfers to San Francisco as deputy regional director, Western Regional Office.
- 1988** John P. Debo, Jr., becomes the third CVNRA superintendent.
- 1989** The state of Ohio officially transfers Ohio and Erie Canal (OEC) lands within CVNRA to NPS at the December dedication ceremony for the Locktender's House/Ohio and Erie Canal Visitor Center.  
\*\* Ten years after the effort began, the interpretive prospectus was approved.  
\*\* Following the last failed lawsuit, the twelve-year Independence landfill controversy ended.  
\*\* Debo began working with North Cuyahoga Valley Corridor, Inc., on developing a heritage corridor proposal.
- 1990** Brandywine Falls Day Use Area opened to public.  
\*\* Construction on the Ohio and Erie Canal Towpath Trail began.  
\*\* The first meeting of CVNRA's management mosaic partners was held at Happy Days.
- 1991** Station Road Bridge rehabilitated.

## APPENDIX G

### Annual CVNRA ONPS Budgets

Fiscal Year	Appropriation
FY 1975	\$ 100,000
FY 1976	\$ [not available]
FY 1977	\$ [not available]
FY 1978	\$ [not available]
FY 1979	\$ 1,795,400
FY 1980	\$ 2,290,200
FY 1981	\$ 2,413,300
FY 1982	\$ 2,709,800
FY 1983	\$ 2,805,400
FY 1984	\$ 2,924,300
FY 1985	\$ 2,897,600
FY 1986	\$ 2,905,300
FY 1987	\$ 2,842,100
FY 1988	\$ 2,909,300
FY 1989	\$ 3,010,400
FY 1990 <sup>1</sup>	\$ 3,255,500

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1. CVNRA had the following 1990 ONPS stipulation inserted: "That no fewer than 90 full-time equivalent  
(continued...)"

**CONTINUED: Annual CVNRA ONPS Budgets**

FY 1991	\$ 4,038,000
FY 1992	\$ 4,137,900
FY 1993	\$
FY 1994	\$
FY 1995	\$
FY 1996	\$
FY 1997	\$
FY 1998	\$
FY 1999	\$
FY 2000	\$
FY 2001	\$
FY 2002	\$
FY 2003	\$
FY 2004	\$
FY 2005	\$
FY 2006	\$
FY 2007	\$

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1. (...continued)  
positions may be assigned to CVNRA."

## APPENDIX H

### Annual CVNRA Land Acquisition Budgets<sup>1</sup>

	President's Budget Request	Congressional Appropriation
FY 1975	\$0	\$ 100,000
FY 1976	\$ 500,000	\$ ---
FY 1976 <sup>2</sup>	\$ 500,000	\$ 5,000,000
FY 1977	\$ 5,700,000	\$25,400,000
FY 1978	\$0	\$ 4,000,000
FY 1979	\$ 6,600,000	\$12,717,650
FY 1980	\$ 5,000,000	\$15,000,000
FY 1981	\$ 5,000,000	\$ 7,000,000 <sup>3</sup>
FY 1982	\$0	\$ 5,045,579
FY 1983	\$0	\$ 6,102,244
FY 1984	\$0	\$ 2,759,529
FY 1985	\$ 5,000,000	\$ 2,014,595
FY 1986	\$0	\$ 4,526,093

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1. Information provided by Fred Meyer, Chief, Land Resources, Midwest Regional Office.

2. Transition quarter, July 1 to September 30, 1976.

3. Secretary James Watt halted the program after \$6.5 million was spent, but after a lengthy delay, the acquisition program resumed.

*Appendix H*

**CONTINUED: Annual CVNRA Land Acquisition Budgets**

	<b>President's Budget Request</b>	<b>Congressional Appropriation</b>
FY 1987	\$0	\$ 4,572,576
FY 1988	\$0	\$ 4,900,000
FY 1989	\$0	\$ 3,000,000
FY 1990	\$0	\$ 3,000,000
FY 1991	\$0	\$ 3,000,000
FY 1992 <sup>4</sup>	\$0	\$ 3,000,000
FY 1993	\$	
FY 1994	\$	
FY 1995	\$	
FY 1996	\$	
FY 1997	\$	
FY 1998	\$	
FY 1999	\$	
FY 2000	\$	
FY 2001	\$	
FY 2002	\$	

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4. Figures based on mid-1991 projections.

# APPENDIX I

## Annual CVNRA FTE Allocations

FY 1975	1	(permanent)
FY 1976	3	(permanent)
FY 1977	12	(6 permanent/6 less than full-time)
FY 1978	22	(14 permanent/8 less than full-time)
FY 1979	26	(14 permanent/12 less than full-time)
FY 1980	[not available]	
FY 1981	92.7	
FY 1982	94.5	(47.5 permanent/47.0 less than full-time)
FY 1983	85.6	(47.8 permanent/37.8 less than full-time)
FY 1984	84.1	
FY 1985	85.3	
FY 1986	85.2	
FY 1987	85.2	
FY 1988	84.8	
FY 1989	84.8	
FY 1990	87.6	
FY 1991	107.7	
FY 1992	107.7	

*Appendix I*

**CONTINUED: Annual CVNRA FTE Allocations**

FY 1993

FY 1994

FY 1995

FY 1996

FY 1997

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*Tedd [McCann] wasn't a politician. He was somebody that went out and looked at [the Cuyahoga Valley] as a professional and called it "a green shrouded miracle." Those words haunted over and over. All of the press clippings talk about this "green shrouded miracle." Where he came up with this term, I don't know. Tedd has this wonderful gift of language that is quite special.*

Loretta Neumann, 1989

\*\*\*\*\*

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"This will be a park over my dead body!"

NPS Director Ronald Walker,  
July 13, 1973 (as quoted by  
Theodore R. McCann)

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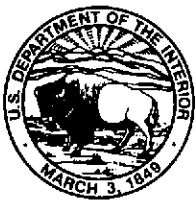
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