



Foundation Document

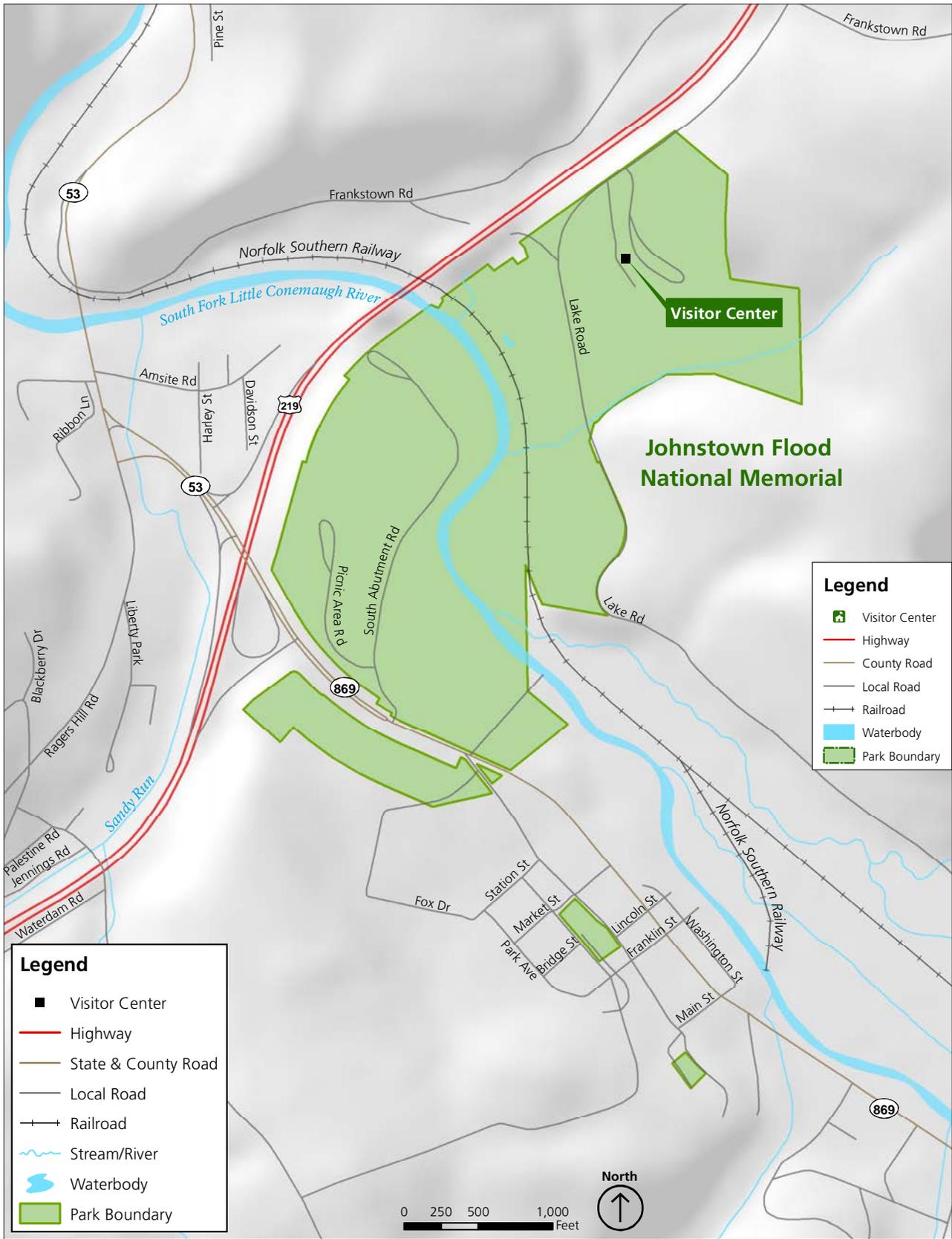
Johnstown Flood National Memorial

Pennsylvania

October 2013



*American Red Cross
Flood of 1889
South Fork Dam*

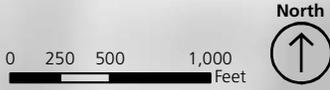


Legend

-  Visitor Center
-  Highway
-  County Road
-  Local Road
-  Railroad
-  Waterbody
-  Park Boundary

Legend

-  Visitor Center
-  Highway
-  State & County Road
-  Local Road
-  Railroad
-  Stream/River
-  Waterbody
-  Park Boundary



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*American Red Cross
Flood of 1889
South Fork Dam*





Introduction

Every unit of the national park system is required to have a formal statement of its core mission that will provide basic guidance for all planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending demand that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

The process of developing a foundation document provides the opportunity to gather together and integrate all varieties and hierarchies of information about a park unit. Next, this information is refined and focused to determine the most important attributes of the park. The process of preparing a foundation document aids park managers, staff, and stakeholders in identifying information that is necessary for future planning efforts.

A foundation document serves as the underlying guidance for all management and planning decisions for a national park unit. It describes the core mission of the park unit by identifying the purpose, significance, fundamental and important resources and values, interpretive themes, assessment of planning and data needs, special mandates and administrative commitments, and the unit's setting in the regional context.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Johnstown Flood National Memorial is necessary to effectively manage the park over the long term and protect park resources and values that are integral to the purpose and identity of the park unit.

This foundation document was developed as a collaborative effort among staff at the park, the National Park Service (NPS) Denver Service Center, and the NPS Northeast Regional Office. A workshop to facilitate this process was held on August 22–24, 2012 at the Lemon House in Cresson, Pennsylvania. A complete list of attendees and preparers is included in part 3 of this document.

The park atlas is also a part of the foundation project. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is to support park operations and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use patterns, and facilities. The park atlas establishes the available baseline GIS information so it can be used to support future planning activities. The park atlas is available at <http://insideparkatlas.nps.gov/>.

Part 1: Core Components

All foundation documents include the following core elements:

The park purpose is the specific reason(s) for establishing a particular park. A park purpose statement is grounded in a thorough analysis of the legislation (or executive order) and legislative history of the park and may include information from studies generated prior to the park's establishment. The purpose statement goes beyond a restatement of the law to clarify assumptions about what the law means in terms specific to the park.

The significance statements express why the resources and values of the park are important enough to justify national park designation. Statements of park significance describe why an area is important within a global, national, regional, and systemwide context. Significance statements are directly linked to the purpose of the park and are verified by data or consensus that reflect the most current scientific or scholarly inquiry and cultural perceptions because the resources and values may have changed since the park was established.

Interpretive themes connect park resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive objective of increasing visitor understanding and appreciation of the significance of park resources. In other words, interpretive themes are the most important messages to be conveyed to the public about the park. Interpretive themes are based on park purpose and significance.

Fundamental resources and values are features, systems, organisms, processes, visitor experiences, stories, scenes, sounds, smells, or other attributes of the park that merit primary consideration during planning and management because they are essential to achieving park purpose and maintaining park significance.

Other important resources and values are resources and values that are determined to be important and integral to park planning and management, although they are not related to park purpose and significance.



Brief Description of the Park

Johnstown Flood National Memorial is in Cambria County in southwestern Pennsylvania, about 10 miles northeast of Johnstown, Pennsylvania. The 178-acre park preserves the remains of the South Fork Dam and portions of the former Lake Conemaugh bed, as well as historic structures associated with the Johnstown flood. The resources are listed in the National Register of Historic Places. Interpretation of the park focuses on the precursors and aftermath of the failure of the South Fork Dam, which caused the flood on May 31, 1889.

The South Fork Dam was originally constructed in the South Fork of the Little Conemaugh River between 1839 and 1853 as a water source for the Pennsylvania Mainline Canal, which became obsolete a year after completion of the dam. The dam fell into disrepair before it was eventually bought by the South Fork Fishing and Hunting Club. The dam was restored in 1881 and turned into a lake stocked with black bass to serve the club's resort.

Members of the South Fork Fishing and Hunting Club were the wealthy industrialists, bankers, and lawyers who had profited from the Industrial Revolution, including Andrew Carnegie, Henry Clay Frick, and Andrew Mellon. Residents of Johnstown, on the other hand, were mainly blue collar workers in the iron and steel factories along the Little Conemaugh and Conemaugh rivers. Johnstown had been strategically settled to exploit these resources and their location, despite the fact that the town was prone to flooding because of the general climate of the area and the town's location in the valley. The town's founders took a gamble in deciding that the proximity of natural resources outweighed the threat of serious flooding.

On the morning of May 31, 1889, Colonel Elias Unger, president of the corporation that maintained the dam and resort, noticed that the level of Lake Conemaugh had risen considerably during the night. Over the next five hours, Unger coordinated the attempts to prevent flooding through the digging of spillways and heightening the top of the dam, and the simultaneous efforts to warn the residents of Johnstown of the possibility of the flood. The last telegraph famously warned "The dam is becoming dangerous and may possibly go!"—yet, none of the warnings were heeded.

The South Fork Dam failed at 3:15 p.m. The sheer volume of water and size of the flood wave was magnified as it coursed its way down a steep, narrow valley, culminating in swift devastation of villages and towns in its path. By the time the flood hit Johnstown, the water was teeming with debris from houses, trees, railcars, and even a local barbed wire factory. When darkness fell, the debris piled up at the stone bridge on the Conemaugh River and caught fire, burning alive as many as 80 people trapped inside the rubble. Once the floodwaters had receded, the pastor of the First Presbyterian Church, Reverend Dr. David J. Beale, catalogued the remains of the townspeople and documented the death toll at 2,209 people.

The disaster occurred as the nation was recovering from the social and economic losses of the Civil War, and news of the catastrophic event dominated the country for a considerable time. Newspaper coverage, photographs, songs, literature, and art sprang from a national fixation with the destructive event. The classic conflict of man versus nature was debated, and to some degree, the tragedy was deepened by the idea that it could possibly have been prevented.

National news coverage, relief efforts initiated by Clara Barton and her fledgling Red Cross, and the sheer will of survivors resulted in the successful efforts to rebuild Johnstown. A lasting impact on the nation was the assistance the Red Cross provided in the relief effort, the first national disaster unrelated to war.

Today, the visitor center for Johnstown Flood National Memorial is a replica of the Unger barn, sitting on the hillside overlooking the remnants of the South Fork Dam. The South Fork Fishing and Hunting Club's clubhouse and some of its cottages are also managed by the National Park Service.

Park Purpose

Purpose statements identify the specific reason for the establishment of a particular park. Purpose statements are crafted through a careful analysis of the enabling legislation and legislative history that influenced the development of Johnstown Flood National Memorial, which was designated on August 31, 1964 (see appendix A for enabling legislation and subsequent amendments). The purpose statement reinforces the foundation for future park management administration and use decisions. The following purpose statement was based on the review of park legislation, previous management documents, and discussions with park staff:

*JOHNSTOWN FLOOD NATIONAL MEMORIAL
commemorates the tragic Johnstown flood of May 31, 1889.*

Park Significance

Significance statements express why Johnstown Flood National Memorial resources and values are important enough to merit national park unit designation. Statements of significance describe why an area is important within a global, national, regional, and systemwide context. These statements are linked to the purpose of the park unit, and are supported by data, research, and consensus. Significance statements describe the distinctive nature of the park and inform management decisions, focusing efforts on preserving and protecting the most important resources and values of the park unit.

The following significance statements have been identified for Johnstown Flood National Memorial (please note that the statements are in no particular order):

- At least 2,209 men, women, and children were killed along the 15-mile path of the Johnstown flood by drowning, burning, and crushing.
- A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
- The recovery efforts following the flood established The American Red Cross as the premier entity for disaster relief. The actions of The American Red Cross—in combination with the homegrown actions and contributions from private citizens and the Pittsburgh Citizen’s Relief Committee—became the model for disaster recovery.
- As a result of attempts to assign responsibility for the Johnstown flood, major changes in U.S. laws were made to allow industry to be held liable for damage and loss of life.

Interpretive Themes

Interpretive themes are an organizational tool. They provide the conceptual framework for visitor experience planning and programming. Interpretive themes are derived from and capture the essence of park significance, resources, and values. They can help to explain why a park story is relevant to people who may be unconnected to an event, time, or place. Themes go beyond a description of an event or process; they reflect the context and effects of those events or processes in order to foster opportunities to experience and consider the meanings, concepts, and values represented by park resources.

While themes are important as a framework to help guide interpretation and management decisions, they are not necessarily intended for public use. They serve to focus and develop visitor experience, services, and programming.

The following interpretive themes have been identified for Johnstown Flood National Memorial:

- A complex interplay of environmental, social, and economic factors set the stage for the failure of the South Fork Dam and the Johnstown flood of 1889.
- The failure of the South Fork Dam caused catastrophic destruction and death and revealed unforgettable acts of sacrifice, heroism, and negligence.
- The local, national, and international response to the Johnstown flood of 1889 resulted in unprecedented news coverage and broad-based relief efforts, and its popular legacy lives on as a transforming moment in American life.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to merit primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance.

The most important responsibility of NPS managers is to ensure the conservation of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. These qualities are called fundamental resources and values. Fundamental resources and values are closely related to legislative purpose and are more specific than significance statements. Fundamental resources and values help focus planning and management processes on what is truly significant about the park. If they are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The identification of fundamental and other important resources and values should not be interpreted as meaning that some park resources are not important. This evaluation is made to separate those resources or values that are covered by NPS mandates and policies from those that have important considerations to be addressed in other planning processes.

The following fundamental resources and values have been identified for Johnstown Flood National Memorial:

- **South Fork Dam ruins.** The abutments and sluiceways that are the remaining ruins of the South Fork Dam, the control tower foundation ruins, and the historic carriage road that traversed the abutment and continued upslope.
- **The dry bed of Lake Conemaugh.** The land below the 1,600-foot contour of the lake, including the South Fork Little Conemaugh River, wetlands, and vegetated slopes.
- **South Fork Fishing and Hunting Club Historic District.** The South Fork Fishing and Hunting Club clubhouse, annex, and cottages.
- **Unger Farm.** The Unger House, the visitor center, the springhouse ruins, and the fields and the orchard on the hillside above the South Fork Dam.
- **Morgue book.** Doctor David J. Beale's master list of the deceased, describing the condition of the remains and everything that was found associated with the person.
- **Sense of loss.** Visitors should have the opportunity to feel and understand the magnitude of the loss of life and the scope of the disaster.
- **Clarke photo collection.** Photographs of club members, activities, and the clubhouse and cottages that portray life on the lake before the flood.
- **Johnstown Flood National Memorial museum collection.** Historical objects and archival collections focused on the Johnstown Flood of 1889, including the South Fork Fishing and Hunting Club, and systematic archeological collections from within park boundaries and associated records.

Other Important Resources and Values

Johnstown Flood National Memorial contains other resources and values that may not be closely related to the legislated purpose and significance of the park, but are important to consider in management and planning decisions. These are referred to as other important resources and values.

Following are other important resources and values for Johnstown Flood National Memorial:

- **Black Friday film.** An evocative dramatization that allows visitors to understand what it was like to experience the flood and the resulting devastation
- **Telegraph key.** The historic device from South Fork Station that was used to send the telegraph to warn Johnstown of the impending failure of the South Fork Dam.
- **Clubhouse artifacts.** The George Hetzel painting, the wine cabinet, and glasses from the South Fork Fishing and Hunting Club.

Summary

Johnstown Flood National Memorial commemorates the tragic failure of the South Fork Dam and the subsequent loss of life. By stating the park purpose, articulating significance statements, understanding interpretive themes, and identifying the fundamental resources and values that need protection, clear management decisions that fulfill the park purpose can be made. This single shared vision of what is most important about the park provides a basis for prioritizing the use of limited resources and the successful long-term protection of the fundamental resources and values of the park. This foundation document serves as the cornerstone for future direction of management of Johnstown Flood National Memorial.



Part 2: Dynamic Components

Part 2 consists of two components:

- special mandates and administrative commitments
- assessment of planning and data needs

These components may change after this foundation document is published and may need to be updated periodically.

Special Mandates and Administrative Commitments

Many of the management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utilities, and other partnering organizations. Special mandates are requirements specific to a park, which expand on or contradict the legislated purpose of the park unit. They are park-specific legislative or judicial requirements that must be fulfilled, along with the park purpose, even if the requirements do not relate to that purpose. Administrative commitments in general are agreements that have been reached through formal, documented processes, such as memoranda of agreement. These agreements can form a network of partnerships designed to fulfill the objectives of the park and facilitate working relationships with other organizations. All of these mandates and commitments either dictate some form of management action or will allow particular uses on park lands (e.g., permissible traditional uses, easements or rights-of-way, maintenance needs, use of park facilities or lands, or emergency service responses). Thus, these mandates and commitments are an essential component in the foundation document and in managing and planning for Johnstown Flood National Memorial.

For more information about the existing commitments for the park, please see the inventory of special mandates and agreements in appendix C.

Assessment of Planning and Data Needs

Once park purpose and significance statements and fundamental resources and values have been identified, it is important to consider what additional information and planning tasks may be necessary to aid the National Park Service in its mission. The assessment of planning and data needs identifies any inherent conditions or threats contained in the gathered information and determines whether any additional planning steps, data needs, and management efforts may be necessary to maintain or protect the existing fundamental resources and values and other important resources and values.

There are three parts that make up the planning and data needs assessment:

1. analysis of fundamental and other important resources and values
2. identification of key or major parkwide issues that need to be addressed by future planning
3. identification and prioritization of data and planning needs

The analysis of fundamental resources and values and identification of major issues leads up to and supports the identification and prioritization of needed plans and studies.

Analysis of Fundamental Resources and Values

The analysis of fundamental resources and values articulates the importance of each fundamental resource and value, its current status, potential threats and opportunities, needed data, planning and management decisions, and relevant laws and NPS policies related to management of the resources.

Fundamental Resource or Value	South Fork Dam Ruins
Description of the Fundamental Resource or Value	The abutments, spillway, and overflow sluice foundation that are remaining ruins of the South Fork Dam and the historic carriage road that traversed the abutment and continued upslope. Today, these features serve as a major point of reference for interpretation from the visitor center.
Importance	The remains of the South Fork Dam and its associated structures are the primary focus of interpretation at the park and dramatically convey the scale of the disaster.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> • At least 2,209 men, women, and children were killed along the 15-mile path of the Johnstown flood by drowning, burning, and crushing. • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • The remains of the dam abutments and the spillway are in good condition. • The overflow sluice ruins are in poor condition. • Active train tracks run through the center of the dam. • Both dam abutments are accessible to visitors but are not connected. • The ruins are accessed via trails to overlooks with interpretive signage.
Trends	<ul style="list-style-type: none"> • Erosion threatens the integrity of the overflow sluice ruins. • Encroaching vegetation requires frequent removal to keep the South Fork Dam ruins visible.
Threats	<ul style="list-style-type: none"> • Tree growth threatens the integrity of the dam. • Careless removal of trees could damage abutment surfaces. • A portion of the Carriage Road Trace is eroding- upslope of the dam ruins at the picnic area woods.
Opportunities	<ul style="list-style-type: none"> • Improving accessibility and visibility of ruins would enhance interpretation. • Improved vegetation management could provide visitors a better view of the 1889 landscape. • The Carriage Road could be stabilized and a reproduction carriage acquired to enhance interpretation. • Work with local and regional trail managers would facilitate continued development of the Path of the Flood Trail.

Fundamental Resource or Value	South Fork Dam Ruins
Existing Information	<ul style="list-style-type: none"> • Historic Structures Report: South Fork Dam Historical Data section. • Archeological investigations of the Unger House and vicinity. • Archeology of the Johnstown flood. • Draft National Register of Historic Places nomination for Johnstown Flood National Memorial. • List of classified structures (LCS) documentation. • Archeological Sites Management Information System records. • Vegetation data to inform vegetation removal.
Stakeholders	<ul style="list-style-type: none"> • Norfolk Southern Railroad • Greater Johnstown Water Authority • Forest Hills Municipal Authority • Penelec • Park View Alliance Church • Friends of the Johnstown Flood National Memorial • Pennsylvania Historical and Museum Commission
Identified Data Needs	<ul style="list-style-type: none"> • Cultural landscape report for the Unger Farm, South Fork Dam ruins, and dry lakebed. • Update and finalize National Register of Historic Places nomination for Johnstown Flood National Memorial. • Cultural resource base map to assist managers in protecting cultural resources and planning for enhancements to visitor experience. • Archeological overview and assessment to describe and assess known and potential archeological resources.
Identified Planning Needs	<ul style="list-style-type: none"> • Vegetation management plan and environmental assessment for abutments and lakebed that would include long-term stewardship and maintenance. • Long-range interpretive plan would inform what, if any, additional site-specific planning would need to occur at the south abutment.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Law enforcement patrols and routine maintenance.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • Executive Order 11593, “Protection and Enhancement of the Cultural Environment”

Fundamental Resource or Value	The Dry Bed of Lake Conemaugh
Description of the Fundamental Resource or Value	The land below the 1,600-foot contour of the lake, including the South Fork Little Conemaugh River, wetlands, and vegetated slopes.
Importance	The remains of the Conemaugh lakebed dramatically convey the scale of the disaster. At the time of the flood, the basin held more than 4.8 billion gallons of water.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> • At least 2,209 men, women, and children were killed along the 15-mile path of the Johnstown flood by drowning, burning, and crushing. • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • The National Park Service owns only a portion of the lakebed; portions are occupied by the towns of St. Michael, Creslo, and Sidman. Railroad tracks owned and operated by the Norfolk Southern Railroad traverse the lakebed and continue through the South Fork Dam ruins. • The river contains poor-quality water because of acidic abandoned mine drainage; however, its tributaries contain fair-to good-quality water. • The lakebed provides excellent wildlife habitat. • The lakebed is difficult to interpret because of its large scale and fragmented ownership. • The lakebed can be accessed through a duff trail on its south side; it is not accessible from the north side. • The river is unsafe for visitors during times of high water.
Trends	<ul style="list-style-type: none"> • The course of the river shifts over time.
Threats	<ul style="list-style-type: none"> • The towns of St. Michael, Creslo, and Sidman are built in portions of the lakebed. Development will threaten the integrity of the resource. • Vegetation growth obscures the view of the lakebed and limits effective interpretation.
Opportunities	<ul style="list-style-type: none"> • Improved vegetation management could provide visitors a better view of the lakebed. • Interpretation of natural resources could be enhanced by establishing a wetlands trail in the lakebed. • Interpretation of the lakebed could be enhanced through improved visuals from the visitor center, such as an overlay of the image of the lake onto the existing lakebed.
Existing Information	<ul style="list-style-type: none"> • Wetland survey. • Archeological investigations of the Unger House and vicinity.

Fundamental Resource or Value	The Dry Bed of Lake Conemaugh
Stakeholders	<ul style="list-style-type: none"> • Norfolk Southern Railroad • U.S. Army Corps of Engineers • Pennsylvania Department of Environmental Protection • Cambria County Conservation District • Adams Township • Croyle Township • Adams-Croyle Township Recreation Authority • Municipal water and sewer authorities • Town of St. Michael • Town of Creslo • Town of Sidman • Friends of the Johnstown Flood National Memorial
Identified Data Needs	<ul style="list-style-type: none"> • Cultural landscape report for the Unger Farm, South Fork Dam ruins, and dry lakebed. • Update and finalize National Register of Historic Places nomination for Johnstown Flood National Memorial.
Identified Planning Needs	<ul style="list-style-type: none"> • Vegetation management plan and environmental assessment for the lakebed that would include long-term stewardship and maintenance.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Work with state, local, federal, and nongovernmental partners to advocate for watershed cleanup and abandoned mine drainage remediation.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent’s compendium • 1986 Management report titled “Opportunities for Creating Herbaceous Communities Within the 1889 Lake Conemaugh Shoreline at Johnstown Flood National Memorial” • 1987 “Draft Environmental Assessment for Removal of Woody Vegetation in the Historic Lake Basin of Johnstown Flood National Memorial” <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • Director’s Order 77-1: <i>Wetland Protection</i> • Director’s Order 77-2: <i>Floodplain Management</i> • Executive Order 11593, “Protection and Enhancement of the Cultural Environment”

Fundamental Resource or Value	South Fork Fishing and Hunting Club (SFFHC) Historic District
Description of the Fundamental Resource or Value	The district is located in the town of St. Michael on the south shore of the former Lake Conemaugh. It includes contributing structures owned by the National Park Service (the South Fork Fishing and Hunting Club clubhouse, the Clubhouse Annex, the Brown Cottage, and the Moorhead Cottage) and private parties. It also includes non-contributing structures owned by private parties.
Importance	The South Fork Fishing and Hunting Club Historic District contains the extant structures of the South Fork Fishing and Hunting Club, which owned the South Fork Dam.
Relationship to Significance Statements	Related to the following significance statements: <ul style="list-style-type: none"> • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • The South Fork Fishing and Hunting Club is in poor condition and its mechanical systems are inadequate. Emergency stabilization is currently underway. • The Moorhead Cottage is in poor condition. • The Clubhouse Annex and Brown Cottage are in good condition and are leased as residential spaces. • The clubhouse is a node of activity for the Friends of the Johnstown Flood National Memorial.
Trends	<ul style="list-style-type: none"> • Contributing structures owned by private parties are well-maintained. • Noncontributing structures owned by private parties are also well maintained. • The South Fork Fishing and Hunting Club clubhouse and the Moorhead Cottage are deteriorating due to lack of funding.
Threats	<ul style="list-style-type: none"> • The South Fork Fishing and Hunting Club clubhouse and the Moorhead Cottage may collapse without additional stabilization.
Opportunities	<ul style="list-style-type: none"> • Alternatives for use of the South Fork Fishing and Hunting Club clubhouse include mothballing the entire structure, rehabilitating only the exterior for interpretive purposes, or rehabilitating both the interior and exterior for programming, education, and special events. • The historic district could be connected to the Unger Farm and the South Fork Dam ruins by the historic Carriage Road or other means. • Photographic exhibits could be installed within the historic district.



Fundamental Resource or Value	South Fork Fishing and Hunting Club (SFFHC) Historic District
Existing Information	<ul style="list-style-type: none"> • National Register of Historic Places nomination, South Fork Fishing and Hunting Club. • Preservation and Interpretation Plan for the SFFHC Historic District. • Historic Structures Report: SFFHC Historic Data Section: Clubhouse, Brown Cottage, Moorhead Cottage, Clubhouse Annex. • Historic Structures Report: SFFHC Architectural Data Section: Clubhouse, Brown Cottage, Moorhead Cottage, Clubhouse Annex. • Historic Structures Report: SFFHC Appendices: Clubhouse, Brown Cottage, Moorhead Cottage, Clubhouse Annex. • Boundary Study & Environmental Assessment. • EA Adaptive Re-Use SFF&HC St. Michael Buildings. • Phase I, II, & III Archeological Investigation (AI) of SFFHC Clubhouse & Phase I AI at Moorhead Cottage. • Intensive Archeological Investigation & Evaluation Study of SFFHC Clubhouse. • List of Classified Structures documentation. • Archeological Site Management Information System records.
Stakeholders	<ul style="list-style-type: none"> • Friends of the Johnstown Flood National Memorial • Community of St. Michael • Adams Township • Johnstown Area Heritage Association • Pennsylvania Historical and Museum Commission
Identified Data Needs	<ul style="list-style-type: none"> • Updated feasibility analysis to determine the resources, efforts, and costs, of various options to stabilize and improve the exterior and interior spaces of all four NPS-owned buildings in the South Fork Fishing and Hunting Club Historic District. • Updated drawings, specifications, and cost estimates to determine the resources and effort necessary to stabilize and improve the shell and exterior of the clubhouse and cottages. • Research the South Fork Fishing and Hunting Club members, activities, etc. • Archeological identification and evaluation study to identify locations and characteristics of archeological resources with in the South Fork Fishing and Hunting Club. • Cultural resources base map to assist managers in protecting cultural resources and planning for enhancements for visitor experiences. • Archeological overview and assessment to describe and assess known and potential archeological resources.
Identified Planning Needs	<ul style="list-style-type: none"> • Site plan for South Fork Fishing and Hunting Club Historic District to explore management options and opportunities. • Clubhouse historical furnishings report to provide a history of the structure's use and document the type and placement of furnishings to a period of interpretive significance.

Fundamental Resource or Value	South Fork Fishing and Hunting Club (SFFHC) Historic District
<p>Management Actions to Protect and Maintain FRV</p>	<ul style="list-style-type: none"> • Determine if the environmental assessment “Adaptive Re-Use of the South Fork Fishing and Hunting Club Clubhouse, Clubhouse Annex, Brown Cottage, and Moorhead Cottage” (2007) is still valid. • Carry out emergency stabilization work for the Moorhead Cottage. • Law enforcement patrols and routine maintenance.
<p>Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent’s compendium • National Register of Historic Places South Fork Fishing and Hunting Club Historic District nomination (1986) • “Adaptive Re-Use of the South Fork Fishing and Hunting Club Clubhouse, Clubhouse Annex, Brown Cottage, and Moorhead Cottage” (2007) <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director’s Order 28: <i>Cultural Resource Management</i> • Executive Order 11593, “Protection and Enhancement of the Cultural Environment”



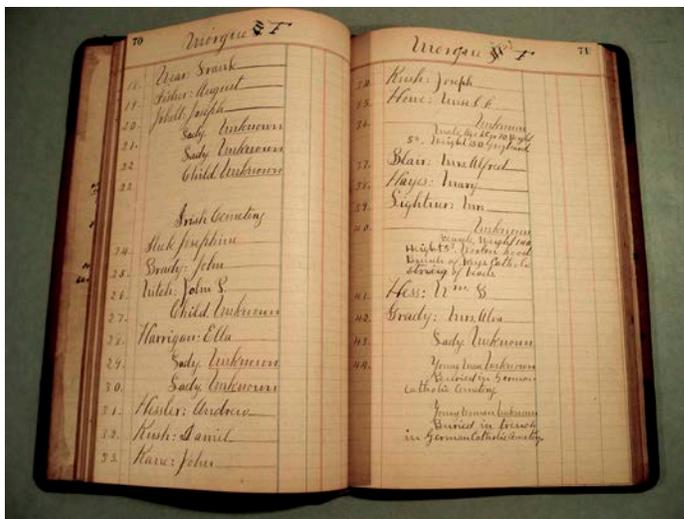
Fundamental Resource or Value	Unger Farm
Description of the Fundamental Resource or Value	The Unger House, the visitor center, the springhouse ruins, the fields, and the orchard on the hillside above the South Fork Dam.
Importance	The Unger Farm, which is home to the park’s visitor center, is the primary destination for the approximately 270,000 visitors the park receives per year.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • The Unger Farm and associated buildings are stable and in good condition. • The Unger Farm landscape evokes a sense of the historic scene. • The reconstructed springhouse is in good condition. • The agricultural field, fencelines, and other features are missing from the landscape. • The Unger House is heated and cooled through a geothermal system.
Trends	<ul style="list-style-type: none"> • Mowing to keep back trees is an ongoing maintenance issue.
Threats	<ul style="list-style-type: none"> • Billboards intrude on the viewshed.
Opportunities	<ul style="list-style-type: none"> • The addition of a multipurpose space would allow the park to host a wider variety of events. • The flood could be interpreted through means other than the film. • The visitor experience could be improved by developing a trail from the visitor center parking lot at the Unger Farm to the north abutment parking lot. • A garden could be established to enhance the historic farm setting. • Interpretation of the farm could be improved through the installation of period-appropriate fencing. • Rotating exhibits could improve interpretation at the site and facilitate more repeat visitation. • The orchard could be better interpreted through additional research, planning, and arboriculture work.
Existing Information	<ul style="list-style-type: none"> • Historic Structures Report: Elias J. Unger House Historical Data Section. • Historic Structures Report: Elias J. Unger House Architectural Data Section. • Archeological investigations of the Unger House and vicinity. • Archeology of the Johnstown flood. • Draft National Register Nomination for Johnstown Flood National Memorial. • List of classified structures documentation. • Archeological Sites Management System records.

Fundamental Resource or Value	Unger Farm
Stakeholders	<ul style="list-style-type: none"> • Friends of the Johnstown Flood National Memorial • Community of St. Michael • Croyle Township • Johnstown Area Heritage Association
Identified Data Needs	<ul style="list-style-type: none"> • Determine the original location and species composition of the orchard to inform future management. • Cultural landscape report for Unger Farm. • Update and finalize National Register of Historic Places nomination for Johnstown Flood National Memorial. • Cultural resource base map to assist managers in protecting cultural resources and planning for enhancements to visitor experiences. • Archeological overview and assessment to describe and assess known and potential archeological resources. • Unger Farm historical furnishings plan.
Identified Planning Needs	<ul style="list-style-type: none"> • Unger House historic furnishings report to provide a history of the structure's use and document the type and placement of furnishings to a period of interpretive significance.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Finalize National Register of Historic Places nomination for all of the eligible buildings and structures within the Johnstown Flood National Memorial. • The orchard needs to be evaluated for National Register of Historic Places eligibility. This would identify significant characteristics of the trees and treatment recommendations. • Law enforcement patrols and routine maintenance.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • Executive Order 11593, "Protection and Enhancement of the Cultural Environment"

Fundamental Resource or Value	Morgue Book
Description of the Fundamental Resource or Value	As chair of the committee on morgues, David J. Beale, D.D., maintained this master list of deceased, recording physical attributes, names of the dead when known, condition of the remains, as well as articles of clothing and objects found on the body.
Importance	The morgue book provides direct evidence of the flood's devastating effects.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> At least 2,209 men, women, and children were killed along the 15-mile path of the Johnstown flood by drowning, burning, and crushing.
Current Conditions	<ul style="list-style-type: none"> The original morgue book is stabilized in artifact storage and is in good condition. There are thought to have been three original copies of the morgue records in Dr. Beale's hand. The location of the other two original copies is unknown. The National Park Service purchased five reproduction copies of Dr. Beale's original morgue book. One of these is on exhibit in the visitor center, one was given to the Johnstown Area Heritage Association, and three are maintained in the museum collection. A digital copy of the reproduction morgue book can be viewed online.
Trends	<ul style="list-style-type: none"> The condition of the morgue book remains stable.
Threats	<ul style="list-style-type: none"> No threats were identified.
Opportunities	<ul style="list-style-type: none"> The visitor experience could be improved by making a replica of the morgue book more accessible to visitors through an interactive display. Efforts to share excerpts from the morgue book with the public through social media could be expanded. The morgue book could be the focus of additional research opportunities in the future.
Stakeholders	<ul style="list-style-type: none"> Friends of the Johnstown Flood National Memorial
Identified Data Needs	<ul style="list-style-type: none"> No data needs were identified.
Identified Planning Needs	<ul style="list-style-type: none"> No planning needs were identified.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> Statement for management General management plan Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> Director's Order 28: <i>Cultural Resource Management</i> Director's Order 24: <i>NPS Museum Collections Management</i>

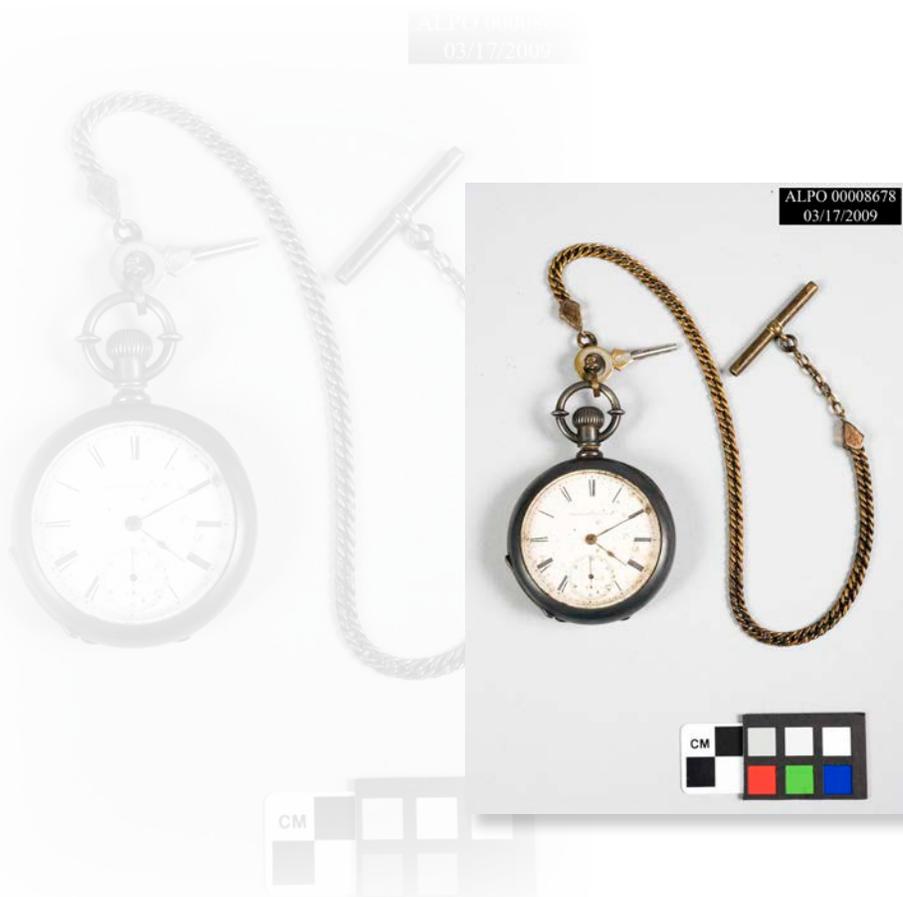
Fundamental Resource or Value	Sense of Loss
Description of the Fundamental Resource or Value	Visitors should have the opportunity to feel and understand the magnitude of the loss of life and the scope of the disaster.
Importance	An understanding of the magnitude and significance of the disaster is amplified through development of a sense of loss.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> • At least 2,209 men, women, and children were killed along the 15-mile path of the Johnstown flood by drowning, burning, and crushing. • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution. • The recovery efforts following the flood established The American Red Cross as the premier entity for disaster relief. The actions of The American Red Cross—in combination with the homegrown actions and contributions from private citizens and the Pittsburgh Citizen’s Relief Committee—became the model for disaster recovery. • As a result of attempts to assign responsibility for the Johnstown flood, major changes in U.S. laws were made to allow industry to be held liable for damage and loss of life.
Current Conditions	<ul style="list-style-type: none"> • The sense of loss is well captured and communicated to visitors at the visitor center. • Interpretive resources including the exhibits in the visitor center, the debris wall, morgue book, name display, fiber optic map, the Johnstown Flood Museum and the Grandview Cemetery, commemorative tours linking the sites, tours of the lakebed, cell phone tours, and education programs allow visitors to feel and understand the sense of loss that resulted from the flood.
Trends	<ul style="list-style-type: none"> • No trends were identified.
Threats	<ul style="list-style-type: none"> • No threats were identified.
Opportunities	<ul style="list-style-type: none"> • Connections with the Johnstown Area Heritage Association, Grandview Cemetery, and downtown Johnstown could be improved for visitors. • Grandview Cemetery could be engaged as an interpretive partner. • The cell phone tour could be expanded to include additional sites. • A smart phone application or brochure could be developed to assist with self-guided tours of the related sites. • A special area for reflection, memorialization, and commemoration could be developed. • An accessible trail leading to the bottom of the lakebed could be constructed to help visitors comprehend the magnitude of the disaster. • Community partnerships with groups such as local school districts could be expanded.

Fundamental Resource or Value	Sense of Loss
Stakeholders	<ul style="list-style-type: none"> • Johnstown Flood Museum (Johnstown Area Heritage Association) • Grandview Cemetery • Friends of the Johnstown Flood National Memorial • Community of Johnstown
Identified Data Needs	<ul style="list-style-type: none"> • No data needs were identified.
Identified Planning Needs	<ul style="list-style-type: none"> • Long -range interpretive plan.
Management Actions to Protect and Maintain FRV	<ul style="list-style-type: none"> • Expand and strengthen interpretation of Grandview Cemetery to promote the connection between the park and the cemetery. • Coordinate with Johnstown Area Heritage Association regarding the way that the story of the flood is interpreted for children.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan



Fundamental Resource or Value	Clarke Photo Collection
Description of the Fundamental Resource or Value	Photographs of club members, activities, and the clubhouse and cottages that portray life on the lake before the flood.
Importance	The Clarke photo collection provides visitors with a primary source of information about life at the South Fork Fishing and Hunting Club.
Relationship to Significance Statements	Related to the following significance statements: <ul style="list-style-type: none"> • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • The photos are stable and in good condition. • Original images from the collection are displayed in the visitor center. • Copies of the photos were donated to the National Park Service in 2008 by the granddaughter of the photographer. These are maintained in the museum collection storage area. • The collection is digitized, but is not entered into the NPS photo database.
Trends	<ul style="list-style-type: none"> • No trends were identified.
Threats	<ul style="list-style-type: none"> • No threats were identified.
Opportunities	<ul style="list-style-type: none"> • The photos could be incorporated into more interpretive programs.
Stakeholders	<ul style="list-style-type: none"> • Penn Highlands Community College • Friends of the Johnstown Flood National Memorial • Johnstown Area Heritage Association
Identified Data Needs	<ul style="list-style-type: none"> • No data needs were identified.
Identified Planning Needs	<ul style="list-style-type: none"> • No planning needs were identified.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 24: <i>NPS Museum Collections Management</i>

Fundamental Resource or Value	Johnstown Flood National Memorial Museum Collection
Description of the Fundamental Resource or Value	The collection includes historical objects and archival collections focused on the Johnstown Flood of 1889, including the South Fork Fishing and Hunting Club, and systematic archeological collections from within park boundaries and associated records.
Importance	The historical objects and archival collections found in the Johnstown Flood National Memorial museum collection serve as a primary source of information for accurate interpretation and management of the national memorial.
Relationship to Significance Statements	<p>Related to the following significance statements:</p> <ul style="list-style-type: none"> • A complex web of factors led to the failure of the South Fork Dam and can be traced to the social and environmental dimensions of the Industrial Revolution.
Current Conditions	<ul style="list-style-type: none"> • Museum collection objects are either on exhibit in the visitor center or stored in the artifact storage facility. • Conditions of the objects in the collection range from complete/good to fragmented/poor. • Detailed information on many catalog records is lacking.
Trends	<ul style="list-style-type: none"> • The museum collection continues to grow through donations, field collection, and section 106 archeology as projects are conducted to improve conditions of historic structures. • The museum collection may eventually outgrow the existing artifact storage facility.



Fundamental Resource or Value	Johnstown Flood National Memorial Museum Collection
Threats	<ul style="list-style-type: none"> • Climate control issues persist within the artifact storage facility. • Invasive pests threaten the museum collection.
Opportunities	<ul style="list-style-type: none"> • The park staff and the public could be given greater access to the collection through additional exhibits and research opportunities. • More photographs of objects in the collection and catalog records could be added to the online web catalog.
Stakeholders	<p>Various local and state repositories including but not limited to:</p> <ul style="list-style-type: none"> • Johnstown Flood Museum/Johnstown Area Heritage Association (JAHA) • Cambria County Historical Society
Identified Data Needs	<ul style="list-style-type: none"> • Additional research of the collection would provide material for interpretation and revolving exhibits related to certain topics.
Identified Planning Needs	<ul style="list-style-type: none"> • Integrated pest management plan/program.
Management Actions to Protect and Maintain the FRV	<ul style="list-style-type: none"> • The museum collection and collection storage facilities will require continued law enforcement patrols and preventive maintenance. • Additional fire and intrusion alarms need to be installed. • Installation of a more efficient heating, ventilation, and air-conditioning system is needed.
Laws and Policies That Apply to the FRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Superintendent's compendium • General management plan <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • Executive Order 11539: "Protection and Enhancement of the Cultural Environment"



Analysis of Other Important Resources and Values

Other Important Resource or Value	Black Friday Film
Description	An evocative dramatization that allows visitors to understand what it was like to experience the flood and the resulting devastation.
Importance	<ul style="list-style-type: none"> The Black Friday film gives visitors a sense of the scope and magnitude of the tragedy and is also appreciated by film critics for its cinematic qualities.
Current Conditions	<ul style="list-style-type: none"> The film is on DVD. The theatre has a complex lighting and sound system that requires ongoing maintenance. The size of the theatre is appropriate for the number of visitors to the park. The stairs to the theatre are steep. The film is not available for online use due to copyright protections. The film is not always appropriate for children.
Trends	<ul style="list-style-type: none"> No trends were identified.
Threats	<ul style="list-style-type: none"> No threats were identified.
Opportunities	<ul style="list-style-type: none"> Develop versions of the film in different languages. Develop an adaptation of the film that would be appropriate for children.
Stakeholders	<ul style="list-style-type: none"> Film copyright holders Community at large
Identified Data Needs	<ul style="list-style-type: none"> No data needs were identified.
Identified Planning Needs	<ul style="list-style-type: none"> No planning needs were identified.
Laws and Policies That Apply to the OIRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> Statement for management General management plan Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> Section 7.3.2, <i>NPS Management Policies 2006</i>

Other Important Resource or Value	Telegraph Key
Description	The historic device from South Fork Station that was used to send the telegraph to warn Johnstown of the impending failure of the South Fork Dam.
Importance	The telegraph key provides visitors a tangible link to the disaster.
Current Conditions	<ul style="list-style-type: none"> • The telegraph key is on display at the visitor center. • The telegraph key is stable and in good condition. • The telegraph key display does not meet accessibility requirements.
Trends	<ul style="list-style-type: none"> • The telegraph key display is dated and would benefit from renovation.
Threats	<ul style="list-style-type: none"> • No threats were identified.
Opportunities	<ul style="list-style-type: none"> • Renovate the telegraph key display to provide better interpretation and to meet accessibility requirements.
Identified Data Needs	<ul style="list-style-type: none"> • No data needs were identified.
Identified Planning Needs	<ul style="list-style-type: none"> • Long-range interpretive plan.
Laws and Policies That Apply to the OIRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 24: <i>NPS Museum Collections Management</i>



Other Important Resource or Value	Clubhouse Artifacts
Description	The George Hetzel painting, the wine cabinet, and glasses from the South Fork Fishing and Hunting Club.
Importance	The clubhouse artifacts provide visitors with a tangible link to the time period within which the disaster took place.
Current Conditions	<ul style="list-style-type: none"> • The clubhouse artifacts are in storage at Allegheny Portage Railroad National Historic Site in a facility that meets NPS museum curatorial standards. • The clubhouse artifacts are in good condition. • The clubhouse artifacts are not currently used in interpretive displays.
Trends	<ul style="list-style-type: none"> • The clubhouse artifacts are in stable condition.
Threats	<ul style="list-style-type: none"> • No threats were identified.
Opportunities	<ul style="list-style-type: none"> • The artifacts could be incorporated into interpretive programs and exhibits in the visitor center. • The painting could be displayed in the visitor center.
Stakeholders	<ul style="list-style-type: none"> • Friends of the Johnstown Flood National Memorial • Community of St. Michael • Adams Township • Johnstown Area Heritage Association
Identified Data Needs	<ul style="list-style-type: none"> • Research to confirm existing provenance of the artifacts and to provide a clearer understanding of how they relate to the purpose of the park. • Research on the George Hetzel painting to determine status of copyright.
Identified Planning Needs	<ul style="list-style-type: none"> • Long-range interpretive plan.
Laws and Policies That Apply to the OIRV, and NPS Policy-level Guidance	<p>Park-specific Laws or Policies</p> <ul style="list-style-type: none"> • Statement for management • General management plan • Superintendent's compendium <p>NPS Policy-level Guidance</p> <ul style="list-style-type: none"> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 24: <i>NPS Museum Collections Management</i>

Identification of Key Parkwide or Major Issues and Associated Planning and Data Needs

All parks face a variety of issues that must be addressed now or through future planning. A key parkwide or major issue may raise questions regarding park purpose and significance. Or there may be other questions of importance that, in the judgment of NPS staff, need to be addressed in future planning.

Following are key or major issues and associated planning and data needs for Johnstown Flood National Memorial:

- **Linking the visitor experiences across the park.** The park is divided into three general visitor areas: the Unger Farm, the southern abutment and picnic area, and the South Fork Fishing and Hunting Club Historic District. Because these sites are geographically dispersed, providing a visitor experience that thematically and physically links the three sites presents a significant challenge to park managers. In addition, the deteriorating condition of the structures within the South Fork Fishing and Hunting Club Historic District and the lack of connection between the Unger House and the dam abutments necessitate a better understanding of how these areas can best be interpreted and used to provide a high-quality visitor experience.
- **GIS data gaps.** The park does not have consolidated GIS data on the exact location of rights-of-way within the park or of significant natural and cultural features.
- **Administrative history.** The park has never developed a comprehensive administrative history in order to better understand how past management decisions have shaped the current management direction.



Prioritization of Planning and Data Needs

This section prioritizes the need for future plans and studies or research for Johnstown Flood National Memorial. It provides a comprehensive review and prioritization of plans and data needed to maintain and protect the park’s fundamental (and other important) resources and values, as well as address key parkwide and other major issues. Plans and studies were grouped into categories of high, medium, and low priority projects. This information will be used by staff at the park, the NPS Northeast Regional Office, and the NPS Park Planning and Special Studies Office to determine priorities and consider the future funding needs of the park unit.

Related to an FRV?	Planning and/or Data Needs	Priority (H, M, L)	Notes
Y	Long-range interpretive plan	H	This would provide the park with clearer guidance on how the visitor experiences at the Unger Farm, South Fork Dam abutments, and the South Fork Fishing and Hunting Club Historic District relate to each other. The long-range interpretive plan would inform what, if any, additional site-specific planning would need to occur at these sites. Additionally, the clubhouse, annex, and cottages, which have been acquired since the last interpretive plan, are not covered by existing interpretive or management plans.
Y	National Register of Historic Places documentation	H	This would establish conditions and inform all management actions. The documentation would include the South Fork Dam, its related ruins, the carriage road trace, and the Unger House, as well as addressing the acquisition of the clubhouse and cottages in terms of historic and current functions or use, a narrative description of the buildings and structures, and a statement of significance. Numerous changes, including the construction of the visitor center and the removal of numerous nonhistoric, noncontributing structures, need to be reflected in this update.
Y	Cultural landscape report for the lakebed and dam ruins	H	This would be an initial step in vegetation management to identify historic conditions and treatment plans for the dam site and lakebed.

Related to an FRV?	Planning and/or Data Needs	Priority (H, M, L)	Notes
Y	Vegetation management plan for the dam abutments and lakebed	H	A vegetation management plan for the dam abutments and lakebed is needed to prescribe stewardship and maintenance strategies for long-term site management. It is needed because the current environmental assessment is 26 years old and did not include the riparian zone or newly discovered wetlands. Large trees also present a threat to the abutments. Developing a GIS layer representing lakebed vegetation management options through this process would be also aid in future vegetation management.
N	Research George Hetzel painting to determine status of copyright	H	Copyright to the painting may not have transferred with the painting and may be owned by individuals or an organization. Research is needed to determine this so the park does not violate copyright law as it determines how to use the image.
Y	Cultural resources base map	H	This GIS data collection effort will record and depict all known historic sites and structures, cultural landscapes, long-distance trails and roads, and archeological and ethnographic resources. This will assist managers not only in protecting cultural resources but in planning for enhancements to visitor experiences.
Y	Archeological overview and assessment	H	The existing archeological overview and assessment is out of date. This report describes and assesses known and potential archeological resources. It reviews, summarizes, and evaluates existing data. The report assesses past work and helps determine the need for and design of future studies.
Y	GIS data collection	H	The park needs consolidated GIS data on the exact location of rights-of-way within the park and for significant natural and cultural features. These data will inform preparation of other planning efforts including the cultural resources base map, archeological overview and assessment, and archeological identification studies that will aid management in preserving and protecting important park resources.

Related to an FRV?	Planning and/or Data Needs	Priority (H, M, L)	Notes
Y	Site plan and feasibility assessment to explore management alternatives for the South Fork Fishing and Hunting Club Historic District	M	The current conditions of the park-owned resources within the South Fork Fishing and Hunting Club Historic District are very poor. Management options to improve use of the site, the structures' appearances, and the surrounding exterior streetscape are needed. As the condition of these structures continues to decline, options for rehabilitation, stabilization, and treatment become increasingly expensive. Given these limitations, an analysis will be needed to investigate the feasibility of the various management alternatives. This planning need is strongly related to and dependent upon the long-range interpretive plan.
Y	Research the South Fork Fishing and Hunting Club members, activities, etc.	M	This will aid in developing a long-range interpretive plan.
N	Administrative history	M	To get a better understanding of past management decisions, inform the purpose of the park, and help the park staff to develop a better understanding of past management decisions and the implications of those decisions on current management.
Y	Integrated pest management plan/program	M	This plan would establish a management framework to ensure protection of park resources, including the museum collection, from nonnative and pest species.



Related to an FRV?	Planning and/or Data Needs	Priority (H, M, L)	Notes
Y	Unger House historic furnishings report	L	<p>A historic furnishings report provides a history of a structure's use and documents the type and placement of furnishings to a period of interpretive significance. If a decision is made to furnish a historic structure, a detailed plan section lists each recommended item. The historic furnishings report also deals with the care and maintenance of furnishings incorporated in the interpretive exhibit. At various times during park planning sessions the option of furnishing at least the first floor of the Unger House and opening it to the visiting public for tours has been discussed. The historic furnishings report would provide the basis for identifying the types of furnishings that would be placed in the house. During restoration of the house, samples of wall coverings were discovered and a reproduction paper was placed on the walls. Historic woodwork was also reproduced and provides a backdrop for additional period furnishings should that decision be made.</p>
Y	Clubhouse historic furnishings report	L	<p>A historic furnishings report provides a history of a structure's use and documents the type and placement of furnishings to a period of interpretive significance. If a decision is made to furnish a historic structure, a detailed plan section lists each recommended item. The historic furnishings report also deals with the care and maintenance of furnishings incorporated in the interpretive exhibit. Furnishing at least some part of the South Fork Fishing and Hunting Club Clubhouse to reflect its use at the time of the Johnstown Flood has always been considered an option by the park because of the close ties between the club, the South Fork Dam and the flood. A 2007 environmental assessment explored an alternative for adaptive re-use of the historic structures that included tourism-related uses and park orientation, interpretation and education uses among others. The historic furnishings report would identify areas that could evoke a sense of the historic period if furnished to provide a positive connection for park visitors.</p>

Related to an FRV?	Planning and/or Data Needs	Priority (H, M, L)	Notes
Y	Archeological identification/evaluation studies	L	Especially needed for the Moorhead and Brown cottages where only very limited archeological investigation has been undertaken. These studies identify locations and characteristics of archeological resources in a particular area of the park. Information about the locations of all known archeological resources, the areas surveyed, and the level of intensity of the survey are shown on the cultural resource base map. These studies are frequently linked with archeological overviews and assessments to resolve management and interpretive concerns.
N	Better documentation of rights-of-way	L	No consolidated information on the exact location of rights-of-way within the park currently exists.
Y	Cultural landscape report for Unger Farm (including the orchard and field)	L	This would provide a basis for treatment. A parkwide cultural landscape report would provide detailed documentation that would allow managers to evaluate the relative importance of individual landscape features and the effect of proposed projects.
Y	Updated drawings / specifications / cost estimates for the shell/exterior of clubhouse, annex, and cottages	L	The existing information about the condition of the clubhouse and cottages is structurally focused; however, better information on costs and options for stabilization/restoration are needed to inform decision making. These data need are related to and will help inform the site plan and feasibility assessment to explore management alternatives for the South Fork Fishing and Hunting Club Historic District.

Part 3: Preparers, Consultants, and Meeting Attendees

Preparers

Jordan Hoaglund, Project Manager, NPS
Denver Service Center, Planning

Brenda K. Todd, Cultural Resource Specialist, NPS
Denver Service Center, Planning

Nancy Doucette, Visitor Use Management Specialist, NPS
Denver Service Center, Planning

Ray McPadden, Community Planner, NPS
Denver Service Center, Planning

Consultants

Nancy Shock, Foundation Coordinator,
WASO Park Planning and Special Studies

Pam Holtman, Quality Assurance Coordinator,
WASO Park Planning and Special Studies

Meeting Attendees

Jeff Reinbold, Group Superintendent

Keith Newlin, Deputy Superintendent

Kathy Penrod, Natural Resources

Megan O'Malley, Chief of Interpretation

Nancy Smith, Cultural Resources Program Manager/Curator

Tom Stinedurf, Unit Manager / Chief Ranger

Doug Bosley, Interpretation

Jordan Hoaglund, Project Manager,
NPS Denver Service Center, Planning

Nancy Doucette, Visitor Use Management Specialist,
NPS Denver Service Center, Planning

Ray McPadden, Community Planner,
NPS Denver Service Center, Planning

Allen Cooper, Planning Liaison / Chief of Planning,
NPS Northeast Regional Office

Tokey Boswell, Program Analyst,
WASO Park Planning and Special Studies

Appendix A: Enabling Legislation and Legislative Acts for Johnstown Flood National Memorial

Public Law 88-546

August 31, 1964
[H. R. 931]

AN ACT

To provide for the establishment of the Allegheny Portage Railroad National Historic Site and the Johnstown Flood National Memorial in the State of Pennsylvania, and for other purposes.

Allegheny Portage Railroad National Historic Site; Johnstown Flood National Memorial. Establishment.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to establish, as herein provided, the Allegheny Portage Railroad National Historic Site and the Johnstown Flood National Memorial in the State of Pennsylvania. For this purpose the Secretary may designate up to nine hundred and fifty acres of land that may, in his discretion, include portions of the Pennsylvania Canal, the Lemon House, the summit of the Allegheny Portage Railroad, the Skew Arch Bridge, incline planes numbered 6, 7, 8, 9, and 10 and the levels between them, the Portage Railroad tunnel, and such other land and historic features as may be necessary to illustrate the significant role of the Allegheny Portage Railroad and the Pennsylvania Canal in the Nation's history; and he may designate up to fifty-five acres in Cambria County, Pennsylvania, for use in commemorating the tragic Johnstown flood of May 31, 1889.

SEC. 2. Within the areas designated pursuant to section 1, the Secretary is authorized to acquire lands and interests in lands by purchase, donation, purchase with donated funds, or otherwise.

Publication in Federal Register.

SEC. 3. When the Secretary of the Interior has acquired sufficient lands to form administrable park units, he shall publish notice of that fact in the Federal Register and the areas designated pursuant to section 1 shall thereafter be known as the Allegheny Portage Railroad National Historic Site and the Johnstown Flood National Memorial and shall be administered by the Secretary of the Interior pursuant to the provisions of the Act entitled "An Act to establish the National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535), as amended and supplemented.

16 USC 1 et seq.

SEC. 4. To provide for the preservation and interpretation of the remaining portions of the Allegheny Portage Railroad route not included within the national historic site, and to further commemorate the Johnstown flood, the Secretary is authorized to enter into cooperative agreements with the State of Pennsylvania, political subdivisions thereof, corporations, associations, or individuals, and to erect and maintain tablets or markers in accordance with the provisions contained in the Act approved August 21, 1935, entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes" (49 Stat. 666).

16 USC 461-467. Appropriation.

SEC. 5. There are authorized to be appropriated such sums, but not more than \$2,000,000, for land acquisition and development, as may be necessary to carry out the purposes of this Act.

Approved August 31, 1964.

Appendix B: Related Federal Legislation, Regulations, and Executive Orders

Legislation and Acts

Archaeological and Historic Preservation Act of 1974
 Archaeological Resources Protection Act of 1979
 Clean Air Act of 1963, as amended
 Clean Water Act of 1972
 Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended
 Department of Transportation Act of 1966
 Endangered Species Act of 1973
 Historic Sites Act of 1935
 National Environmental Policy Act of 1969, as amended
 National Historic Preservation Act of 1966, as amended
 National Parks Omnibus Management Act of 1998
 National Park Service Organic Act of 1916
 National Trust for Historic Preservation Act of 1949
 Native American Graves Protection and Repatriation Act of 1990
 Redwoods National Park Expansion Act of 1978, amending the NPS Organic Act
 The Resource Conservation and Recovery Act of 1976, as amended

Code of Federal Regulations
 Title 36, Chapter 1, Part 1, General Provisions
 Title 36, Chapter 1, Part 2, Resource Protection, Public Use, and Recreation
 Title 36, Chapter 1, Part 4, Vehicles and Traffic Safety
 Title 36, Chapter 1, Part 5, Commercial and Private Operations
 Title 36, Chapter 4, American Battle Monuments Commission

Executive Orders

Executive Order 11514, “Protection and Enhancement of Environmental Quality”
 Executive Order 11593, “Protection and Enhancement of the Cultural Environment”
 Executive Order 11988, “Floodplain Management”
 Executive Order 11990, “Protection of Wetlands”
 Executive Order 12003, “Energy Policy and Conservation”
 Executive Order 12088, “Federal Compliance with Pollution Control Standards”
 Executive Order 12372, “Intergovernmental Review of Federal Programs”
 Executive Order 12898, “Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations”
 Executive Order 13112, “Invasive Species”
 Executive Order 13186, “Responsibilities of Federal Agencies to Protect Migratory Birds”
 Executive Order 13352, “Facilitation of Cooperative Conservation”
 Executive Order 13423, “Strengthening Federal Environmental, Energy, and Transportation Management”

NPS Management Policies 2006

NPS Director's Orders

- Order 2-1: *Resource Stewardship Planning*
- Order 6: *Interpretation and Education*
- Order 12: *Conservation Planning, Environmental Impact Analysis, and Decision-making and Handbook*
- Order 18: *Wildland Fire Management*
- Order 24: *NPS Museum Collections Management*
- Order 28: *Cultural Resource Management*
- Order 28A: *Archeology*
- Order 28B: *Ethnology*
- Order 42: *Accessibility for Visitors with Disabilities in National Park Service Programs and Services*
- Order 47: *Soundscape Preservation and Noise Management*
- Order 64: *Commemorative Works and Plaques*
- Order 75: *Civic Engagement and Public Involvement*
- Order 77: *Natural Resource Protection*
- Order 77-1: *Wetland Protection*
- Order 77-2: *Floodplain Management*
- Order 77-7: *Integrated Pest Management*
- Order 77-8: *Endangered Species*



Appendix C: Inventory of Special Mandates and Administrative Commitments

Name	Agreement Type	Stakeholders	Purpose	Notes
Sewer line	Utility	Forest Hills Municipal Authority	Municipal sewer line runs through former lakebed area of park.	
Norfolk Southern Railroad Right-of-Way	Inholding	Norfolk Southern Corporation	Active railroad runs through former lakebed area of park.	
Scenic Easements with Parkview Church	Easement	Parkview Church		
Penelec	Right-of-way	Penelec	Electric distribution lines run through various areas of the park.	
Greater Johnstown Water Authority	Utility	Greater Johnstown Water Authority		
Rental Agreement with Cottage Tenants	Lease	Active cottage tenants		
Johnstown Friends Agreement	Partnership	Friends of the Johnstown Flood National Memorial		
Johnstown Area Heritage Association Agreement	Partnership	Johnstown Area Heritage Association		



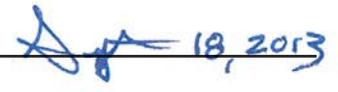
Name	Agreement Type	Stakeholders	Purpose	Notes
Funding for Johnstown Flood Museum	Partnership	Johnstown Area Heritage Association	On August 23, 1986, Congress passed Public Law 99-388 authorizing the park to enter into an agreement with the Johnstown Flood Museum to provide funding and technical assistance.	
Christ Center Community Church Memorandum of Understanding	Partnership	Christ Center Community Church		
Greater Johnstown School District Memorandum of Understanding	Partnership	Greater Johnstown School District		

Northeast Region Foundation Document Recommendation Johnstown Flood National Memorial

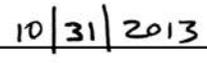
October 2013

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Northeast Regional Director.


RECOMMENDED
Superintendent, Western Pennsylvania Parks


Date


APPROVED
Regional Director, Northeast Region


Date



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

Foundation Document
Johnstown Flood National Memorial



NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR

*American Red Cross
Flood of 1889
South Fork Dam*