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HISTORIC PRESERVATION OF THE PEOPLING OF AMERICA

HEARING

BEFORE THE

SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES

OF THE

COMMITTEE ON GOVERNMENT REFORM

HOUSE OF REPRESENTATIVES

ONE HUNDRED EIGHTH CONGRESS

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HISTORIC PRESERVATION OF THE PEOPLING OF AMERICA

THURSDAY, MAY 20, 2004

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES,
COMMITTEE ON GOVERNMENT REFORM,
Washington, DC.

The subcommittee met, pursuant to notice, at 2 p.m., in room 2154, Rayburn House Office Building, Hon. Mark Souder (chairman of the subcommittee) presiding.

Present: Representatives Souder, Cummings, and Norton.

Staff present: J. Marc Wheat, staff director and chief counsel; Alena Guagenti, legislative assistant; Malia Holst, clerk; Tony Haywood, minority counsel; and Jean Gosa, minority assistant clerk.

Mr. SOUDER. The subcommittee will come to order.

Good afternoon and thank you all for coming. Today's hearing will examine the historic preservation of the story of immigration, migration and settlement of the population of the United States. The peopling of America. This is a facet of our history that strikes a chord with many Americans, because it so closely relates to our personal histories as Americans and how our families came to be here.

Recent years have seen a boom in America's interest in family history. A poll conducted in 2000 found that approximately 60 percent of the U.S. population is interested in family history, and that about 35 million people had conducted family history research on line. One of the gems in my district is the Historical Genealogy Department at the Allen County Public Library.

With its renowned collection of historical records, every year the library's Genealogy Research Center serves over 100,000 researchers who come from all 50 States as well as from foreign countries to discover their family roots. In fact, it's second to Salt Lake City. They search for information about the places where their families entered the United States, trace their paths as they moved through their new land and uncover the places where they settled and made their new homes. They discover their family's role in the peopling of America.

At some point, all Americans traveled to this country from another land. The story of how people immigrated to this country, migrated within it and settled in communities is not only an important part of our personal family histories, it's an important part of our national history as well. It is part of the story of many people

coming together to form this great country of ours, as our national motto expresses, E Pluribus Unum, from many, one.

How do we preserve this part of American history and educate future generations about it? Because the history of the peopling of America is very much embedded with a sense of place, the ports of entry where people came into the United States, the route they journeyed along as they moved within the country, the communities where they settled, one of the primary ways we commemorate it is by preserving those places that are of particular significance to our national story.

As the guardian of many of our Nation's historic places, the National Park Service has a crucial role in preserving the history of the peopling of America. Many of us have been to or at least know of Ellis Island, part of the Statute of Liberty National Monument in New York. Over 12 million immigrants entered the United States at Ellis Island between 1892 and 1954, and the exhibits and programs there now mark an important period in the peopling of America. Other National Park Service units, from the Bering Land Bridge National Preserve in Alaska, to the Mormon Pioneer National Historic Trail, to Gloria Dei Church National Historic Site, originally built by 17th century Swedish colonists in what is now Philadelphia, preserve elements of the history of the peopling of America.

In its revised thematic framework, adopted in 1994, the National Park Service identified "peopling places," human population and change, as one of eight primary themes for preserving and interpreting American history. The Park Service has explored various aspects of this theme, not only through interpretation at individual park units, but also by connecting related sites through educational and research programs. For instance, the National Register of Historic Places' program Teaching with Historic Places, which incorporates historic sites listed on the National Register into educational materials, has created lesson plans on such subjects as "Immigration," "Pioneer America," "Westward Expansion," and several ethnic studies.

Yet with the importance of the peopling of America to our national history, we should examine if historic sites can be still better linked through resources such as educational materials and heritage tourism products to increase public awareness of these historic places and promote education on American history. Are there heritage tourism products available for people interested in this history, so they can visit sites related to the peopling of America? Are comprehensive lists of historic sites that interpret themes of immigration, migration and settlement available for people who wish to learn more about the places that tell this story?

We also should consider how sites significant to the peopling of America are identified and preserved. Even though there are over 77,000 listings on the National Register of Historic Places, sites associated with a broad range of cultures are not well represented. Even designated sites can be in danger of being lost. Just 5 years ago, the National Trust for Historic Preservation listed the Angel Island Immigration, a National Historic Landmark often referred to as the Ellis Island of the West, as one of America's 11 most endangered places. What about sites that have no designation? We

need to identify where these gaps in historic preservation are and take steps to ensure that nationally significant sites are protected.

How do we identify important sites and establish their significance? What partnerships can be formed to preserve and interpret them? What is the role of the National Park Service in this historic preservation and how are State, local and private entities also engaged in this work? These are valuable questions for us to ask as we examine how we can best preserve this part of our Nation's history.

Today we are pleased to hear from Dr. Janet Snyder Matthews, Associate Director for Cultural Resources for the National Park Service. I look forward to learning more about the Park Service's sites and programs that can help tell the story of the peopling of America and discussing the Park Service's continued role in preserving this important part of American history.

Private organizations and individuals have often been vital actors in preserving historic sites and structures. Today we are pleased to hear from witnesses who will discus community efforts and interest in preserving the history of the peopling of America. We welcome Katherine Toy, executive director of Angel Island Immigration Station Foundation in San Francisco, CA; Ellen Von Karajan, executive director of the Society for Preservation of Federal Hill and Fell's Point in Baltimore, MD and a board member of the Baltimore Immigration Project; and Kathryn Wilson, the director of education and interpretation at the Historical Society of Pennsylvania. Arnaldo Ramos, who works with the cultural communities here in Washington, DC, was invited to testify, but is ill and unable to attend the hearing today. He will be submitting a written statement for the record.

We thank everyone for joining us today for this important hearing.

This is our first subcommittee hearing on national parks and public lands oversight, which this subcommittee gained jurisdiction over in the last negotiation over committee assignments. This also has as a foundational background in a bill that Senator Akaka introduced and then I introduced in the House dealing with the peopling of America. It passed several times, but is now bound up again, because it got caught twice in the legislative log jam at the end of the year. And we're in the process of rewriting that bill and hope to move something yet this year. Part of the goal of this hearing is to define and better define the goals of that legislation, how we identify sites that are still missing and develop this type of program.

So that's the background of today's hearing, and we will be working with the National Park's authorizing committee, of which I am a member as well.

[The prepared statement of Hon. Mark E. Souder follows:]

Opening Statement
Chairman Mark Souder

"Historic Preservation of the Peopling of America"

Subcommittee on Criminal Justice, Drug Policy and Human Resources
Committee on Government Reform

May 20, 2004

Good afternoon and thank you all for coming. At today's hearing we will examine the historic preservation of the story of the immigration, migration and settlement of the population of the United States—the peopling of America. This is a facet of our history that strikes a chord with many Americans, because it so closely relates to our own personal histories as Americans and how our families came to be here.

Recent years have seen a boom in Americans' interest in family history. A poll conducted in 2000 found that "approximately 60 percent of the U.S. population is interested in family history," and that about 35 million people had conducted family history research online. One of the gems in my district is the Historical Genealogy Department of the Allen County Public Library. With its renowned collection of historical records, every year the library's Genealogy Research Center serves over 100,000 researchers who come from all 50 states as well as from foreign countries to discover their family roots. They search for information about the places where their families entered the U.S., trace their paths as they moved through their new land, uncover the places where they settled and made their new homes. They discover their family's role in the peopling of America.

At some point, all Americans traveled to this country from another land. The story of how people immigrated to this country, migrated within it, and settled in communities is not only an important part of our personal family histories—it's an important part of our national history as well. It is part of the story of many people coming together to form this great country of ours, as our national motto expresses, *E Pluribus Unum*—"from many, one."

How do we preserve this part of American history and educate future generations about it? Because the history of the peopling of America is very much embedded with a sense of place—the ports of entry where people came

into the U.S., the routes they journeyed along as they moved within the country, the communities where they settled—one of the primary ways we commemorate it is by preserving those places that are of particular significance to our national story.

As the guardian of many of our nation's historic places, the National Park Service has a crucial role in preserving the story of the peopling of America. Many of us have been to, or at least know of, Ellis Island, part of the Statue of Liberty National Monument in New York. Over 12 million immigrants entered the U.S. at Ellis Island between 1892 and 1954, and the exhibits and programs there now mark an important period in the peopling of America. Other National Park Service units—from the Bering Land Bridge National Preserve in Alaska, to the Mormon Pioneer National Historic Trail, to Gloria Dei Church National Historic Site, originally built by 17th-century Swedish colonists in what is now Philadelphia—preserve elements of the history of the peopling of America.

In its revised thematic framework, adopted in 1994, the National Park Service identified "peopling places"—human population and change—as one of eight primary themes for preserving and interpreting American history. The Park Service has explored various aspects of this theme not only through interpretation at individual park units but also by connecting related sites through educational and research programs. For instance, the National Register of Historic Places' program Teaching with Historic Places, which incorporates historic sites listed on the National Register into educational materials, has created lesson plans on such subjects as "Immigration," "Pioneer America," "Westward Expansion," and several ethnic studies.

Yet with the importance of the peopling of America to our national history, we should examine if historic sites can be still better linked through resources such as educational materials and heritage tourism products to increase public awareness of these historic places and promote education on American history. Are there heritage tourism products available for people interested in this history, so they can visit sites related to the peopling of America? Are comprehensive lists of historic sites that interpret themes of immigration, migration and settlement available for people who wish to learn more about the places that tell this story?

We should also consider how sites significant to the peopling of America are identified and preserved. Even though there are over 77,000 listings on the National Register of Historic Places, sites associated with a broad range

of cultures are not well represented. Even designated sites can be in danger of being lost. Just five years ago, the National Trust for Historic Preservation listed the Angel Island Immigration Station, a National Historic Landmark often referred to as the "Ellis Island of the West," as one of "America's 11 Most Endangered Historic Places." What about sites that have no designation? We need to identify where these gaps in historic preservation are and take steps to ensure that nationally significant sites are protected.

How do we identify important sites and establish their significance? What partnerships can be formed to preserve and interpret them? What is the role of the National Park Service in this historic preservation, and how are local, state and private entities also engaged in this work? These are valuable questions for us to ask as we examine how we can best preserve this part of our nation's history.

Today we are pleased to hear from Dr. Janet Snyder Matthews, Associate Director for Cultural Resources for the National Park Service. I look forward to learning more about the Park Service's sites and programs that help tell the story of the peopling of America, and discussing the Park Service's continued role in preserving this important part of American history.

Private organizations and individuals have often been vital actors in preserving historic sites and structures. Today we are pleased to hear from witnesses who will discuss community efforts and interest in preserving the history of the peopling of America. We welcome Katherine Toy, the Executive Director of the Angel Island Immigration Station Foundation in San Francisco; Ellen von Karajan, Executive Director of the Society for Preservation of Federal Hill and Fell's Point in Baltimore and a board member of the Baltimore Immigration Project; and Kathryn Wilson, the Director of Education and Interpretation at the Historical Society of Pennsylvania. Arnoldo Ramos, who works with cultural communities here in Washington, DC, was invited to testify but is ill and unable to attend the hearing today. He will be submitting a written statement for the record.

We thank everyone for joining us today for this important hearing.

Mr. SOUDER. I now yield to the ranking member, Mr. Cummings.

Mr. CUMMINGS. I want to thank you, Mr. Chairman, for holding this hearing. The National Park Service indeed plays a very vital role in preserving and telling the story of our Nation's history.

It was just Monday, Mr. Chairman, that I joined President Bush at a presentation that was actually done by the Park Service in Topeka, KS. It was one of the finest presentations I have seen in my life. They have done a remarkable job of overseeing the renovation of the school that was at issue in *Brown* v. *Board of Education.* It's a beautiful sight, and it certainly addresses of the time very frankly and all kinds of exhibits.

I want to take this moment to publicly say to all of our Park Service friends that it is so important, and we thank you. Sometimes our history is not always pretty, but it needs to be told, and to be accurate. I think you've done an outstanding job, and I hope that you'll pass that on to your colleagues.

Although the Park Service is best known for its maintenance of U.S. parks, more than half of the units within the Service are cultural sites commemorating facets of the country's history. The Service also administers the National Historic Landmarks Program to recognize nationally significant cultural resources outside the Park Service. The Park Service's thematic framework is a conceptual tool for evaluating the significance of cultural resources, such as historical buildings and other physical sites within and outside the Service. The framework outlines major themes that help to conceptualize American history. It is also used to identify historical sites of significance and to describe and analyze the multiple layers of history embodied within the site.

The first thematic framework was adopted in 1936, conceived in terms of "stages of American progress," it focused primarily on the achievements of military and political figures. Revisions in 1970 and 1987 added chronological and topical detail and also increased the number of themes and sub-themes, but did not alter the framework's basic conceptualization of the past. In 1990, however, Congress passed legislation directing the Park Service to revise its thematic framework to reflect contemporary trends in scholarship and research on American history and culture. Academic scholars and Park Service professionals convened in 1993 to develop a revised framework.

The revised thematic framework they devised sets forth eight themes that present a larger and more integrated view of history. The themes stress interplay of race, ethnicity, class and gender within and among the framework's broadened topics. First among the eight themes in the revised framework is peopling places. The peopling theme examines human population movement in a change through prehistoric and historic times, focusing on immigration, migration and settlement. It also looks at family formation and different concepts of gender, family and sexual division of labor.

Today's hearing offers a valuable opportunity to assess the extent to which the National Park Service has succeeded in infusing the peopling places theme into all relevant Park Service programs. Although significant progress has been made in identifying and preserving sites that relate to a broader range of peopling stories, concerns remain about the under-representation of sites associated

with various population groups on the National Register of Historic Places. In addition, given that peopling is discussed in terms of immigration, migration and settlement, it is important to clarify the extent to which the theme embraces the importation of people as chattel to the Americans during the African slave trade, and whether relevant sites are being preserved to interpret the major dimension of America's multi-faceted peopling story.

Today we will hear from the National Park Service concerning their efforts to express the revised thematic framework through their preservation and educational activities. We will also hear from individuals in the private sector who are playing an important part in preservation and educational efforts related to places and stories that have not received due attention in the past.

I am especially pleased that Ellen Von Karajan joins us today to discuss her efforts to preserve and tell the story of Baltimore's role as perhaps America's second largest gateway for immigrants. Mr. Chairman, it is of greatest importance that the history of this country be preserved for our own benefit, and that for generations yet unborn. Our Nation's historic sites are invaluable story telling devices. Working to expand the range of cultural resources we identify and preserve will ensure that our history will be told more accurately, vividly and comprehensively.

So I thank you for holding this hearing today and I look forward to the testimony of our witnesses. With that, I yield back.

[The prepared statement of Hon. Elijah E. Cummings follows:]

Opening Statement of

Representative Elijah E. Cummings, D-Maryland
Ranking Minority Member

Hearing on "Historic Preservation of the Peopling of America"

Subcommittee on Criminal Justice, Drug Policy and Human Resources
Committee on Government Reform
U.S. House of Representatives
108th Congress

May 20, 2004

Mr. Chairman,

The National Park Service plays a vital role in preserving and telling the story of our nation's past.

Although the Park Service is best known for its maintenance of U.S. national parks, more than half of the units within the Service are cultural sites commemorating facets of the country's history.

The Service also administers the National Historic Landmarks Program to recognize nationally significant cultural resources outside the Park Service.

The Park Service's "thematic framework" is a conceptual tool for evaluating the significance of cultural resources such as historical buildings and other physical sites within and outside the Service.

The framework outlines major themes that help to conceptualize American history.

It also is used to identify historical sites of significance and to describe and analyze the multiple layers of history embodied within site.

The first thematic framework was adopted in 1936. Conceived in terms of the "stages of American progress," it focused primarily on the achievements of military and political figures.

Revisions in 1970 and 1987 added chronological and topical detail and also increased the number of themes and sub-themes but did not alter the framework's basic conceptualization of the past.

In 1990, however, Congress passed legislation directing the Park Service to revise its thematic framework to reflect contemporary trends in scholarship and research on American history and culture.

Academic scholars and Park Service professionals convened in 1993 to develop a revised framework.

The revised thematic framework they devised sets forth eight themes that present a larger and more integrated view of history.

The themes stress the interplay of race, ethnicity, class, and gender within and among the framework's broadened topics.

First among the eight themes in the revised framework is "Peopling Places."

The peopling theme examines human population movement and change through prehistoric and historic times, focusing on immigration, migration, and settlement.

It also looks at family formation, and different concepts of gender, family, and sexual division of labor.

Today's hearing offers a valuable opportunity to assess the extent to which the National Park Service has succeeded in infusing the "Peopling Places" theme into all relevant NPS programs.

Although significant progress has been made in identifying and preserving sites that relate to a broader range of peopling stories, concerns remain about the under-representation of sites associated with various population groups on the National Register of Historic Places.

In addition, given that "peopling" is discussed in terms of "immigration, migration, and settlement," it is important to clarify the extent to which the theme embraces the importation of people as chattel to the Americas during the African slave trade and whether relevant sites are being preserved to interpret this major dimension of America's multi-faceted peopling story.

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We will also hear from individuals in the private sector who are playing an important part in preservation and educational efforts related to places and stories that have not received due attention in the past.

I am especially pleased that Ellen von Karajan joins us today to discuss her efforts to preserve and tell the story of Baltimore's role as perhaps America's second largest gateway for immigrants.

Mr. Chairman, it is of the greatest importance that the history of this country be preserved for our own benefit and that of future generations of Americans.

Our nation's historic sites are invaluable story-telling devices.

Working to expand the range of cultural resources we identify and preserve will ensure that our history will be told more accurately, vividly, and comprehensively.

Thank you for holding this important hearing. I look forward to the testimony of all of our witnesses.

##

Mr. SOUDER. I thank the gentleman.

I ask unanimous consent that all Members have 5 legislative days to submit written statements and questions for the hearing record, and any answers to written questions provided by the witnesses also be included in the record. Without objection, so ordered.

I also ask unanimous consent that all exhibits, documents and other materials referred to by Members and the witnesses may be included in the hearing record, that all Members be permitted to revise and extend their remarks. Without objection, so ordered.

It is the tradition and more or less agreed-upon requirement of this committee and our standard practices that witnesses have to testify under oath, as an oversight committee. So Dr. Snyder Matthews, if you could stand and raise your right hand, I'll administer the oath.

[Witness sworn.]

Mr. SOUDER. Let the record show that the witness responded in the affirmative.

I'm expecting great things here. I was talking with Congresswoman Katherine Harris last night at dinner, and she said that you're a wonderful person, worked with her in the State of Florida. So welcome to our hearing, and we look forward to your testimony.

STATEMENT OF JANET SNYDER MATTHEWS, ASSOCIATE DIRECTOR FOR CULTURAL RESOURCES, NATIONAL PARK SERVICE

Ms. MATTHEWS. Thank you, Mr. Chairman.

In the interest of brevity, I will summarize the testimony already submitted to your subcommittee. Thank you for your kind comments. I'll try very hard not to disprove anything you've heard. And thank you, Mr. Cummings, for your comments as ranking member.

My own dissertation, just completed 5 years ago, was on an African-American topic in southwest Florida. That grew out of something that I had worked on for years as a consultant. I know the undertone and the front tone of the things that you said, and appreciate your comments very much.

I will summarize and I'll go as quickly as I can, because I'm already at 4 minutes and 19 seconds.

We are about the peopling of America. The National Park Service, the National Register of Historic Places, National Landmarks—we are about peopling of America. That's what we do. In a nutshell, in the 1930's, the period you referred to, Congress authorized the Historic Sites Act, which recognized and underscored the importance of places significant to the Nation as a whole, places that were to benefit and inspire the Nation as a whole, places that had standing, significance to all Americans, coast to coast, border to border.

In 1966, the National Historic Preservation Act, when the middle class came to Congress, established the National Register of Historic Places. The National Register of Historic Places, as we know it today, encompasses places of local significance, State significance, national significance, things in your backyard, things in your hometown, your grandmother's house if it meets the criteria. So we go from one iconographic level of significance to one that is

all America, and reflective of the Congress that enacted those authorizations.

We also do these online travel itineraries, 93 lesson plans that you've alluded to already. All of those things are built on the documentation outlined in the landmark laws and in the National Historic Preservation Act of 1966. It all began in 1933 when the Parks inherited management of battlefields, and added that management responsibility to their mission.

In 1935, the Historic Sites Act required a historic site survey, so that documentation became an important part of what we did to determine significance. They are thematically related, tied together to sites, so that they have a matching integrity upon which their significance can be built. The importance of that is that we have in each determination of significance something important to everybody in this room, including the students from Wichita, KS, who join you today in your committee room. We have within each one of those sometimes the only documented history of a place that's ever going to be written, because it has to meet the Federal standards for what documentation is.

So each one of these programs being built over 70 years and 40 years respectively, become a very important piece of a puzzle that Congress designed by virtue of how they get to be designated, and that is the documentation. As you said, within each of our areas—immigration, settlement, and migration, the peopling of America—we have within certain Park units so many sites that are specifically tied to that. But I must honestly say, as a historian of 30 years, whose history experience began with nominating a site to the National Register, that I would be very hard pressed to tell you that anything on the National Register today or any landmark today excludes the topics you are interested in. Whether sites are listed by that category or not, they represent exactly what you're after, almost each and every single one of them, even though we may categorize them for certain other purposes.

You will be hearing from Katherine Toy. Congress directed the National Park Service to evaluate the feasibility and desirability of preserving and interpreting within the Golden Gate National Recreational Area, the Angel Island Immigration Station. On the West Coast, that is to people of Asian heritage what on the East Coast is represented in Ellis Island and the Statue of Liberty.

Today, after 40 years, the National Register of Historic Places totals 77,000 listings, but those represent 1.3 million contributing resources, inclusive of Eatonville in Florida, which is the first African-American established town in the Nation. And places like Fort King, which is now a national landmark; last week the designation ceremony occurred. That was because it represents a coming together of the Seminole Nation, and includes the slaves who had gone voluntarily and involuntarily with the Seminole Nation, and were at war with the United States of America when Florida was still a territory.

So we have 77,000 listings on the National Register, and 1.3 million are contributing resources across the Nation. In 1992, we began the travel itineraries, with the World War II Memorial being finalized and opening officially on Memorial Day. In a few days, we will have 33 travel itineraries. Those are on line, those are today,

interactive. Established in 1993, the Teaching With Historic Places program is up to 113. These make students into historians. They are on line, and they teach people to map their own back yards, their own neighborhoods, how to get to school, what is in their own towns, how do you look it up, and they include hot links to the Library of Congress and other resources that really would not be available until you are an adult and qualified to research there.

So we're talking about real places, we're talking about 70 years worth of landmarks, 40 years with National Register of Historic Places. We're talking about documentation for each and every one of those 1.3 million resources, and 2,356 landmarks. We are about real places, publicly owned park units, publicly owned by other public bodies, privately held and individually held and the documentation that goes into those, and a huge body which could be legitimately called "the Peopling of America" in each and every instance.

And that is the history of how we've done it. I think it was best said by Larry Rivers, who is the dean of the College of Arts and Sciences at Florida A&M University, a new member of our National Park System Advisory Board, that met for the first time since his appointment in March. He said, "We all, African-Americans, Asian-Americans, Americans from every group, no matter what generation, need to go into these units and find ourselves. And if we don't go, we're not going to know. That is the challenge of today, and I think that's why you've convened this. Thank you, Mr. Chairman. I'm available to answer any questions that I might be able to.

[The prepared statement of Ms. Matthews follows:]

STATEMENT OF JANET SNYDER MATTHEWS, ASSOCIATE DIRECTOR FOR CULTURAL RESOURCES, NATIONAL PARK SERVICE, BEFORE THE SUBCOMMITTEE ON CRIMINAL JUSTICE, DRUG POLICY, AND HUMAN RESOURCES OF THE HOUSE COMMITTEE ON GOVERNMENT REFORM REGARDING THE HISTORIC PRESERVATION OF THE PEOPLING OF AMERICA

May 20, 2004

Mr. Chairman, thank you for the opportunity to appear before you today to discuss the National Park Service's programs and activities that commemorate, recognize, and illustrate the broad story of American immigration, migration, and settlement—the peopling of America.

The National Park Service's approach to history can be characterized as a broad consensus about the principal themes, stories, persons and events that, taken together, provide a comprehensive textbook on American history. The story of immigration, migration and settlement is one of the pillars of the American experience upon which our country's history is built. As the national census reminds us each decade, immigration and migration continue to play a significant role in America's future.

Recognizing the central importance that immigration, migration and settlement have had in American history, the National Park Service selected "peopling places" as one of the eight central themes that comprise the Service's thematic framework used for history-related activities. This framework, adopted in 1994, provides a broader view of history than the 1930's-era framework it replaced, which was focused primarily on achievements of political and military figures. The framework is an outline of major themes and concepts that help us to conceptualize American history, and to identify cultural

resources that embody America's past. It is used in the many aspects of history-related work the National Park Service engages in, from interpretive exhibits at national park units, to new area studies, to National Historic Landmark nominations.

The theme of peopling places examines human population movement and change through prehistoric and historic times. Centuries of migrations of both free and enslaved people and encounters among various groups have resulted in diverse forms of individual and group interaction, from peaceful accommodation to warfare and extermination through exposure to new diseases. Topics that help define this theme include: migration from outside and within; community and neighborhood; ethnic homelands; and encounters, conflicts, and colonization.

The National Park Service preserves the history of immigration, migration and settlement in the park units and trails that we manage, as well as through the National Historic Landmark program, the National Register of Historic Places, and relatively new internet-based programs such as the National Park Service's Teaching with Historic Places and *Discover our Shared Heritage* Travel Itineraries. We work with partners in other Federal agencies, state and local governments, and numerous non-governmental organizations to ensure that Americans can experience and understand these stories, and to recognize new sites that add to our collective understanding of the past.

The American story of immigration, migration, and settlement is a primary theme in nearly 40 units of the National Park System. The story of immigration is commemorated at the Statue of Liberty National Monument, which includes Ellis Island, and at Castle

Clinton National Monument. Together, from the mid-1850s to the mid-1950s, Castle Clinton and Ellis Island served as the port of entry for over 20 million immigrants to the United States, and from 1886 on, these newcomers were welcomed to our shores by Lady Liberty.

The story of settlement and migration is illustrated at a range of park units throughout the United States—places such as Jamestown Island, part of Colonial National Historical Park, in Virginia; the Jefferson National Expansion Memorial, in Missouri; Fort Davis National Historic Site, in Texas; Fort Union National Monument, in North Dakota; Castillo de San Marcos National Monument, in Florida; and San Antonio Missions National Historical Park, in Texas. Twelve of our parks commemorate the exploration of North America. A list of the park units that interpret immigration, migration, settlement, and exploration as a primary theme is attached. Many other park units touch on these subjects in some way.

In addition, there are 23 national scenic and historic trails that are managed by the National Park Service and other Federal partners with strong participation by trails organizations. These trails commemorate historic and prehistoric routes of travel that are nationally significant. Of the 15 national historic trails established since 1978, 11 are significant as reminders of the fundamental role that migration, both forced and voluntary, has played in our history.

Since passage of the Historic Sites Act of 1935, the Service has managed the National Historic Landmark program, through which we identify and recognize nationally

significant places that best represent the American experience that are managed by other entities. More than 150 of the over 2,350 designated national historic landmarks are associated with immigration, migration or settlement themes.

As part of the process of identifying potential landmarks, the Service conducts historic theme studies, which provide a broad perspective that highlights the places that truly illustrate or commemorate the nationally significant events, trends, or persons. During the late 1950's and early 1960's, the National Park Service completed several theme studies that relate to immigration, migration, and settlement. In an effort to begin updating those studies, the National Park Service has partnered with the Society for American Archeology to produce a study detailing the story of the first immigration into the eastern portions of North American over 10,000 years ago. This study, scheduled to be completed this fall, identifies some significant and threatened cultural resources that may be recommended for national historic landmark designation.

An important immigration-related site that has been designated as a national historic landmark is the U.S. Immigration Station at Angel Island, California. What Ellis Island symbolizes to Americans of European heritage who immigrated to the East Coast, Angel Island symbolizes to Americans of Asian heritage on the West Coast. In 1998, Congress directed the National Park Service to evaluate the feasibility and desirability of preserving and interpreting sites within the Golden Gate National Recreation Area, including the Angel Island Immigration Station, that are related to immigration. The National Park Service, in partnership with California State Parks and the Angel Island Immigration Station Foundation, helped develop a restoration and interpretation strategy

and secure $16 million in state funds for restoration work at the immigration station. The National Park Service is also engaged in feasibility studies for a Pacific Coast Immigration Museum on the Presidio to interpret and connect West Coast immigration- and migration-related sites. It is anticipated that the museum would be constructed and operated by a non-profit organization, without National Park Service funding.

The National Park Service also manages the National Register of Historic Places, the nation's official inventory of Federally recognized historic properties noted for their local, state, and national significance. Although the themes of immigration and migration are not recorded within the National Register Information System, sites associated with settlement and exploration number about 4,800 out of the more than 77,000 listings on the Register. The Register also tracks properties by ethnic association; however, only 3,000 of the over 77,000 listings include reference to one of the seven groups for which statistics are maintained.

An example of a site on the National Register that illustrates the story of migration and settlement is Huddleston Farmhouse in Cambridge City, Indiana, which is maintained by the Historic Landmarks Foundation of Indiana. Weary travelers making the difficult trek westward on the National Road in the early 1800's stopped at the Huddleston family's farm for meals, provisions, shelter, and to feed and rest their horses. Another example is the Venoge Farmstead, in Switzerland County, Indiana, the site of the first commercially successful winery in the United States. The homestead, preserved and interpreted by the non-profit Musee de Venoge, illustrates the immigration of Swiss settlers to Indiana in the early 19th Century.

The National Park Service has used information contained within the National Register archives to develop the *Discover Our Shared Heritage* Travel Itinerary Series. Each National Park Service-hosted itinerary is a self-guided tour to historic places spotlighting different geographic regions and themes across the country. These itineraries expose Americans to a variety of places significant in American history, architecture, archeology, engineering, and culture. Each itinerary provides a description of historic places and their importance in American history (plus contextual essays), tourist information for historic places open to the public, and links to related preservation and tourism web sites.

Many of the National Register Travel Itineraries have been prepared through partnerships with local preservation organizations, historical societies, chambers of commerce, city governments, or statewide groups. The Travel Itinerary series is designed to help revitalize communities through increased heritage tourism, link well-known historic sites to other less-visited places, enhance awareness within communities of important historic properties and the value of preserving them, and to provide a valuable source for students, researchers and the general public searching for information about significant historic places across America.

The National Park Service also reaches out to teachers and students across the country through the National Register's Teaching with Historic Places program. This program, developed through a variety of partnerships, promotes the use of historic places as effective tools for enlivening traditional classroom instruction by generating excitement

and curiosity about the people who lived there and the events that occurred there. With over 100 lesson plans available on line, teachers can choose among nine lessons on immigration and 24 on westward expansion and pioneer America. Teaching with Historic Places lesson plans turn students into historians as they study primary sources, historical and contemporary photographs and maps, and other documents, and then search for the history around them in their own communities.

By making historic places more accessible to Americans, both the Travel Itineraries and the Teaching with Historic Places are helping to educate the public about our nation's past. A key aspect of that past is where populations of certain areas originated, which ties back to our theme of peopling places. We hope that these programs will result in more Americans having a better understanding of the movement and settlement of people that led to the development of this nation.

We are often described as a nation of immigrants and as a society in constant motion. Preserving the heritage of immigration and migration that we Americans each share is vital to our citizens and the continuation of our national experiment. As Justice Oliver Wendell Holmes said, "Historic continuity with the past is not a duty, it is only a necessity." That is what the National Park Service is all about, the continuity of the American story.

Mr. Chairman, that concludes my statement. I will be happy to answer any questions you or other members of the subcommittee may have.

Units of the National Park System
that Interpret Immigration, Migration, Settlement and Exploration

Immigration
Statue of Liberty National Monument (NY)
Castle Clinton National Monument (NY)

Migration/Settlement
Arkansas Post National Memorial (AR)
Bent's Old Fort National Historic Site (CO)
Castillo de San Marcos National Monument (FL)
Christiansted National Historic Site (VI)
City of Rocks National Reserve (ID)
Colonial National Historical Park (VA)
Cumberland Gap National Historical Park (VA/TN/KY)
Ebey's Landing National Historical Reserve (WA)
Fort Caroline National Memorial (FL)
Fort Davis National Historic Site (TX)
Fort Frederica National Monument (GA)
Fort Laramie National Historic Site (WY)
Fort Larned National Historic Site (KS)
Fort Raleigh National Historic Site (NC)
Fort Smith National Historic Site (AR)
Fort Union Trading Post National Monument (ND)
Fort Vancouver National Historic Site (WA)
Golden Gate National Recreation Area (CA)
Grant-Kohrs Ranch National Historic Site (MT)
Homestead National Monument of America (KS)
Indiana Dunes National Recreation Area (IN)
Jefferson National Expansion Memorial (MO)
Klondike Gold Rush National Historical Park (WA/AK)
Nicodemus National Historic Site (KS)
Pecos National Historical Park (NM)
Pipe Spring National Monument (AZ)
Roger Williams National Memorial (RI)
Saint Croix Island International Historic Site (ME)
Salinas Pueblo Missions National Monument (NM)
San Antonio Missions National Historical Park (TX)
San Juan Island National Historical Park (WA)
Scotts Bluff National Monument (NE)
Sitka National Historical Park (AK)
Tumacocori National Historical Park (AZ)
Voyageurs National Park (MN)
Whitman Mission National Historic Site (WA)

Exploration
Cabrillo National Monument (CA)
Coronado National Memorial (AZ)
Cumberland Gap National Historical Park (VA/TN/KY)
DeSoto National Memorial (FL)
El Morro National Monument (NM)
Father Marquette National Memorial (MI)
Fort Clatsop National Memorial (OR)
Grand Portage National Monument (MN)
Knife River Indian Villages National Historic Site (ND)
Nez Perce National Historical Park (ID)
Pipe Spring National Monument (AZ)
Salt River Bay National Historical Park and Ecological Preserve (VI)

Mr. SOUDER. Thank you. I have a number of questions I'd like to ask. I'm not quite sure which direction I want to go. Let me start with the National Historic Landmark status. Who initiates the process? Does it mostly come up from local groups? I know you have regional people who go out to check out proposals that are coming in, and you have a national board. But what's the process that says, look, here's a gap, or is it more a process of somebody pushing? I know for example in my area we had three that we raised, because we had never had a historic landmark in my area of the State.

The National Park Service had sent someone in who is the regional person who looks at that, evaluated three. They are at different stages. One has been cleared. One is pending because the university that was contracted to study it further had a technical area. The third, the Richardville House, which is the oldest Native American home on its original site east of the Mississippi, had some alterations and they're trying to work through and take it back to its more original state.

But those were all initiated by me, working with the local groups and then calling in to the National Park Service and asking if somebody could come here. How does, I assume that's not the normal process.

Ms. MATTHEWS. Well, it can be the normal process, and we would love to work with you and track those three and see exactly where they are. As you know, the National Historic Preservation Act directs each State to designate a Federal officer to head up the State Historic Preservation Office. I was the Florida State Historic Preservation Officer, and I know how landmarks have worked in Florida. Often it is through that State office, which works in conjunction with the regional office and the Park Service. But landmarks can be very individually nominated. The one I attended a designation ceremony for in Florida last week, Fort King, was initiated by the city of Ocala, and their archaeological excavations began in 1954.

The U.S. Air Force Academy, which was just designated April 1st on their 50th anniversary was undertaken by the U.S. Air Force Academy. Individuals such as yourself can initiate nominations. The National Register project I worked on initially, before I even had a Master's degree in history, was individually undertaken by me back in the days of typewriters, when the form I sent in weighed 3 pounds because of all the white-out on it.

So it can be ny am individual. It can be by a city. It can be by any other unit. It can be by a private organization. With your Save America's Treasures grants program that you all support each year, and have a great interest in, it can also be a congressionally authorized study bill out of which national significance is one of the requirements. So there's hope for that as well.

Mr. SOUDER. You described in your testimony that at one point, there was a, I forget the year, there was an analysis done by the Park Service that said, here are the key sites we ought to be looking at. But that isn't an ongoing review where you would look at it and say, I'm going to oversimplify here and exaggerate, but to somebody who comes from what I would call the Middle West or the Great Lakes States—sometimes Nebraska thinks of itself as

the Midwest. If you go west of the Mississippi, wherever there were about 50 Native Americans or Indians, there are 2 historic sites. You go east of the Mississippi and there are hardly any in the system recognized.

Now, part of that is because a lot of them were denigrated in their historic value. In other words, we built over them, we tore them down, they were destroyed. But even in this list of migration and settlement list that you gave, the overwhelming, you would guess from that migration started somewhere around St. Louis and then went west, and not that the majority of the people lived in the eastern half of the United States, and the majority of immigration and migration was in the eastern half of the United States. Does somebody look at this, even when congressional proposals are coming up, or looking at it and saying, boy, we've got some gaps here. We have a whole bunch out here, and you can't go 50 miles going west without running across a historic sites or a historic landmark. But you go east and they're few and far between.

Ms. MATTHEWS. Well, of course I will get back to you with a very specific answer to that very specific question and do some analysis of it. But of course in the eastern United States there is a preponderance of landmark sites and a preponderance of trails as well. And in my own home State of Ohio, the Cuyahoga Valley National Park and the Ohio and Erie National Heritage Corridor have a very heavy intensity of sites. Sometimes it's a matter of where the research has been done and where it hasn't.

And if the question is, are we looking levelly at representation, fair representation, equal representation for areas, I will tell you that as Florida State Historic Preservation Officer, I had a call 1 day from the National Landmark staff in Washington saying that they had decided that the most likely Cuban immigration story site should be the Freedom Tower, the former Miami News newspaper office in Miami. They had actually picked that one out as the most likely one because it still had integrity, etc. And we started from that moment in-house, in-State writing that nomination, which still isn't finished.

Mr. SOUDER. That's exactly what I was trying to get at. If you could give us some insight, because yesterday as we were working through the draft of the bill and trying to look at that, one of the subjects that came up was the Cuban immigration. Is there a site that could be identified, or is there any kind of planning at the national level that is looking at a category of Cuban-American people that is significant? Sometimes we say a historic site has to be more than 50 years old, some of the immigrant groups recently coming in, but if we wait 50 years, the sites are often torn down.

In Indiana, it's been very difficult to preserve Native American sites. One that we were trying to develop near Peru, IN, which is not in my district, some landowner got, and he wasn't particularly positive toward historic preservation or Native Americans. And as we were trying to get it certified, he burned it down. Just burned his own property. And it was one of the last three major sites left in the State.

Trying to identify in categories, for example, in Immigration, we had some discussion about Angel Island, and I'm sure we'll have some others. But clearly there are different types of immigration

patterns, depending on the types of groups that came into the United States and what period they came into the United States. What I would be interested in is whether you have a process. As we look at legislation in defining that process, would it be helpful to have it further defined? We want to work with you. Otherwise, we'll either draft it and then ask you to comment and edit, or if you want to come to a proposal with us as to how to systemize this.

One of the questions I have is, in interpreting migration and settlement in the sites that the Park Service units have, for example, the Bering Land Bridge isn't listed under that, which would seem like a pretty fundamental site.

Ms. MATTHEWS. And it is listed in some of the narrative text that I was reviewing this morning.

Mr. SOUDER. And in fact, I have to say about Bering Land Strait, because I want to put this on the record. When I visited there, it's the only place in the United States that when I showed up, in fact when I called to make the reservation, they were so excited, because they were familiar with this bill and hoped that it would get more attention on their site, because it is arguably the first immigrationsite in the United States. So why wouldn't that be featured as the kind of preeminent immigrationsite?

Ms. MATTHEWS. I don't know the answer to that question. We can get back to you. We would welcome the opportunity to work with you on looking at whether there is a need for a more systematic process. I know how the system works in my own experience. And I know that it would be a welcome opportunity.

Mr. SOUDER. It was a few years ago when we moved the Underground Railroad bill through, because we had to decide where were the premier sites and then where were the secondary sites. It is difficult because a lot of it is local. There are a lot of people who would have been killed or at the very least harassed if they had kept better records and then it's very hard to document. But we're not doing a systematic thing on the Underground Railroad.

We had a terrible time on the Lewis and Clark Trail. We eventually formed a Lewis and Clark caucus here, working with the National Park Service. But I mean, part of it was National Forest, part of it was BLM, part of it was private. One little pet peeve that I have is when you go to a Park Service site, like a Gateway Arch or Fort Clatsett, it's like there is minimal acknowledgement that other park sites exist in the Lewis and Clark trail. I would expect to see, for example, when I came in at the front of Gateway Arch the park maps and brochures of every Lewis and Clark site right there in front of me, because that's an overview of the whole trail.

When I go to Fort Clatsett, I've already expressed that I'm interested in Lewis and Clark. Why, when I walk in there, isn't the Park Service providing information for somebody who's already self-identified as somebody who is interested in Lewis and Clark? And that's our success story right now, is Lewis and Clark. Underground Railroad is moving, but what other types of patterns, the missions area is one. But that really doesn't reflect Mexican immigration in the United States. That's more Spanish settlement.

What sites do we have that might reflect Mexican immigration? How are we going to sort that through? First off, many of them were here before many of us, in the southwest region. But then

even in the new waves that have come in, what is the criteria? I know there's kind of a popular historical trend to say, everybody's exactly equal and every site's exactly equal. But we're in the business of having to make decisions.

So how are we going to make those kinds of decisions? What becomes significant? Is it the integrity of the site? Is it the lack of other sites similar in that category, and what kind of weight should there be? Is it the historic nature of that site, so it may not be the ideal site for the Cubans, because it doesn't have its structural integrity? But it may be the place where most of them landed and the building has been taken down, so the ground itself is what's important. And how do we weigh that? I think the way we weigh it right now, quite frankly, with some exceptions, it sounds like the Park Service is doing it based on who politically thinks of a bill and gets it put in an appropriations bill. Seems to be part of the way we're doing it right now.

Ms. MATTHEWS. That's one way. And certainly the way you would see from your perspective. There is also a tremendous grass roots opportunity and a growing one for individual nominations to come from local governments and individuals. That's the effort I've seen on the ground, and I've seen that make a huge difference, not just in what you describe in the interpretation.

By the way, we have a very nice travel itinerary on the Lewis and Clark trail. And that probably should have been on an interactive device when you walked through the door, where you punched it and saw the little canoes going up the rivers and the portaging.

Mr. SOUDER. It should have been there before there is an anniversary?

Ms. MATTHEWS. Yes, for you to punch the button. We would love to work with you on exactly what you are describing. There is a grass roots element. There is a State element. There are local government elements. There is the element you see in congressional authorizations for studies.

Mr. SOUDER. We usually are reacting to the grass roots elements, so it's not like we go around thinking of the things. A grass roots group will come in to us. But that means it's often determined by political power, not by the merits.

Ms. MATTHEWS. Well, I can tell you in my own experience, I began my career in history by doing an independent National Register nomination and found out how difficult it was to do, and finally turned that enthusiasm into a Master's degree.

Mr. SOUDER. Mr. Cummings.

Mr. CUMMINGS. First of all, thank you for being here. You said you did a dissertation, is that what you mentioned when you were talking earlier?

Ms. MATTHEWS. Yes, sir.

Mr. CUMMINGS. What was it on?

Ms. MATTHEWS. It was on—I actually can't repeat the title, it was so complicated. But roughly, in a nutshell, it was——

Mr. CUMMINGS. This was for a Ph.D?

Ms. MATTHEWS. Yes, sir.

Mr. CUMMINGS. OK.

Ms. MATTHEWS. I could write it, but I can't give you the title, but it's something like this. It was on the African-American experience in southwest Florida from 1841 and the Seminole conflict, through 1927 when Dunbar High School was established as the only African-American high school between Tampa and Miami. It was established after a horrific lynching of two young men who were Williams Academy students. I had been hired to do historical consulting on restoration of Williams Academy. And in the course of that, I was invited to interview gentlemen who had been first and second graders during this school experience.

So my dissertation covered the Seminole conflict, the Civil War when two units of the U.S. Colored Infantry were stationed at Fort Myers. And the evolution of the establishment of the first school there in the 1880's by a homesteading freed slave who in the course of proving up his homestead papers indicated that he'd been freed on an inland farm, a cattle farm by the U.S. Colored Infantry unit stationed at Fort Myers, on to the establishment of his community, which is today called Dunbar, and named for the school established in 1927.

Mr. CUMMINGS. So your job is what? What are your responsibilities?

Ms. MATTHEWS. I'm the associate director for cultural resources. So that covers history, archaeology, all the programs that we touched on here today.

Mr. CUMMINGS. Were you involved in this, the one in Topeka?

Ms. MATTHEWS. No, sir, our travel is severely restricted. I certainly wish I had been standing there beside you. I felt like I was. I listened to it all on NPR and C–SPAN.

Mr. CUMMINGS. Let me ask you this. One of the things with regard to African-American history is the migration from the South. I assume you keep up with things that you all do in your area. I mean, I take it that's your job.

Ms. MATTHEWS. Yes.

Mr. CUMMINGS. Do we have a lot on that? Because that's very, very significant, as I'm sure you well know.

Ms. MATTHEWS. I was thinking about that as we prepared for what you might want to cover here this morning and this afternoon. There has been a lot written. And I will get to you some reference works, if you want, on the migration out of the South to the industrial cities of the North and to the relatively more inviting opportunities that were available. And now the reverse is happening, as people like Tuskegee Airmen settle in Sarasota, FL, and retired school teachers from Detroit come back to their roots, back to the South which is now a more welcoming place than it was when they left.

That migration within the United States is a very important part of what I think should be incorporated into your context here.

Mr. CUMMINGS. Do we have a lot on that, the migration?

Ms. MATTHEWS. There has been a lot written about it.

Mr. CUMMINGS. But I mean with regard to, and I don't even know what the, it's just like you have an exhibit there in Topeka. Are there things that people can actually go to? Let me say where I'm going. A few years back, there was an exhibit at the Smithsonian, and I also want to know how you all work with the Smithso-

nian, by the way. Just make a footnote of that. And it was one of the most moving exhibits I've ever seen. It was called From Field to Factory.

Basically what it was, they had all kinds of, they would have like books from these landowners in the South where they could literally show how, I mean, these were actual books that where the sharecroppers were paid, they told them how much cotton they had picked or whatever. You could literally see, these were actual, unaltered, how these people were being cheated. And they'd work all day, pick all this cotton, and there was a manipulation of the figures, like two sets of books.

And I'll never forget, I said to my father, who was a former sharecropper from Manning, SC, to see this exhibit, and it was a wonderful exhibit. It had stuff about churches and it had some old beat-up cars people used to get from the South to the North. And he cried, because his whole life had been changed when he moved from the South to the North, from making 15 cents a day to making $1 an hour.

I just was wondering how, are there things like, I don't know what it would be, but are there exhibits or places that people can go if they wanted to see stuff like that.

Ms. MATTHEWS. May I get back to you on that?

Mr. CUMMINGS. Yes, please do. Is that considered part of "Peopling," by the way? This whole thing, "Peopling?"

Ms. MATTHEWS. Absolutely. It's huge. And today, in historic sites everywhere, there's an interest in going back and looking. Because at plantation houses, at one time the only thing of interest was the people who lived in the plantation house. We've now spent many, many, many years of study just on how slaves lived, and how you interpret the slave experience, the life, the culture, the hard work, the pay.

A lot of those records are available through the census. Prior to 1865 there were two separate census records, as you know. Those have a wealth of information. In my own experience with school records, the original school records for Lee County exist. And the records for the State of Florida exist side by side, which show how much was spent on a book for colored children, there's an asterisk after that word, and how much was spent on White children. That record is permanent.

And it's just like that exhibit. You read those and it brings tears, whether you experienced it or you didn't. It just couldn't be more graphic.

Mr. CUMMINGS. Let me just ask you this finally. I think, I clearly understand, and you are saying things right now that is a reminder of why diversity is so important. Because I would think that, I want people, want to make sure people in your organization who care enough to appreciate that all people need to know the history, good, bad and ugly, of all people who make up this country. How do you guarantee, how do you try to make, what efforts do you put forth to make sure that happens?

Ms. MATTHEWS. Well, I can tell you from my own experience, I came to the Park Service January 5th, raised my right hand, and that was the last time I had done that lately until today. And in my own experience, to know is to care. And that's research. And

I have worked very hard and the Park Service has worked very hard to have diverse representation. The National Park System Advisory Board, a new member, Dr. Rivers, who wrote *Slavery in Florida,* just published 3 years ago.

We have worked very hard to have representation and to incorporate it into every landmark study. I chaired the Landmarks Committee as a member of the National Park System Advisory Board appointed in 2002. And for every landmark nomination that came through there, we saw to it that diversity was represented in the documentation before it went out of that committee. Because it is so important. If it isn't there in those little documentary histories, it isn't going to be interpreted. And if it is there, it will be there. And that's a very big thing.

Mr. CUMMINGS. This is the last question I have. I had a conversation with Congressman Jim Clyburn at lunch today. And he was telling me how in South Carolina, as a matter of fact, he represents the same area where my foreparents were slaves. And he was saying that an elderly White gentleman who apparently was an editor of a newspaper or worked for a newspaper down there in Clarendon County was at a dinner with regard to Topeka, KS, the it *Brown* v. *Board.* And he was just talking about how the paper intentionally did not record things that were happening with African-Americans, I mean good stuff.

And the sad part about it is that, Jim was saying, and Jim is a historian, and when he goes back trying to find history, it's not there. Unless an African-American paper wrote it, it's not there. It's like it never happened. So one of the things that people, that a lot of us do here in the Congress, African-Americans, we try to make sure that every chance we get, if there is something we want to make sure goes down in history, we'll talk about it. Because we want to make sure that 300, 400 years from now, if there are some folks that want to know about their history, they'll be able to read something that says, this happened back in 2003 or what have you.

The reason why I say all this, Mr. Chairman, and to you, our witness, I just want to reiterate how important it is. I want my daughter, every document that has my name in it, I make sure I save. Do you know why? Because I don't have that. I don't have information about my great-grandfather. Zero. I don't know what they did. I know they were slaves, but that's about all I know.

I think it's important that young people, that people have an idea of where they came from, be it good, bad or ugly. So I just want to point that out, because I think it's so very, very important.

Ms. MATTHEWS. It's very important, and it should be noted that those school mates of theirs' murders, ceremonial murders were never recorded in any newspaper. They were dismissed by the coroner's jury, the authorities. When I worked on my dissertation, and learned that the NAACP had been founded, one of their specific goals was to record lynchings in the South. And when Theodore White started all that, and they started because he had blonde hair and blue eyes, and he could go get eyewitness testimony.

When I discovered those Fort Myers lynchings and others in Florida, simultaneous in the 1920's were recorded in newspapers and collected in the NAACP clippings files. They are there. And I was thrilled and they were thrilled. I will tell you that in a lot of

slave records, there are very, very good records. Judge Manson, the Assistant Secretary for Fish and Wildlife and Parks, has started doing his own research and family history. And he's amazed at what he's finding.

Mr. CUMMINGS. Thank you very much.

Mr. SOUDER. One of the main things that I'm interested in focusing on, and I've gone on the National Parks Web site, I got appointed to the Resources Committee because of my interested in history and have accumulated this. I'm bound and determined to make sure a few things happen before I leave Congress. One is that there is some order to this process. Because first off, most of the Members, at least in the majority side, are from the west. It results in a discontinuity of things coming to the House floor geographically. I want to know that there is some kind of order. If you take this, OK, where are our parks, which would be the premier institutions, then where are national historic sites, which would be smaller than a park but similar to a park? Where are these recreational areas, seashores, all that kind of stuff.

But then if you would go down to heritage areas, which would be somewhere underneath parks and sites to heritage areas, then you have landmarks, then you have National Register. And you can get books on these different things. If you look at the National Landmarks book, it is incredibly uneven in its distribution. Hence my question of how does it get in there.

For example, 75 percent of the people in Indiana are north of 40, but most of the historic landmarks are south. That's just in my home State. But in looking at the book, I can tell there's a great unevenness in State after State. And there's almost a randomness to the significance of the sites. I'm not saying the most significant sites aren't in there, I'm just saying there's a randomness beyond that.

And I'm wondering how you do that. Clearly we have a shortage of African-American sites. And there still may be. For example, I don't know whether you'd look at Chicago or Detroit or Philadelphia or pick a city and say, OK, where can we do this, the big times of southern migration and tell that story. At the same time, there is proportionally nothing on Swedish and Norwegian migration, or minimal, other than sites. Certainly not a landmark, probably not anything at a park, or maybe a site inside these new recreation areas that are more common and where you have multiple historic sites.

The German heritage of the United States, where you have 50 million people without their story being accessed at all. Some States sites in Pennsylvania, and we'll follow that up in the second panel.

But what kind of systematic evaluation that says, look, are there holes here? What do we need to do and look at from a national perspective and what's a fair way to do this? And then what issues inside this for immigration, migration and settlement differently and try to get some order to that? I believe the Park Service has been doing this. Like you say, it's a major part of what the Park Service does. You have many of these sites inside. And of your list on migration settlement, I've been to half of those, and there are a lot of pretty obscure sites on there.

So it's not as though I haven't been looking at these and don't understand some of the length. I can tell you for example, I think it's really nice that the Klondike Gold Rush National Historic Park in Seattle is finally starting to try to figure out how to work with the one in Skagway. It would have been nice to do that a little while ago, since we have two national park sites along the same stream that have only been marginally integrated.

So that's kind of what is behind this, and I look forward to working with you on it and look forward to having somebody who actually has worked in the field with this type of thing.

Ms. MATTHEWS. Thank you very much. I would really look forward and welcome working with you all on this.

Mr. CUMMINGS. Just one other, two other questions real quick. When we talk about migration and immigration, would slaves be a part of that, people coming here as slaves?

Ms. MATTHEWS. There's involuntary immigration and there's voluntary immigration. The Trail of Tears and the importation of slaves are definitely involuntary.

Mr. CUMMINGS. So it is a part of this whole thing?

Ms. MATTHEWS. It is a part of this whole thing, and it's a very big part, and it's a growing part. As we evolve as a Nation, with a conscience and a forward look, we know we have to look back, exactly as you said, at the good, the bad and the ugly. That's how we understand who we are and don't make the same mistakes again.

Mr. CUMMINGS. Just one more. What about the Native Americans and all they went through and all they lost?

Ms. MATTHEWS. That's a very important part of what we do, and it's a very important part of the law. One of the major projects we're working on right now is the Native American Graves Protection and Repatriation Act, passed by Congress in 1990, and implementation of that, dealing with the Native American representatives directly.

Mr. CUMMINGS. Thank you. Thank you, Mr. Chairman.

Mr. SOUDER. The specifics in the peopling bill, you would separate, some of these things might have multiple functions. But you certainly would have an immigration, involuntary and voluntary and West Indian as opposed to maybe African. You would have a number of things. But not everything Native American would necessarily fall into the category of peopling, and not everything under the African-American struggle toward freedom would fall under peopling. There would be different functions inside the Park Service that might address the battle for liberty, the battle for jobs and different categories.

Partly what happens is when sites, in my opinion, aren't focused to define an experience in some region and try to do 100 things at the site. You don't get anything out of the site when it isn't focused. You get so much of a random type thing and so many different thoughts in your head, you don't walk out with a clear theme. And that's part of trying to tell different stories in different places rather than to some degree what is happening in the Lewis and Clark Trail. Every site told, 90 percent of the thing was on the whole story, and then 10 percent of the uniqueness.

You should be able to get kind of an overview, and then when you go to the individual sites, get the uniqueness of that site, but have a place where you can go for the story. Immigration would do that. You might have how you first come in, then the first move farther west and south, then the big migration pattern up to Chicago or to Detroit, when the auto era started. Then following through with others. There are primary and secondary sites.

And when we're not willing to make those tough cuts, it makes it very difficult to absorb the story, because you're just getting feelings rather than really a layout. That's what we're trying to do with the bill. And the Park Service will have other elements, too, in the Native American story, which will be battles and abuse and all sorts of other things to it.

Do we have a vote right now? Thank you very much for your testimony, and we look forward to following up.

Ms. MATTHEWS. Thank you, Mr. Chairman, thank you, Mr. Cummings.

Mr. CUMMINGS. Thank you very much.

Mr. SOUDER. If the second panel will come forward, before I swear you in, I'm going to find out whether we've got some votes.

Why don't we go ahead and introduce the second panel, because Congresswoman Woolsey is here to introduce Ms. Toy. There are going to be five votes. Congresswoman Woolsey, do you want to do that from there, or do you want to come up here and introduce her? What would you like to do?

OK, let me swear in the witnesses first. And if you'll each stand and raise your right hands.

[Witnesses sworn.]

Mr. SOUDER. Let the record show that each has responded in the affirmative.

I now yield to our distinguished colleague from the San Francisco area, who has long been an advocate of the Angel Island area to introduce our panelists and describe a little bit the background of that.

Ms. WOOLSEY. Thank you, Mr. Chairman. And thank you, Mr. Cummings. It's nice to see Eleanor Holmes Norton here today.

I'm very thankful that you allowed me to come here today to introduce Katherine Toy. Katherine is the executive director of the Angel Island Immigration Station Foundation. She and I have been working together for the past 2 years in an effort to preserve the historic Angel Island Immigration Station, which is located on Angel Island in my district, the Sixth Congressional District which starts halfway across the Golden Gate Bridge, going north from San Francisco.

As Katherine will share with you today, this site has important historical significance to the thousands of immigrants, primarily Chinese, who entered the United States on the west coast at Angel Island. I have been to this site and I've seen first-hand the telling poetry carved in the walls depicting the sadness, and yes, the hope of the people held there. In addition, I have observed the desperate physical condition of the site, and I've seen the importance of providing additional funding to preserve this American treasure.

Katherine Toy has worked tirelessly with my office to find additional sources of funding to preserve and restore the Angel Island

Immigration Station, which is currently used as a teaching tool for students and a museum for visitors. The bad news is that the current estimate to preserve this site comes in at $30 million. But the good news is that $16 million has already been raised, through grants, State funding and private donations. So we only need $15 million in order to save this historic site.

That's why today I brought the Angel Island Immigration Station Reservation and Preservation Act with 21 original co-sponsors. This legislation becomes necessary because the Immigration Station is located in a California State park. Therefore, it's ineligible to receive Federal dollars beyond the Federal grants already tapped, unless we help. My bill would allow the Angel Island Immigration Station to retain its status as a State-owned facility, but make a special exception for the preservation project to receive the Federal dollars needed to preserve the site.

I hope all the Members here today will consider supporting this effort in your upcoming bill, Mr. Chairman. It sounds like a great bill.

Thank you again for letting me speak. I'm proud to have a constituent and a dedicated person like Katherine Toy working absolutely passionately and effectively to help others understand the story of the Angel Island Immigration Station. And again, thank you for letting me come.

Mr. SOUDER. Thank you very much.

We're going to take a recess, so we can go do the votes, then we'll come back for your formal testimony. That will enable the questions to come at the same time as the testimony.

Thank you very much, Congresswoman Woolsey. The subcommittee stands in recess.

[Recess.]

Mr. SOUDER. The subcommittee is reconvened. Thank you all for your patience. We'll take your statements, and we won't really turn the clock on, because it will be pretty informal at this point. But we want to make sure that the statements each get into the record. Your full statement will be in the record, anything you want to add, and then we'll ask some questions. We'll start with Ms. Katherine Toy, executive director of the Angel Island Immigration Station Foundation in San Francisco, CA.

STATEMENTS OF KATHERINE TOY, EXECUTIVE DIRECTOR, ANGEL ISLAND IMMIGRATION STATION FOUNDATION; ELLEN VON KARAJAN, EXECUTIVE DIRECTOR, THE SOCIETY FOR THE PRESERVATION OF FEDERAL HILL AND FELL'S POINT, BOARD MEMBER, BALTIMORE IMMIGRATION PROJECT; AND KATHRYN E. WILSON, DIRECTOR, EDUCATION AND INTERPRETATION, THE HISTORICAL SOCIETY OF PENNSYLVANIA

Ms. TOY. Thank you, Chairman Souder, for this opportunity to speak before this committee today on the peopling of America. I'm Katherine Toy, executive director of the Angel Island Immigration Station Foundation, the non-profit partner of California State Parks and the National Park Service in the work to preserve the historic U.S. Immigration Station in San Francisco Bay.

Our Nation offers a history of great diversity, one that matches the wealth and experiences of our rich heritage. So many of these stories, however, have gone untold. Angel Island Immigration Station is one example of such a hidden history now coming to light and enriching our understanding of our Nation in historic and contemporary times. Most Americans know the story of Ellis Island, which processed immigrants crossing the Atlantic. But the story of its west coast counterpart, Angel Island, is little known.

Located in the middle of San Francisco Bay, Angel Island Immigration Station was routinely the first stop for many immigrants crossing the Pacific Ocean. Between 1910 and 1940, hundreds and thousands of immigrants from around the world came through the station. Angel Island's greatest significance, however, is tied to the story of approximately 175,000 Chinese immigrants whose experience was shaped by the Chinese Exclusion Act, the only legislation ever to ban a specific ethnic group from entry into the United States.

Whereas many immigrants passed through Angel Island in a number of days, the average detention time for a Chinese immigrant was 2 to 3 weeks, and often several months. A few were forced to remain on the island for nearly 2 years. As a point of comparison, most immigrants passed through Ellis Island within a day.

In 1882, Congress passed the first Chinese Exclusion Act, prohibiting Chinese laborers from immigrating and denying citizenship to foreign-born Chinese. Other exclusionary laws followed that profoundly affected all Asian immigration until the repeal of the Chinese Exclusion Act in 1943.

But exclusion did not stop Chinese and other Asians from coming to America. Feeling the laws were unfair, they came as paper sons, falsely claiming to be related to a legal resident or another family legally entering the country. But the burden of proof fell squarely on the shoulders of every Chinese immigrant brought to Angel Island Immigration Station. New arrivals to the Immigration Station underwent a medical examination. Unfamiliar with the language, customs and western medical procedures, the examination was often characterized by newcomers as humiliating and barbaric.

After the physical examinations, the entry hearing was the most critical hurdle. Hearings often lasted 2 to 3 days, with inspectors interrogating applicants about the smallest details of their houses, village or family. A family member of the applicant was also interrogated to confirm the applicant's answers. Passing the interrogation was no simple task. Failure could mean deportation. The last resort was an appeal to a higher court and an indefinite stay on Angel Island while awaiting a decision.

Inspectors presiding over each case had wide discretionary power in determining the fate of each applicants. Questions typically asked included, what is your living room floor made of, where has the rice been kept, where is your village temple, what direction does your home in China face, how many windows does your house in China have. For Chinese immigrants detained on Angel Island, weeks easily passed into months, anxiety, depression and fear were expressed through poetry written and carved into the barrack walls. Today, more than 100 of these poems are still visible at Angel Island Immigration Station, capturing the voices of immi-

grants in time and place and serving as a physical and emotional testament that resonates with all Americans who share a history of immigration.

Angel Island Immigration Station closed in 1940 after a fire destroyed the administration building. The Immigration Stationsite and buildings were transferred back to the U.S. Army, which quickly adapted the site to temporarily detain prisoners of war and to house enlisted soldiers. When the Army vacated Angel Island, the structures fell into disrepair. Today, Angel Island Immigration Station is a part of Angel Island State Park and operated by the California State Park system. Limited restoration efforts by community members in the early 1980's allowed the first floor of the detention barracks to open to the public for the first time, and some of the poetry to be viewed.

The site is a popular destination for school field trips, with more than 30,000 students and their teachers visiting the site each year. It has been nearly 50 years since the last active use of Angel Island Immigration Station. The buildings and the treasured poems have been battered by time and elements. Over the past two decades, the Angel Island Immigration Station Foundation has tirelessly advocated for the preservation of the poetry and remaining structures on the former detentionsite.

The Immigration Station is now a national historic landmark. It took our group almost 20 years of community-based advocacy to win that designation. In 1999, the site was named as one of America's 11 most endangered historic places by the National Trust for Historic Preservation. We are also a member of the International Coalition of Historic Site Museums of Conscience.

Over the past few years, our organization and preservation partners, California State Parks and the National Park Service, have conducted approximately $500,000 worth of historic preservation studies with funds raised from private, State and Federal sources. A master plan for the site has now been completed, calling for five phases of restoration at the historic Immigration Station. Phase one is funded by $15 million in bond funds approved by California voters in 2000 and a $500,000 Save America's Treasures grant from the National Park Service, Department of the Interior. The entire project, however, is expected to cost far above $30 million.

While owned and operated by the State of California today, Angel Island represents a national history of importance to all Americans. In fact, while the Immigration Station and the precious poems carved on the walls serve as a physical touchstone to history, the story of these immigrants is chronicled in the National Archives and Records Administration. Future phases of the Immigration Station project call for restoration of the station hospital as an educational and family history and genealogy center, providing visitors with digital access to NARA and other immigration records.

The enduring value of Angel Island Immigration Station lies in the lessons of its past and what it can teach us about our present and our future. Immigration is a national story and one that gets to the heart of the very question of America's identity: who is an American, who is included and who is excluded, and how has that definition changed over time. Angel Island and Ellis Island serve

as bookends to the national story of immigration, not only in geography, but also in meaning and experience. While Angel Island represents a difficult chapter in our national history, it is ultimately a story of triumph and of perseverance of immigrants to endure and establish new lives in this country. It's important to tell these stories to validate the experience of these people as a legitimate part, not of only Asian-American history, but of American history, because the stories that we don't tell say just as much about us and our culture and our values as the stories we do tell.

The restoration of Angel Island Immigration Station is a prime example of how everyday Americans can work together with private, State and Federal partners to preserve a chapter of our national story. Congress can aid this work by supporting bills such as the Angel Island Restoration and Preservation Act, introduced this week by Congresswoman Lynn Woolsey, which will help direct Federal dollars to the preservation of this important historical site.

I applaud the members of this subcommittee for your efforts to understand the needs of preserving the history of the peopling of America. I urge you and your fellow Members of Congress to work to preserve sites like Angel Island Immigration Station. In doing so, generations to come can appreciate these sites, which are symbols of the perseverance of the immigrant spirit and the diversity of this great Nation. Thank you.

[The prepared statement of Ms. Toy follows:]

Testimony of Katherine Toy

On behalf of

the Angel Island Immigration Station Foundation

Before

the Subcommittee on Criminal Justice, Drug Policy and

Human Resources

of the Committee on Government Reform

United States House of Representatives

Regarding

"Historic Preservation of the Peopling of America"

Thursday, May 20, 2004

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Introduction

Thank you Chairman Souder, Ranking Member Cummings and members of the Subcommittee for this opportunity to speak to you regarding historic preservation of the peopling of America.

I am Katherine Toy, Executive Director of the Angel Island Immigration Station Foundation (AIISF). AIISF is the non-profit partner of California State Parks and the National Park Service in the work to preserve the historic U.S. Immigration Station in San Francisco Bay.

Our nation offers a history of great diversity, one that matches the wealth of experiences of our rich heritage. So many of these stories, however, have gone untold. Angel Island Immigration Station is one example of a hidden history now coming to light and enriching our understanding of our nation in historic and contemporary times.

The immigration experience is a common thread binding the histories of most Americans. Whether escaping persecution, poverty, or lack of economic prospects, immigrants have come to this nation for the ideals it represents – freedom, democracy, and opportunity.

Most Americans know the story of Ellis Island, which processed immigrants crossing the Atlantic, but the story of its West Coast counterpart, Angel Island, is little-known. Located in the middle of the San Francisco Bay, Angel Island Immigration Station was routinely the first stop for many immigrants crossing the

Pacific Ocean. Between 1910 and 1940, hundreds of thousands of immigrants from around the world came through this station.

Angel Island's greatest significance is tied to the story of the estimated 175,000 Chinese immigrants who risked everything to travel to "gam san," or "Gold Mountain." Their experience was shaped by the Chinese Exclusion Act, the only legislation ever to ban a specific ethnic group from entry into the United States. Whereas many immigrants passed through Angel Island in a number of days, the average detention time for a Chinese immigrant was two to three weeks, and often several months. A few were forced to remain on the island for nearly two years.

Chinese Immigration

Political chaos and economic struggles plagued China throughout the 19th and 20th centuries, prompting many to leave in search of opportunities in America. California, with its news of gold in 1848 and building of the transcontinental railroad in the 1860s offered dreams of survival and prosperity. By the late 1870s, however, America found itself in economic turmoil, and many blamed Chinese labor for the depression.

In 1882 Congress passed the first Chinese Exclusion Act prohibiting Chinese laborers from immigrating and denying citizenship to foreign-born Chinese. This act marked the first time any group of laborers was denied entry to the United

States solely on the basis of race. Other exclusionary laws followed that profoundly affected all Asian immigration until the repeal of Chinese Exclusion Act in 1943.

Exclusion did not stop the Chinese and other Asians from coming to America. Many young men, desperate for a better life in America, developed ways to circumvent the system. They came as "paper sons", falsely claiming to be related to a legal resident or another family legally entering the country. But, the burden of proof fell squarely on the shoulders of every Chinese immigrant brought to Angel Island Immigration Station.

Life at the Immigration Station

Isolated as Angel Island was, immigration officials regarded the location as ideal – communication was limited, quarantine was possible, and escape was unlikely. About 250 to 350 people were usually housed in the barracks. Immigration officials separated men and women, and also segregated Chinese, Japanese, Korean and European immigrants from one another.

New arrivals to the Immigration Station underwent a medical examination. Unfamiliar with the language, customs, and Western medical procedures, the examination was often characterized by newcomers as humiliating and barbaric.

After the physical examinations, the entry hearing was the most critical hurdle. Hearings often lasted two to three days, with inspectors interrogating applicants

about the smallest details of their house, village, or family. A family member of the applicant was also interrogated to confirm the applicant's answers.

Passing the interrogation was no simple task. Failure could mean deportation. The last resort was an appeal to a higher court and an indefinite stay on Angel Island while awaiting a decision. Inspectors presiding over each case had wide discretionary power in determining the fate of each applicant.

Questions typically asked:

- What is our living room floor made of?
- Where is the rice bin kept?
- Where is your village's temple?
- What are the names of the neighbors who live in your village land and what are their occupations?
- What direction does your home in China face?
- How many windows does your house in China have?

Poems

For Chinese immigrants detained on Angel Island, weeks easily passed into months and in some cases, nearly two years. Anxiety, depression, and fear were expressed through poetry written or carved into the barrack walls. Today, more than 100 of these poems are still visible at Angel Island Immigration Station, capturing the voices of the immigrants in time and place, and serving as a physical and emotional testament that resonates with all Americans who share a history of immigration.

Imprisoned in the wooden building day after day,
My freedom withheld; how can I bear to talk about it?
I look to see who is happy but they only sit quietly.
I am anxious and depressed and cannot fall asleep.
The days are long and the bottle constantly empty; my sad mood, even so, is not dispelled.
Nights are long and the pillow cold; who can pity my loneliness?
After experiencing such loneliness and sorrow,
Why not just return home and learn to plow the fields?

- poem from the walls of Angel Island Immigration Station, author and date unknown

Current Status of the Immigration Station

Angel Island Immigration Station closed in 1940 after a fire destroyed the Administration Building. The remaining detainees were moved to San Francisco. The Chinese Exclusion Act was finally repealed in 1943 when China became America's ally in World War II. The Immigration Station site and buildings were transferred back to the U.S. Army, which quickly adapted the site to temporarily detain prisoners of war and to house enlisted soldiers. The Army built mess halls, additional barracks and guard towers on the site.

When the Army vacated the Angel Island, the structures fell into disrepair. Most were removed by the Army Corps of Engineers and California State Parks. Of the original Immigration Station structures, only the Detention Barracks, Hospital, Power House, Pump House and Mule Barn remain.

Today Angel Island Immigration Station is a part of Angel Island State Park, owned and operated by the California State Parks system. Limited restoration efforts by community members in the early 1980s allowed the first floor of the Detention Barracks to be opened to the public and some of the poetry to be viewed. The site is a popular destination for school field trips, with more than 30,000 students and their teachers visiting the site each year.

Preserving the Legacy

It has been nearly 50 years since the last active use of Angel Island Immigration Station. The buildings and the treasure of poems have been battered by time and elements. Over the past two decades, the Angel Island Immigration Station Foundation (AIISF) has tirelessly advocated for the preservation of the poetry and remaining structures on the former detention site and for the creation of a world-class visitor and genealogical research center that will ensure the story of Angel Island's Immigration Station can be told for generations to come. Achievements include:

Designation of the site as a National Historic Landmark in 1997, and one of "America's 11 Most Endangered Historic Places" in 1999.

Designation as a member of the International Coalition of Historic Site Museums of Conscience

Placement of a $400,000 earmark in the state budget in 1999 and $15 million in bond funds for the restoration into Prop. 12 in 2000.

Working with members of the 107th Congress in requesting a report from the GSA as to how the federal government could best support the restoration of Angel Island Immigration Station.

Over the past few years, AIISF and its preservation partners, California State Parks and the National Park Service, have conducted approximately $500,000 worth of historic preservation studies with funds raised from private, state and federal sources. A master plan for the site has now been completed, calling for five phases of restoration for the historic Immigration Station. Phase I, funded by a $15 million in bond funds approved by California voters in 2000, and a $500,000 Save America's Treasures grant from the National Park Service, Department of the Interior, is now underway. The entire project is expected to cost more than $30 million.

While owned and operated by the State of California today, Angel Island Immigration Station represents a national history of importance to all Americans. In fact, while the Immigration Station and the precious poems carved on the walls serve as a physical touchstone to this history, the stories of these immigrants are chronicled in the National Archives and Records Administration. Future phases of the Immigration Station project call for restoration of the Immigration Station hospital as an education and family history/genealogy center, providing visitors with digital access to NARA and other immigration records.

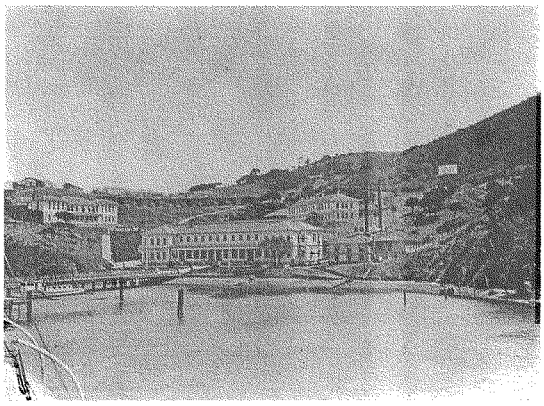
Building the Future

The enduring value of Angel Island Immigration Station lies in the lessons that its past can teach us about our present and our future. Immigration is a national story, one which gets to the very heart of the American identity: "Who is an American?" "Who is included/excluded and how has that changed over time?" Angel Island and Ellis Island serve as bookends to the national story of immigration, not only in geography, but also in meaning and experience. While Angel Island Immigration Station represents a difficult chapter in our national history, it is ultimately a story of triumph and of the perseverance of immigrants to endure and establish new lives in this country.

The restoration of Angel Island Immigration Station is prime example of how everyday Americans can work together with private, State and Federal partners to preserve a chapter of our national story. Congress can aid this work by supporting bills such as the Angel Island Restoration and Preservation Act, introduced this week by Congresswoman Lynn Woolsey, which will help direct federal dollars towards the preservation of this important historical site.

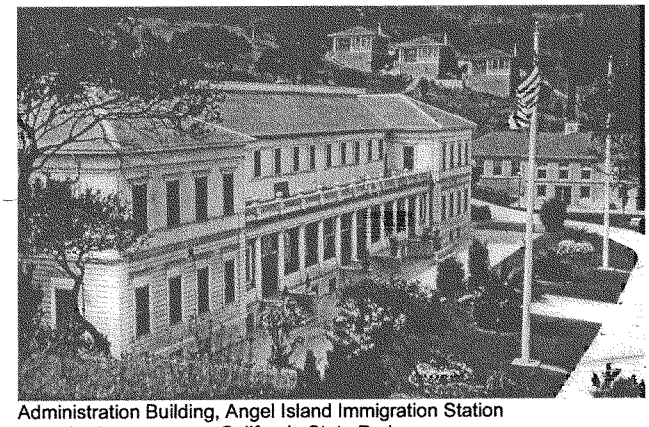
I applaud the members of this subcommittee for your efforts to understand the needs of preserving the history of the peopling of America. I urge you and your fellow members of Congress to work to preserve sites like Angel Island Immigration Station. In doing so, generations to come can appreciate these sites, which are symbols of the perseverance of the immigrant spirit and the diversity of this great nation.

Historic Photographs of Angel Island Immigration Station



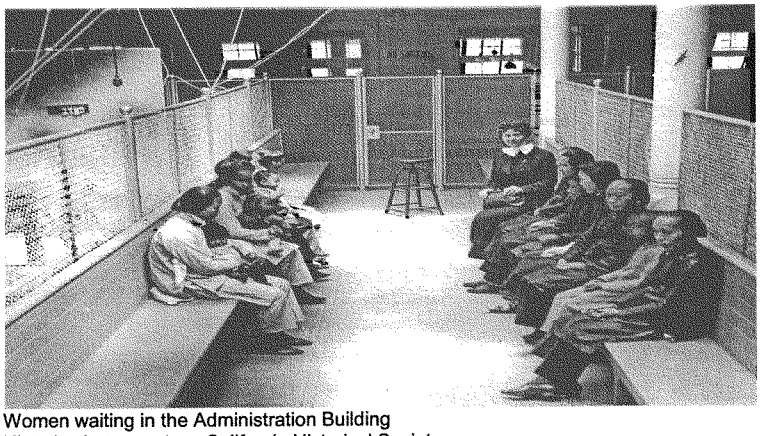
Angel Island Immigration Station
Historic photo courtesy California State Parks

Immigrants arriving at Angel Island
Historic photo courtesy California State Parks

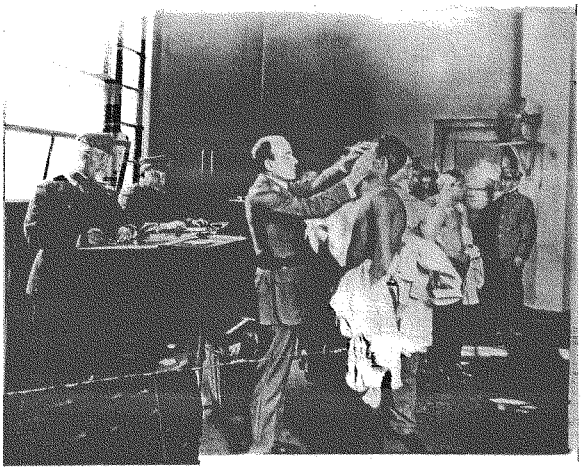


Administration Building, Angel Island Immigration Station
Historic photo courtesy California State Parks

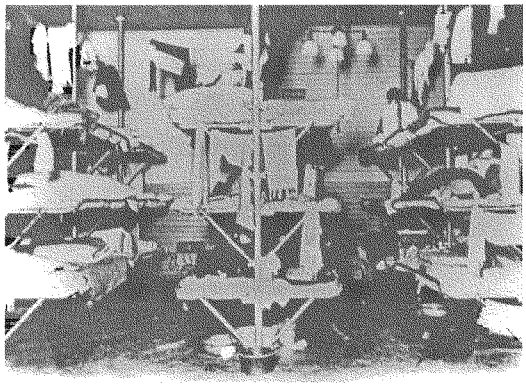
Japanese Picture Brides at the Registry Desk, Angel Island Immigration Station, c. 1916
Historic photo courtesy California State Parks



Women waiting in the Administration Building
Historic photo courtesy California Historical Society

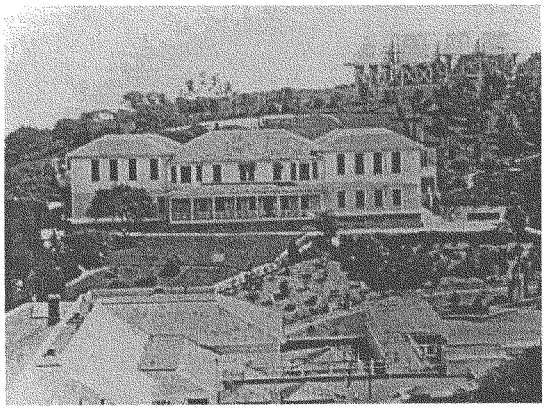


Medical inspections at Angel Island Immigration Station
Historic photo courtesy National Archives

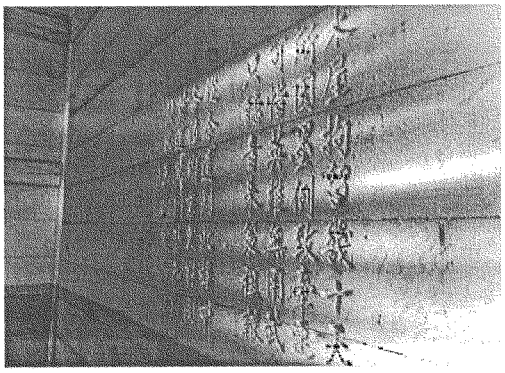


Detention Barracks at Angel Island Immigration Station
Historic photo courtesy California State Parks

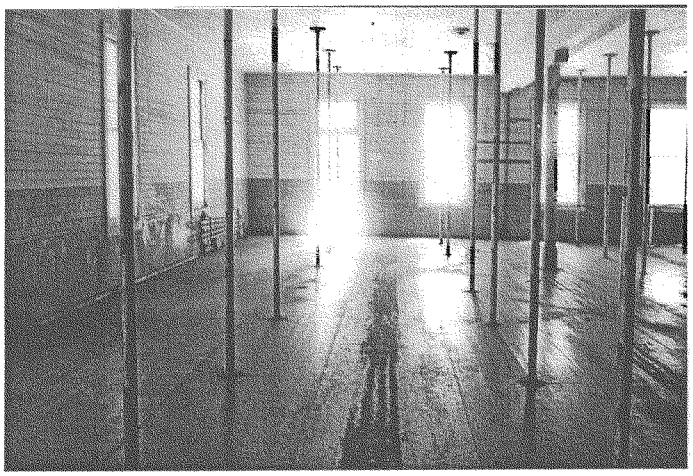
Interrogation at Angel Island Immigration Station
Historic photo courtesy National Archives



Hospital Building at Angel Island Immigration Station
Historic photo courtesy California State Parks



Poetry at Angel Island Immigration Station
Contemporary photo by Chris Huie



Detention Barracks at Angel Island Immigration Station Foundation
Contemporary photo courtesy Surrey Blackburn

Mr. SOUDER. Thank you, Ms. Toy.

Ms. Karajan.

Ms. VON KARAJAN. Thank you for allowing me to speak to you this afternoon. I also want to thank you sincerely, as a person who is out there every day trying to deal with these issues of interpretation, for your very sincere and thorough interest in this topic. It's a topic very dear to my heart.

Sadly, just 2 days ago, the Preservation Society was forced to appear before a Baltimore City Circuit Court judge to secure a temporary restraining order to halt the demolition of a series of buildings very important to Baltimore's immigration history. This is the family home and creamery or dairy of Julius Wills, a German immigrant and dairyman. These buildings were structurally sound, they were built in 1927.

But they were idiosyncratic. Even though they were located in a National Register historic district, and even though they were theoretically protected by an urban renewal plan, because they didn't fit the mold of what city officials thought of as historic, and they didn't belong to an important man, only a working man, the city issued a demolition permit. These properties will come down and be replaced with a group of five new townhouses as part of the gentrification that's going on right now in Fell's Point.

Actually, we were able to get the demolition restraining order because the city felt that these buildings were so unimportant that they didn't even bother to follow their own internal procedures before they issued the demolition permit. So it was on a point of law. It's also only the second time in the more than 35 year history of the Preservation Society that we've ever prevailed against a demolition action that was brought by someone who wanted such a permit.

But that's what Fell's Point is and that is what is historically important about it. It is a maritime working man's community, and it is and has always been an immigrant community. Why the properties there are important is summarized, and I'm not going to read the whole thing in the interest of time. But in a letter that is written by a man, Ron Zimmerman, who for the last 10 years has been trying to create this Baltimore immigration project to tell the story of Baltimore's immigration, migration and settlement, Ron is a person who will tell you he doesn't have a high school education. He began his career digging ditches. He's been a Locust Point resident his entire life. And when he went to Ellis Island and saw what happened there, he knew that his family had come in here in Baltimore at Locust Point, and he said, well, we have our own story here in Baltimore, why doesn't anybody tell it?

And he's been working for 10 years trying to get the story told, but I want to read this one section in the letter where he says, for the last 10 years, I have been working on a program to honor and record the story of Baltimore's immigrant founding families before what these people did to get us started in America gets lost in time and space forever.

He talks about Mr. Julius Wills and says, "He was ordinary, but what this man did, what this immigrant did was to bring sweet, nourishing milk and even ice cream to a part of the city that was poor and stinking and overcrowded and lacking in any kind of

clean fun beyond our imagination. The city didn't even get around to putting public water or public sanitation in Fell's Point until the 1930's. So you can imagine, it was pretty bad. Not to mention most of the liquid that flowed in Fell's Point, prohibition or not, was not milk. It was still a sailor's town, filled with flophouses and barrooms, and its housing stock was so degraded that it became the natural place for the worst-off of the newly arrived immigrant families to settle."

I want to flip forward to another line, where he said, "Fell's Point people changed the world and changed the course of history, some with daring-do and audacity, like the privateers in the War of 1812 and some in ways that were plain and basic, like Mr. Wills, with milk and ice cream. Please help me honor the memory of both by working with us to find ways to develop those buildings without bulldozing them."

I want to jump forward now to say that, although Baltimore was a major port, certainly a major port of entry for a great many people, we don't have so much as a single historic marker anywhere to commemorate this. Fell's Point was the early port of entry during the age of sail. Later on, during the age of steam, Locust Point became the major point and also Canton. But believe it or not, we don't have a single historic marker there to commemorate. Now, our buildings are gone. Immigration was a private enterprise in Baltimore, it was really a business venture between the shipping lines and the railroads. It really preceded the days of a lot of Federal Government intervention. The immigration depots themselves were wooden, they were destroyed in fires. You can just see the ends of sort of the ruins, the tiny little footings that are left from the piers. That's about all that's left.

But it is equally difficult for those of us who are interested in the topic is that when we actually began to involve some historians, almost nothing is written about immigration in our State. There's a single chapter length article by a local historian, Dr. Dean Esslinger, in a book called *Forgotten Doors: The Other Ports of Entry to the United States.* And as we talk to people, what we find is, hard to believe, but many people don't even recognize, I mean, Ellis Island has done such a magnificent job of telling its story that people do not realize that there were other major ports of entry and other immigration depots throughout the country and on the east coast.

We are just about to celebrate the 300th anniversary of the Port of Baltimore, so we've really found a tremendous amount of enthusiasm on the part of historians, ethnic aid organizations, all sorts of people to bring their energies together to really begin to tell the story of what happened here. So the Baltimore Immigration Project really is a partnership of all of these groups. We don't have a single staff person at this point in time. We have been applying for grants, I've listed on the final sheet the academic and archival institutions we have been able to recruit to assist us, all on a voluntary basis. Community organizations and ethnic aid organizations and in the public sector, places like the Maryland Heritage Area Authority, certainly the Chesapeake Bay Gateway, private foundations and corporate foundations.

But what we want to do in Baltimore, we've set out to do in two phases since we realized this was going to take some time, since we're starting from in essence nowhere, we want to create an online genealogical data base to make it easier for people to trace their roots here. Because right now, you go to the city archives or you can come to the Library of Congress or you can go to the Maryland Historical Society and find the shipping manifests.

But these organizations are not particularly accessible. The Maryland Historical Society is an archival institution, so you have to wear gloves to work with their materials. You need to make appointments. We want to make this as easy as possible for people to be able to find out who their people were, where they came in, what vessel they came in on. Since we know that we'll never be able, that our structures are gone, our actual immigration depots are gone, we have a magnificent digital imaging center at the University of Maryland, we want to digitally recreate, and there are some amazing technologies that are relatively inexpensive, so that people can actually see what it would have been like, we know what it would have been like from historical records, from architectural data and from photographs.

The other big thing that we want to do and that we're hoping to accomplish through our National Endowment for the Humanities "We the People" grant, if it's funded, we want to stimulate interest in the scholarly community and bring to bear the talent of some of these people and take a look at this and create actually an intranet, a sort of history intranet where these historians can share information and their discoveries and the images that they find with each other.

We want to develop an orientation film and an interactive multimedia Web site because Baltimore remains a community of neighborhoods, we want to be able to enable people to come to one place and go out to other places, so that if they are interested in the African-American experience, if they are interested in the German experience, they can come to a place and then we can send them out to other places, so that they can see the progression of settlement in Baltimore.

We have already created the self-guided walking tour, enlisting the help of some scholars. We want to identify and document key historic sites, because we simply have not, as I said, we don't have a single marker that tells what our important places are. And there's all of this history that's just buried for want of someone to actually tell the story of it. And of course, we want to work with others to publicize this program as widely as possible, locally, nationally and internationally.

So in closing, I really want to thank you for convening a hearing on the topic of historic preservation of the peopling of America, and for inviting our testimony today. We have great plans at the Baltimore Immigration Project for programs, for family reunions, for family genealogical research. But these plans depend on having important historic immigration and settlement properties intact, and that's where the Preservation Society comes in, and today's hearing. It also depends on getting the research on the documentation done.

I think that as I say in closing, we owe this much to our fathers and our mothers and our grandmothers and grandfathers, and to our children and grandchildren and their children. Thank you very much.

[The prepared statement of Ms. Von Karajan follows:]

THE PRESERVATION SOCIETY

TESTIMONY MAY 20, 2004

PREPARED BY ELLEN VON KARAJAN
EXECUTIVE DIRECTOR,
THE SOCIETY FOR THE PRESERVATION OF FEDERAL HILL AND FELL'S POINT
BOARD MEMBER, BALTIMORE IMMIGRATION PROJECT

GIVEN BEFORE

CONGRESS OF THE UNITED STATES

HOUSE OF REPRESENATIVES

COMMITTEE ON GOVERNMENT REFORM

SUBCOMMITTEE

ON

CRIMINAL JUSTICE, DRUG POLICY AND HUMAN RESOURCES
ROOM 2154, RAYBURN OFFICE BUILDING

ON

"HISTORIC PRESERVATION OF THE PEOPLING OF AMERICA"

Testimony
Room 2154 Rayburn House Office Building
"Historic Preservation of the Peopling of America"
prepared by Ellen von Karajan
Executive Director, Society for the Preservation of Federal Hill and Fell's Point, Inc.
Board Member, Baltimore Immigration Project
May 20, 2004

Good afternoon, Chairman Mark Souder and Members of the Government Reform Committee's Subcommittee on Criminal, Drug Policy and Human Resource,

Thank you for allowing me to speak to you this afternoon: I am

Sadly, just two days ago the Preservation Society was forced to appear before a judge to secure a temporary restraining order to halt the demolition of a series of buildings very important to Baltimore's immigration history – the family home and creamery of Julius Wills, German immigrant and dairyman. The buildings are structurally sound, but they are idiosyncratic – they do not fit the mold of what City officials think of as "historic" – and they certainly did not belong to an important man, only a working man.

The demolition restraining order was granted because City officials felt these buildings were so UNIMPORTANT that the City didn't follow their own internal procedures before they issued the demolition permit.

But that's what Fell's Point is, and that IS what is historically important about it --- it IS a maritime **workingman's** community.

Why are the properties of the workingman important to us as Americans? Ron Zimmerman, founder of the Baltimore Immigration Project and a Locust Point resident who has been trying for 10 years to create programs to honor Baltimore's immigration and settlement history, may say it best in the letter he wrote to ask for an adaptive reuse of these buildings, rather than a demolition. Let me read you a few excerpts from the following letter....

April 15, 2004

Mr. William Ruppert
9654-A Belair Road
Baltimore, MD 21236

Dear Mr. Ruppert,

I am a man of German descent and my family first set foot on American soil right here in Baltimore. My wife's people are Irish and they did too. Both of our families were poor as dirt, but they worked hard and like so many others, they believed in American freedom and opportunity and they made something of themselves and then made contributions to the character and growth of the City and the country.

For the last ten years, I have been working on a program to honor and record the story of Baltimore's immigrant founding families before what these people did to get us started in America gets lost in time and space forever. First, I was just going to work with Locust Point where the big immigration depots were in the late 1800s, early 1900s. Then Baltimore was sometimes second only to Ellis Island as a port of entry, though not so many people know this.

But then I learned more about the earlier history of immigration in Fell' s Point and about how, so many times, people got right off the boat, took the ferry over to Fell's

Point and went to work in the yards and canneries over there. So now I want to tell the story of the families who settled there too, after they came in at Locust Point, and the contributions these people made to our city and what we value about being Americans.

So when I heard there was a plan to demolish the home and the business of Mr. Julius Wills who came to America from Germany in 1897 as a humble fisherman, it made me very sad indeed. Sure, he was no George Washington, but just an ordinary man who worked his way up to building a dairy plant right in the heart of Fell's Point. Then three generations of his sons ran the business, father to son --- a page right out of the "American dream" storybook. By which I mean that this kind of opportunity was one of the reason that millions of people came to America.

He was ordinary but what he did was to bring sweet nourishing milk and even ice cream to a part of the City that was poor and stinking and overcrowded and lacking in any kind of clean fun beyond our imagination. The City didn't even get around to putting public water or public sanitation in Fell's Point until the 1930s, so you can imagine it was pretty bad. Not to mention, most of the liquid that flowed in Fell's Point, prohibition or not – was not milk. It was still a sailor's town, filled with flophouses and barrooms, and its housing stock was so degraded that it became the natural place for the worst-off of the newly arrived immigrant families to settle.

Wills brought jobs bottling and delivering milk so men could feed their families even during the Great Depression. He brought something wholesome and nurturing to a place that was dirty and depressed. And Wills had some imagination and some aspirations as well as good business skills. He knew that nurturing people and bringing them milk and jobs was important, so he had a building designed and built in 1927 that had some dignity and decoration and a lot of aspiration. He was a success, that dairy building said, and if he could do it, so could you, no matter how hard life was or how bad the neighborhood was there on the waterfront in Fell's Point.

I'm not much on architecture, and sure this dairy is no beauty queen, but when it's the only record that's left of a man's blood, sweat and tears, isn't that something to be honored and kept for posterity? Especially, if it will sell --- and maybe it wouldn't anywhere else ---but in Fell's Point it's not like the rest of the city or the county. People actually like to live and work in those kinds of buildings just because they are not the tradition anywhere else. And this is very much to your advantage, in my opinion and I am a realtor. The home of Wills is something that would sell very readily, just as is.

So it's these Wills buildings that I respectfully ask you not to destroy because they are all we have left as a monument to the energy and achievement of an ordinary family man trying to make his way in America. Also, to have an original immigrant home and the family business he built right next door to each other is so rare I don't think there is another example of it – even in Fell's Point. There's lots where they lived on one floor and had the shop on the street level, but nothing like the Wills. The Immigration project wants to put markers there, to put them on the walking tours for tourists, to tell this story, to honor the memory of these Wills whose story is so like that of my father's and maybe yours as well.

Fell's Point people changed the world and changed the course of history ---some with daring-do and audacity (like the privateers), and some in ways that were plain and basic, like Mr. Wills, with milk and ice cream.

Please help me honor the memory of both by working with us to find a way to develop those buildings without bulldozing them. I know the people in Fell's Point will be grateful and so will the Board of the Baltimore Immigration Project and our many

supporters and funders. Also, the Mayor is looking to recruit lots of new immigrants in our very own time to help build the City's strength and population back up again. How we treat the memory of the immigrants of the past, and the lessons they teach us and the new Americans --- well, these Wills buildings are more important that you would ever think just to look at them.

I'd like to meet with you to talk about this more, and also to find out if there is anyway I can help you out.

Sincerely,

Ronald Zimmerman, Sr.
Founder, Baltimore Immigration Project
Ellis Island of Baltimore Foundation

cc: Mayor Martin O'Malley
Michael Olesker
Fell's Point Task Force

In closing, we thank this honorable body for convening an investigative hearing on "Historic Preservation of the Peopling of America" and for inviting our testimony today. Plainly, this relatively recent part of our American experience is not afforded the importance it deserves either as a scholarly topic or as a subject worthy of preservation. As presented in our written testimony, The Baltimore Immigration project has great plans for programs, for family reunions, for family genealogical research. But these plans depend on having important historic immigration and settlement properties intact, and that's where the Preservation Society --- and today's hearing , comes into play.

We must join together to educate ourselves and our children, and our city officials before it is too late. We must say, this, too, is what it means to be an American. This, too, is an important part of our history. We owe this much to our fathers and mothers, and grandfathers and grandmothers ---- and to our children and grandchildren.

WRITTEN STATEMENT – BALTIMORE IMMIGRATION PROJECT

Baltimore Immigration Project

BACKGROUND AND NEED: All that we value about being American we owe to the grandfathers and grandmothers and their fathers and mothers who came here to become citizens of the City and the State or to travel westward to settle the nation. Over a million of our forefathers and mothers first set foot on American soil in Baltimore. ***Yet there is not so much as a single historic marker to commemorate those who chose this place as the gateway to their new life in America.***

Almost nothing is written about immigration in our State, except a single chapter-length article by historian Dean Esslinger in *Forgotten Doors: the other ports of entry to the United States* (Philadelphia: Balch Institute Press, 1988).

As we prepare to celebrate the 300th anniversary of the opening of the Port of Baltimore, we realize that the history of Baltimore's Port of Entry is, in many ways, the history of America itself. Beginning in 1706, and continuing through the early 19th century, the city served as a leading site for the importation of African slaves. Baltimore's participation in the slave trade reached its peak at the same time that the city emerged as a regional commercial metropolis. After the slave trade was legally abolished in 1808, Baltimore became one of the largest ports of entry into the United States for northern and eastern Europeans as well.

For these European migrants, it was Fort McHenry, rather than the Statue of Liberty, that welcomed them to their new home. Some of these new arrivals stayed in Baltimore. Many more traveled west via the Baltimore & Ohio Railroad. In short, Baltimore "developed at the crossroads of the different cultures that have shaped America – part slave, part free; part 'native' white, part immigrant; part southern, part northern, and part Midwestern," as historian Harold McDougall so aptly describes. in *Black Baltimore, A New Theory of Community (*Temple University Press*)*.

Unlike New York's Ellis Island, many of the buildings here that once processed and housed these new immigrants, both forced and voluntary, have been torn down or rebuilt. Many others remain, but their history and relationship to immigration have never been documented. Other physical reminders of this history remain in the strong ethnic enclaves within contemporary Baltimore's urban core, but some of these are threatened with gentrification, and once again, there has been no documentation.

For all these reasons, there is a pressing need to record and interpret the diverse histories of Baltimore's immigration history and communities and to present the themes, questions, and interpretive issues raised in a way that is engaging and accessible to the general public.

MISSION: The Baltimore Immigration Project's mission is to introduce and interpret the largely unknown story of immigration here. This will be accomplished in phases, the first of which will focus on Locust Point and the second, on Fell's Point. The Baltimore Immigration Project will bring together a core group of historians, representatives from across Baltimore's oldest communities and ethnic aid organizations, and specialists in the fields of digital media and visual arts.

PROGRAM: The first phase is the construction of the Immigration Gateway Pavilion building in Locust Point and the adjoining Liberty Garden. Other plans include:

- Creating an online genealogical database to make it easy for people to trace their roots here, in concert with the Church of Latter Day Saints - as Ellis Island - and creating a Family Research Center where people can come to work with genealogy specialists to learn more about their forbears.

- Digitally recreating the Locust Point Immigrant Depot – the largest and most significant physical structure that was built to process "the Great Wave" of immigrants who arrived from 1860-1914 but which was torn down in 1918 due to decay and fire damage – from historical records, architectural data and photographs that have been collected by project historians;
-
- Generating a body of scholarly interpretations and companion texts that place the history of Baltimore's "Great Wave" within the larger context of State, Mid-Atlantic and United States history; and publishing these findings both online and in companion exhibition book;
-
- Developing an orientation film and interactive, multi-media website that interpret and bring together the history of Baltimore's immigrant communities and Port of Entry;
-
- Installing a multi-media exhibition called "Connections: Baltimore's Immigrants Old and New" in the Fell's Point Visitor Center which is owned, staffed and operated by the Preservation Society of Federal Hill and Fell's Point, Inc.;
-
- Creating a self-guided walking-tour of Baltimore's historic waterfront that emphasizes the city's rich and diverse immigration history;
-
- Identifying and documenting key historic sites within the waterfront communities, such as the German Immigration House, former slave market, Wills home and creamery, St. Stanislaus Church and others, with physical markers and signage.
-
- Working with others to publicize this program as widely as possible locally, nationally and internationally.

Partners

Academic and Archival Institutions
University of Maryland, Baltimore County History Department
University of Maryland, Baltimore County Image Research Center

Johns Hopkins University History Department
Johns Hopkins University Digital Knowledge Center
Langsdale Library at the University of Baltimore – archival storage

Church of Latter Day Saints – Genealogical Records

Community Organizations
Locust Point Neighborhood Association
Fort McHenry Business Association

Historic Preservation and Cultural Heritage Organizations
Society for the Preservation of Federal Hill and Fell's Point, Inc.

Ethnic Aid Organizations
German Society
Irish Railroad Workers Union
Polish National Alliance
Education Based Latino Outreach

Public Sector
Mayor's Office of Community Initiatives
Maryland Heritage Area Authority
Baltimore City Heritage Area Association

Other Sources of Funds Anticipated

Federal Funds
National Endowment for the Humanities, Special Project Grant under the "We, The People. . . " initiative
Transportation Enhancement Program
Waterway Access Program
Chesapeake Bay Gateway
Preserve America Program

Private Foundations

Corporate Foundations
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Tuesday, March 19, 2002

THE SUN

Arrivals: *European immigrants await entry into Locust Point around the turn of the 20th century.*

In thriving Locust Point, a link to the Old World

MICHAEL OLESKER

IN MY HAND is a photograph sent by Ron Zimmerman Sr. He is the real estate man trying to hold onto Baltimore's yesterdays. In the photograph are people gathered at a gate at the end of a Locust Point pier around the turn of the last century. On mornings like this, Zimmerman can still hear their voices calling across the years.

Since 1995, he's been trying to put together a lasting link to those who immigrated here. Nearly a million of them arrived in Baltimore in the years around 1900, in Locust Point and in Fells Point, in numbers greater than any port of entry in America except New York's Ellis Island. They crossed the Atlantic on voyages that seemed to last forever, and most of them arrived down near the end of Fort Avenue, and they stood there like the people in the photograph, wondering what awaited them.

"And then they helped make Baltimore into a great city," Zimmerman was saying the other day. "And we should remember that."

In the springtime of his 74th year, Zimmerman gazes through the window of his Light Street real estate office. On Fort Avenue a few blocks away, the neighborhood is jumping. Real estate prices blossom everywhere. The area's old rowhouses, dating to the mid-1800s, are getting rehabbed. The old immigrants used to rent them for a few dol- [See Olesker, 5s]

Michael Olesker

Man on mission to honor city's past as port of entry

[Olesker, from Page 1s]

lars a week, but now they're selling for six figures.

And now there are entire blocks of new homes, the first to be built in Locust Point in half a century, selling even higher. Restaurants and bars are filled, and vacant old factory space is being transformed into high-tech businesses with new energy.

But Zimmerman, who grew up in Southwest Baltimore's Pigtown and has run Ron Zimmerman Realtors in Federal Hill for a few decades, looks at the photograph of these people just off the boat, and thinks that their long-ago world matters, too.

"I talk to young people today," he was saying, "and all they talk about is millionaire, millionaire. That's nice, they want to make money. But there's more to life than that. There's family, there's heritage, there's memory. We have to remember."

He is getting closer to institutionalizing Baltimore's memory. Over the past seven years, he's pitched his idea for a Baltimore Immigration Museum to politicians, architects, real estate developers, foundation chiefs. The project seems to be moving.

"It's getting more real all the time," says Parker Pennington of the Xibitz design company, which is helping Zimmerman conceptualize and design some of the plans. "We've got the right people in place, and a lot of enthusiasm. The prospects are really good."

In fact, there are a half-dozen related projects on the table, some of which are set to go as early as this summer. Neighborhood walking tours, led by local historian Scott Sheads, will begin in July. An orientation center and waterfront plaza will open at Tide Point, adjacent to the original B&O Railroad Piers where some of the newly arrived took off for the hinterlands. And there are plans for a building with multimedia displays and films, lectures, music and dancing.

"And for continuing the immigration process," Pennington says. Zimmerman has talked with local immigration officials about moving citizenship swearing-in ceremonies from the federal courthouse to the proposed Locust Point facility.

A theme runs through all of this: There is a history here of the newly arrived enriching the whole country, and that history is underappreciated.

"Almost a million people arrived in America right down Fort Avenue and over in Fells Point," Zimmerman says, "and they created a city here. And who knows about it?"

A second phase to the project: an enclosed museum, including a Family Heritage Research Center, to tap into personal family genealogy. At the center, or through its planned Web site, visitors will be able to search for family connections. An extensive archive of passenger arrival records will be compiled in an electronic database.

"There was a time," Zimmerman said, "when there wasn't so much enthusiasm for a project like this in Locust Point. They didn't want what they perceived to be a disturbance. It's a tight-knit community. But they also know that a lot of their ancestors came through here.

"And they see the changes that have happened over the years, and they've loosened up. They have a sense of where the future's going."

They also have a notion of the past. It's down there at the old shipping piers off Fort Avenue, and the old railroad tracks near Tide Point, and the cobblestone streets of Fells Point. You can see some of it in Ron Zimmerman's photograph of the newly arrived gathered by a fence. Their journey signaled the beginning of so much of Baltimore's history, waiting to be remembered.

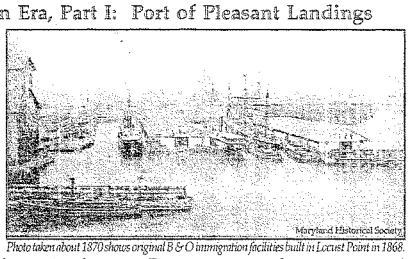
BALTIMORE
CITY HISTORICAL SOCIETY

Volume 3, Number 1 Spring 2004

Immigration Era, Part I: Port of Pleasant Landings

By Pennington Parker

The "Great Wave" of mass migrations to the United States during the late 19th and early 20th centuries is one of history's more compelling stories. These events resonate powerfully in this "Nation of Immigrants," touching virtually every life. The focus on New York's Ellis Island as a point of entry weighs so heavily in the public consciousness that it has, in effect, been accepted as "America's immigration story." Yet, for tens of millions whose American family history originated in Baltimore, a less celebrated port of entry, the story remains largely untold.



Maryland Historical Society

Photo taken about 1870 shows original B & O immigration facilities built in Locust Point in 1868.

While Baltimore ranked among the nation's leading recipient ports, welcoming as many as 2 million immigrants, this history has received such scant popular and scholarly attention that even many Baltimoreans are unaware of the city's key contribution to the process by which the continent was populated.

The Baltimore Immigration Project was founded by local businessman Ron Zimmerman to explore, preserve and present to the public this rich heritage as an immigration gateway. Activities include funding original research; collecting and conserving historic documents, artifacts and oral histories, and offering public programs to interpret local immigration history. Honoring the memory and courage of every immigrant who first touched American soil in Baltimore also is a key element of the organization's agenda. Today, there are tens of millions of Americans who could trace their roots to a Baltimore dock.

Such personal connections, along with the city's strong historic ties to major European ports of embarkation, make our immigration heritage a major *(Cont. on Page 3)*

For Bolton Hill, History Is Up Close and Personal

By Frank R. Shivers, Jr.

I'm busy updating my 1978 illustrated history, *Bolton Hill: Baltimore's Classic*. It tells an important urban story about a rich Victorian past and what some may view as a strikingly heroic last 75 years. About the last 50 years I can write with the confidence of a veteran. For that much of my now 79 years I have lived in the same Bolton Street house.

Most recently I have led a pro bono group in placing plaques on Bolton Hill houses where past luminaries lived and worked. In this project I'm copying London. For nearly 140 years London's street scapes have been adorned with blue ceramic discs affixed where great men and women have lived and worked. "London residences of the ornaments of our history could not but be precious to all thinking Englishmen," said a member of Parliament.

"Plaques not only honor the great figures who have helped to shape today's world," say the English Heritage sponsors. "They also draw attention to buildings with special associations, ones that forge a link between our environment and the day to day physical surroundings of famous figures of the past."

Reading blue plaques on Bolton Hill, as in London, reminds us that great work often takes place in comparatively modest surroundings, and our appreciation of great figures of the past is enriched. Like London's, Bolton Hill's blue plaques honor achievers of national standing. They chose to live in this Baltimore neighborhood amidst diversity of a special kind. And their memorial plaques bring distinction *(Cont. on Page 2)*

Hipp Theater Jaunt: May 8

By Richard W. Flint
Spring Program Chair

Baltimore's newly restored Hippodrome Theater, constructed as a palace for vaudeville in 1914, will take the leading role in a free exclusive for BCHS on Saturday, May 8, at 10 AM. An all-star revue will provide first-person recollections, including two veteran vaudevillians whose soft-shoe routine will enjoy a brief reprise under the lights.

To attend this two-hour program, simply reserve using the form on the last page of this Newsletter. The Baron Twin Brothers of Baltimore, who began as child stars at the Hippodrome in 1930 and then spent many years on the road, will tell all.

The visit to the ornate Hippodrome is the first of this year's programs on the theme, "The Old Made New." Now the focal point of the France-Merrick Performing Arts Center, the theater was designed by Thomas W. Lamb—who was responsible for over 500 theaters. When it opened in 1914, with a bill featuring a foot juggler, singers, dancers, and elephants, the $225,000 theater was the city's largest. By 1931 the Hippodrome was deeply in debt and briefly closed, reviving under Philadelphia showman Isidor Rappaport. His son Robert will recall for BCHS his years with the theater as it evolved into a motion-picture house. The Hippodrome's last vaudeville show was in 1951.

The BCHS tour will begin with a preview of a documentary-in-the-making about the Hippodrome's revival, introduced by producer Robert Whiteford, whose film work won an Academy Award in 2000. Mark Sissman, executive director of the Hippodrome Foundation, will lead a tour of the facility, discussing the work accomplished in the 20-month-long rejuvenation of the now 2,286-seat hall as centerpiece for west-side economic redevelopment.

Required advance reservations can also be made at 410.685.3750. ext. 379. Admission will be through the green stage door on the north side of Baltimore Street near Eutaw. Be aware that the Preakness Parade also is May 8 so parking buildings should be approached from the west side. Further information @ france-merrickpac.com.

After Civil War, Immigration Was a Busy Enterprise in Easy-Going Baltimore

(Contd. from Page 1)

Maryland Historical Society

"ential generator national and international tourism and economic development activity. Creation of an online database of Baltimore immigrants is expected to inspire descendants to visit the city. The Immigration Project's mission, activities and progress will be discussed in greater detail in the next issue of BCHS Newsletter.

The focus of this installment is to introduce the historical record of Baltimore's immigrant heritage. The principal sources here are a chapter on Baltimore in Dean Esslinger's *Forgotten Doors: the Other Ports of Entry into the United States* (M. Mark Stolarik) and research locally by Dean Kimmel and Wayne Nield. While in some ways the city's story is familiar in that it reflects global trends in the influx of immigrants, the research indicates unique circumstances made the experience for those who disembarked in Baltimore very different from the "huddled ses" who arrived in New York.

Aside from the fact that the sheer number of immigrants who passed through Ellis Island dwarfs the number who arrived at Baltimore, another fundamental distinction stands out. The massive processing facilities in New York were constructed and operated by the federal government, while in Baltimore the immigrant trade was created and driven by the private sector. This shaped how individual and family migrants experienced their arrivals as well as who came, where they worked, settled, who stayed in Baltimore and who traveled west.

Baltimore's immigration history can logically be divided into two phases by the Civil War. The early immigration activity was concentrated among the wharves of Fells Point and included the importation of African slaves as well as the voluntary movement of European migrants. In 1868, just after the war's conclusion, this activity shifted across the harbor to Locust Point. Research undertaken by the Immigration Project thus far has focused upon this latter period.

The shift was necessitated by a techno- al advance. As steamships rapidly replaced sail, the new vessels simply outgrew the length of the Fells Point piers. In 1968, the Baltimore and Ohio Railroad, which a year earlier had entered into a pioneering partnership with the North German Lloyd Steamship Line, built immigration piers 8 and 9 in Locust Point to accommodate the bigger ships.

As the purpose was to profit from the growing immigrant trade, the partners were not content to wait for emigrants to come to them. Their agents fanned out across Europe to recruit passengers. Single tickets were sold for passage from Bremerhaven — Bremen's port — as well as domestic rail travel from Baltimore for those whose destination was elsewhere in the United States.

The arrangement between the railroad and shipping line grew out of long-standing trade relations between Bremen and Baltimore. It was facilitated by Baltimore businessman Albert Schumache, a German immigrant and son of a Bremen councilman, who served as a director of the B&O. Ultimately, the railroad developed similar arrangements with steamship lines from ports including Hamburg and Liverpool.

Despite the role played by private enterprise, the federal government was involved in processing immigrants destined for Baltimore. Customs and medical inspectors routinely examined those bound for these shores. However, whereas processing at Ellis Island may have seemed akin to being herded through an intimidating bureaucratic maze, people arriving in Baltimore were subjected to a less dehumanizing experience. Although approximately a million immigrants arrived at Locust Point, the manageable number disembarking at any given time made the experience seem far less daunting.

Furthermore, geography played a role, as the inspectors boarded vessels at the mouth of the Chesapeake Bay. Often they completed their on-board examinations by the time ships docked in Baltimore. Unless irregularities were discovered, this allowed most immigrants to proceed with their new lives in Baltimore or to board trains for other destinations. Even for the small percentage of those temporarily detained for further scrutiny, the experience may have seemed more an inconvenience than an imprisonment. There are stories of detainees passing the hours fishing from a pier at the facilities.

As the influx of foreigners continued to accelerate toward its peak in 1907, the 1868 immigration facilities became outmoded. Indeed, 2004 marks the centennial of the B&O's rebuilding and expansion of what the company would proudly bill as "the nation's largest immigration piers." Today, wood pilings that are the only remnants of the 1904 piers can be seen from the water along Locust Point's north shore.

The outbreak of World War I in 1914 effectively ended the "Great Wave" of immigration but not before continuing growth in Baltimore's trade finally prompted the federal government to take control of local immigration operations. A federal processing facility was constructed in 1913. The building, adjacent to Fort McHenry, is now occupied by the Naval Reserve Center. Ironically, it is unknown whether the facility ever actually welcomed a single immigrant. Perhaps further research will shed light on this and many of the other unknowns that still obscure Baltimore's rich immigration heritage.

Parker D. Pennington is senior project designer with Xibitz, Inc., a Baltimore exhibiting firm. He has been assisting the Immigration Project almost from its inception.

Remembering Brown '54

A three-day program beginning Thursday, April 29 will commemorate the Brown vs. Board Supreme Court decision 50 years ago finding segregated schools unconstitutional. Opening at 7 PM at Coppin State College, presider Dr. Cynthia Neverdon-Morton, a professor at Coppin and board member of the BCHS, will present Walter Leonard, former president of Fisk University, on the theme of Placing Brown in a National Perspective. A reception will follow at 7:45, sponsored by BCHS.

On April 30 at 9 AM, Congresswoman Eleanor Holmes Norton will offer the keynote address. A panel will follow on the historical and legal perspectives and the lunch speaker will be Chinh Quang Le of the NAACP. Personal accounts will be heard at 3:30, with dinner at 5:30 at the Maryland Historical Society. Author Juan Williams will discuss his *Thurgood Marshal: American Revolutionary* at 7:30.

Morning panel discussions at Coppin on May 1 will be followed by a lunch address by Associate Provost Alvin Thornton of Howard University and chair of the state Education Commission bearing his name. The closing address, taking place at 2:30 PM, is "Don't Shout Too Soon," on the status of desegregation in Maryland. Morgan State University and the University of Maryland Law School are sponsors with Coppin of the symposium.

For more information, and to register, visit www.coppin.edu.

baltimoresun.com/maryland THE SUN SECTION B

MARYLAND

WEDNESDAY, MAY 19, 2004

Judge orders razing in Fells Point halted

[*Building, from Page 1s*]

dered a halt to the dairy's demolition yesterday, four days after it started. Judge Stuart R. Berger ruled that city officials must hold an administrative hearing so preservationists can challenge the razing.

In granting a temporary restraining order, Berger pointed to a section of the city building code that says such hearings "must be held within a reasonable time."

"It's not discretionary, it's mandatory," Berger said. A city lawyer said no hearing had been scheduled because of a staffing shortage but promised one would be held within a week.

Berger's decision puts off for another time the larger question of whether the former dairy will stay or go. And the fate of this one building is wrapped up in an even bigger issue of old vs. new.

Despite the growing popularity of restoring old buildings, and the tax policies to encourage it, preservationists worry whenever one is about to be scrapped.

That's true for the Wills Dairy, which is not especially old for Fells Point and its collection of 18th- and 19th-century buildings. Even its defenders concede it is not the loveliest edifice around, especially with those modern garage doors.

"Would it strike most people as a beautiful building? No," said Ellen von Karajan, executive director of the Society for the Preservation of Federal Hill and Fells Point Inc.

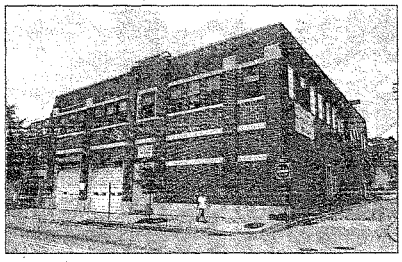
"But it's idiosyncratic. It's an early-20th-century industrial building that definitely contributes to the historic ambience of Fells Point."

John C. Murphy, lawyer for the society and two area property owners, told Berger the building was deemed a "contributing structure" when the National Register of Historic Places named Fells Point a historic district.

Denise Whitman, another plaintiff, called it emblematic of Baltimore's rich immigrant experience. Julius Wills, it is said, came to the city from Germany in 1897 as a fisherman. Over time he built a thriving dairy business that delivered milk, and jobs, to working-class Fells Point. "This is a tribute to a man's life," Whitman said after the hearing. "This is his immigration story."

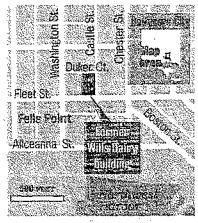
She and others want Ruppert Homes or another developer to convert the warehouse — vacant since a wholesale florist left years ago — into funky loft apartments, as has happened elsewhere in Fells Point, Canton and Federal Hill.

But lawyer Richard J. Magid, who represents a Ruppert company that bought the site 1½ years ago, said preservation is not an option.



KIM HAIRSTON : SUN STAFF

Preservationists want the former Wills Dairy on Fleet Street to be saved. A hearing is expected to be held within a week.



SUN STAFF

"It's not economically feasible to do it," he told Berger.

Nor, Magid said, should the building be protected merely because it was considered a "contributing structure."

"Every building in Fells Point, they would argue, is a contributing structure," he said, referring to preservationists.

For the Wills Dairy, Berger's emergency order nearly came too late. The roof has been lopped off the oldest part, the rowhouse.

Berger granted permission yesterday for Ruppert Homes to do some additional demolition to stabilize that building.

The city issued Ruppert demolition permits April 13, and opponents filed an appeal with the city the same day. But a hearing was never held. That will occur within a week, said city lawyer Sandra R. Gutman.

Jim Malecki did not know anything was afoot with the dairy until recently. After returning from World War II, he moved onto the same block as the dairy and for years ran the Blue Channel tavern across the street. He has lived on the block for 60 years.

"We still have a good neighborhood," he said. "But it's not like it used to be when you had your own people, your friends. I'm the only one that's left."

Judge orders halt to razing of old dairy in Fells Point

Hearing due before plans for housing may proceed

By SCOTT CALVERT
SUN STAFF

As a boy walking to St. Stanislaus School in the 1930s, Jim Malecki knew the best spot for a 5-trek treat. He'd stop by the Wills Dairy in Fells Point for a scoop of ice cream, a rarity in the days when few houses had freezers.

Malecki, 81, is still in the old neighborhood. But all that's left of the dairy is its shell — a 1920s Art Deco building on Fleet Street and a small adjacent rowhouse. It only bustles when rats and homeless people sneak into the vacant space.

Now the dairy is on the verge of being razed to make way for 11 new townhouses, hardly a rarity in these days of waterfront gentrification.

Malecki isn't sentimental, though. "I think the best way to do it is just tear the thing down," he said yesterday at his Formstone rowhouse.

Tear it down they may — but not yet.

A Baltimore Circuit Court judge or- [*See Building, 2a*]

Mr. SOUDER. Thank you very much.

Dr. Wilson.

Ms. WILSON. Mr. Chairman, I want to thank you for the invitation to address the subcommittee today on the subject of the historic preservation of America's immigrant heritage. It's my pleasure to tell you just a little bit about what we're doing in Philadelphia and some of the challenges of that work and of preserving immigration history generally.

Just a kind of mini-crash course on Philadelphia history, it is a kind of microcosm of American diversity, three centuries of immigration encompassed in the story of one region. From the beginning of William Penn's holy experiment to the present, we've seen a large number and a great diversity of settlement to the area. William Penn encouraged immigration from all over Europe and especially with regard to German immigration in the 18th century, the first German settlement in America is located in northwest Philadelphia.

Throughout the 19th century, Philadelphia remained an economic center and an immigrant destination, although the port was maybe third or fourth, depending on what period you're looking at, compared to places like New York. A lot of immigrants who came through Ellis Island actually eventually settled in Philadelphia and in Pennsylvania. Irish immigrants came in large numbers after the 1830's and through the famine years. By the 1870's, Philadelphia was known as the workshop of the world. That workshop was staffed and fueled by an influx of immigrant and migrant labor, Italians, Poles, Greeks, Eastern European Jews, Slovaks, Russians and others, as well as Black migrant labor from the South. Philadelphia's Chinatown got its start also in the 1870's, when laborers were recruited from the west to work in laundries in New Jersey and Philadelphia.

As you know, immigration slowed as it did across the country after 1924. Legislation imposed quotas on new arrivals. Philadelphia during that time witnessed renewed migration from the South, from the African-American South, and immigration was revived again in the post-World War II period, with migration from Puerto Rico and an expanded Chinese community. Nineteen sixty-five was a major turning point when immigration restrictions were removed, and African, Asian, and Latin American immigrants came in large numbers for the first time.

Immigrant communities formed in Philadelphia after this change are Koreans, South Asians, Southeast Asian refugees from Cambodia, Vietnam and Laos, and Africans as well as Latino immigration and migration which continued unabated during this period, and now incorporates a new diversity in the Latino community with the settlement of Dominicans, Mexicans, Colombians, Peruvians, Venezuelans, Hondurans, Guatemalans and others.

Well, where does the Historical Society fit into all of this? It's a very old historical society. We've been around since 1824. But especially since our merger with the Balch Institute for Ethnic Studies 2 years ago, we are very committed to preserving and exploring the origins, diversity and development of Philadelphia, Pennsylvania and the Nation. We've refined our strategic plan somewhat. We are not necessarily focusing on the general public per se, but we want

to serve as an important resource for researchers, including genealogists, educators, historic site interpreters, historic preservationists and what we call community history groups, interested people in local communities who are interested in preserving and representing their own histories.

We do this through conservation and preservation of documents and graphics and providing access, of course, to those materials. We don't maintain a museum or historic site, but seek through those resources to be an important resource for the interpretation of such sites.

Since 1997, the Balch Institute for Ethnic Studies, which as I said is now part of HSP, has been specifically involved in documenting the most recent histories of immigration to the Philadelphia area. To date, we have worked with South Asian, Arab, African, Latino and Chinese communities, and we have plans to work with Korean and Southeast Asian communities in the coming few years. Our goal in these projects has been to build our institutional knowledge base as well as our archival collections through the documentation of immigrant life.

In each case, we work closely with the community, we spend a couple of years doing ethnographic field work with that community. We document community life through photographs, oral history interviews, field notes, and we collect a lot of ephemera, flyers, broadsides, newsletters, stuff that gets generated in the community that ultimately does document the activities of that community. We take a lot of photographs and interview community residents. Invariably, we uncover much more interesting stories than we have resources to document in detail, because this is of course all based on limited foundation and other grant money.

We encourage the community members to considering donating their papers to the archives at some point. We have seen some donations of this sort, but we hope there will be much more in the future. These materials will provide valuable resources to future historians and others seeking to understand the experiences of immigrants and the enormous changes that our society and culture has seen in the late 20th century and beyond. They join our already rich archival collection, which documents and represents earlier waves of European immigration. We have an unrivaled collection of ethnic newspapers, for instance, as well as papers, photographs and graphics which represent over 80 ethnic groups. This is in the Balch Institute collection.

We've also found that many times the histories we uncover throughout ethnographic and archival work with recent immigrant communities reveal much longer histories of global presence in our locality. Researching the recent history of Latinos, for instance, we discovered that the history of the Latino presence in Philadelphia dates back to the 18th century. Philadelphia's trade with Cuba, the Latin American revolutionaries lived in exile in Philadelphia, as well as New York. But we were more interested in Philadelphia for our purposes.

And we also found evidence that Mexican braceros had worked on the Pennsylvania Railroad during World War II. This history wasn't known by us at the Historical Society, and it wasn't known by the community. They were very excited to learn about that. So

Philadelphia is a lot more diverse historically than even we knew. These histories become very important in validating, especially for recent arrivals who want to see themselves as part of the American story.

Our experience suggests that it is absolutely critical to involve immigrant community organizations, businesses and residents in the inclusive documentation and interpretation of the site or story in their own voices and from their own perspectives, especially because the histories of such communities often suffer, either historically or in the present day, from negative stereotyping or from what we would say is the kind of fragmentation of the historical record. There's just sometimes not that much there.

So in our projects, we want to work closely with communities, so they have a hand in drafting the research that we do and also the interpretation that we generate. We do all this work in a context in which the colonial founding narrative dominates most of the preservation and interpretation activities in Philadelphia, and where there are missed opportunities and numerous challenges for this work.

Currently a lot of immigration history, even in a city as historical as Philadelphia, often languishes unpreserved or under-interpreted. A lot of historic structures have been restored. You mentioned Gloria Dei Church, which of course is very important, and other churches have been restored. There are a lot of historical markers all over the place.

But there's a couple of problems with this. One is that historical marker programs don't always include sites that are of particular interest for immigration history which may not be of statewide or national significance, because they are just part and parcel of the everyday life of working people. In some cases, structures have disappeared entirely. So the historic landscape is very fragmented. Even where there are markers, markers don't necessarily ensure that there is preservation. So we need to preserve the structures, as well as the stories, images and documents of these communities.

Also I want to point out that historically, immigrants, and even now, often inhabit urban worlds that have not been thought worthy of or fit for preservation. These neighborhoods often change, particularly in large cities like Philadelphia. They can become blighted or subsequently gentrified. Previous generations of residents can be pushed out, which we saw historically with the Latino community in Philadelphia. Its original site of settlement, there's a historic church there, but most of the neighborhood now is gone as a Puerto Rican neighborhood. It's been gentrified as the "art museum" area.

And also in these communities, informal networks, oral tradition are often very important. So we like to do oral history. Because a lot of this stuff only survives in people's personal memories or in their family stories. Finally, some of these communities suffer from a lack of resources that make historic preservation difficult. I mentioned North Philadelphia in my statement. This is an area of the city which was an industrial powerhouse in the 19th century, a lot of African-American laborers lived there. A lot of immigrant laborers lived there. And now the famous Philadelphia row houses are decaying, the factories are abandoned. This area is adjacent to an early 19th century immigrant neighborhood which is likewise adja-

cent to a former immigration station, which is now a Dave and Busters.

So there's a kind of a sense that you could create a kind of heritage trail of immigration in some of these neighborhoods. But the infrastructure just isn't there. And the people who live there don't necessarily have the resources to generate this themselves. Also in some cases, the people who live in these neighborhoods are not the same ethnic group or the same group that lived there 200 years ago. So I think we also want to be aware of what's getting preserved, for whom, whose story is being told and what is the impact on existing residents.

I've gone way over my time, so I thank you for your patience and for your interest in this important topic, and I look forward to your questions.

[The prepared statement of Ms. Wilson follows:]

Kathryn E. Wilson, PhD
Director of Education and Interpretation
The Historical Society of Pennsylvania, with The Balch Institute for Ethnic Studies
Philadelphia, PA

Statement before the U.S. House of Representatives
Subcommittee on Criminal Justice, Drug Policy, and Human Resources
"Historic Preservation of the Peopling of America"
May 20, 2004

Mr. Chairman and distinguished committee members, thank you for the invitation to address the subcommittee today on the subject of the historic preservation of America's rich immigrant heritage. I am here to tell you a little bit about some of the efforts we have been making in Philadelphia to preserve and present our area's ethnic and immigrant past, and some of the challenges of that work.

Background

Philadelphia is undeniably the history capital of the United States, and tourists flock there annually to drink in the sites and stories of our nation's founding: Independence Hall, Carpenter's Hall, Elfreth's Alley, the Liberty Bell, and now the National Constitution Center, among other attractions. As such, the colonial era dominates much of the historic preservation and presentation activities in the region.

But other histories are also embodied in our city's neighborhoods outside the famous historic mile, a fact that the historic interpretation and preservation community in Philadelphia has begun to recognize and address. Heritage Philadelphia, a program of the Pew Charitable Trusts, is exploring strategies for strengthening the infrastructure of historic interpretation in the five-county region, developing an interpretive frame focused on the "Four Foundings" from colonial beginnings, to revolution, to civil war, and finally civil rights. A newly-formed Civil War Consortium is exploring interpretations of Philadelphia during that period. The Preservation Alliance has turned its attention to preserving houses of worship ("sacred spaces") and twentieth century structures. Multicultural tours sponsored by the Greater Philadelphia Tourism Marketing Corporation explore contemporary neighborhoods but do not, on the whole, delve into their histories. Ethnic museums large and small present the histories and cultures of their specific communities. All these efforts encourage visitors to move "beyond the Bell" to explore other parts of our city's heritage. But all do not preserve or interpret our immigrant and ethnic history per se.

This history is a richly layered microcosm of American immigration: three centuries of diversity encompassed in the story of one region. While New York is considered the immigrant city par excellence, Philadelphia possesses a rich and representative immigrant history as well, perhaps more representative of the experience of many other American cities outside of the big immigrant destinations such as Los Angeles and New York. And Pennsylvania's early history is the most diverse in the nation. From its founding in 1682, Philadelphia has been both an immigrant port and a city of immigrants. Swedes, English were the first settlers in the 17th century, establishing settlements along the Delaware River and trading with the Native American Lenni Lenape. William Penn's "Holy Experiment" encouraged a wide range of immigrants from all over Europe, welcoming Quaker dissenters and German pietists fleeing religious persecution. Soon, Germans made up 1/3rd of the commonwealth's population. Germantown, the first German settlement in America, is part of a present-day northwest section of the city.

Philadelphia was the major American port throughout the 18th century and early 19th century and the city was characterized by a great degree of cosmopolitanism, with international residents from France, Spain, and Poland joining English, Welsh, and German settlers, African slaves, and Native American emissaries. Foreign merchants, immigrants, exiles, diplomats, and statesmen all passed through Philadelphia and participated in the political and literary culture of the city.

Even as Philadelphia declined as the primary port (ceding this distinction to New York) after the mid 19th century, it remained an economic center and an immigrant destination. Germans arrived and, as skilled craftsmen, worked in cottage industries in Northern Liberties and Kensington in the early 1900s. Irish immigrants came in large numbers after the 1830s and through the Famine years of 1846-7, to work building canals, railroads, and streets or to labor as domestic servants, handloom weavers, or other unskilled workers. While anti-Irish sentiment was a national phenomenon, it was concentrated in cities like Philadelphia where many Irish had settled. In 1844, nativist riots targeted Irish neighborhoods in Philadelphia and mobs attacked several Catholic churches in Irish neighborhoods, burning one, St. Augustine's, to the ground. A year later, the Native American Party was formed by the "Know-Nothings" in New York, and the group held their first convention in Philadelphia.

The diversity of the cosmopolitan capital evolved into the diversity of the industrial city. What had been a mercantile city of about 30,000 during the Revolutionary War grew into a leading industrial metropolis of over 400,000 people by 1850, three out of ten of who were foreign-born. German and Irish immigrants accounted for more than three-quarters of that total.

By the mid 1870s Philadelphia's economy was firmly based on major enterprises in the textile, metal products, machine goods, printing and chemical industries. At the turn of the century Philadelphia led the nation in such diverse industries as the production of locomotives, streetcars, saws, hosiery, hats, leather goods, and cigars, while it ranked second in the manufacture of drugs and chemicals and in the refining of sugar and petroleum. The city was known as "the workshop of the world," and these industries were fueled by an influx of immigrant labor.

To accommodate the influx, The American Line, founded with support from the Pennsylvania Railroad, opened the city's first immigrant station at a railroad-owned pier at the foot of Washington Avenue in South Philadelphia in the 1880s. Between 1910 and 1914, at the height of

immigration from southern and eastern Europe, Philadelphia was the third most important immigrant port in the country. Italians, Poles, Greeks, Eastern European Jews, Slovaks, Russians, and others arrived to take up labor in factories and sweatshops. Many immigrants passed initially through Philadelphia's port, fanning out to work in the mining and steel industries in other parts of the state. Others – mostly Irish, Italian, and Eastern European – settled in the South Philadelphia neighborhoods adjacent to the docks, Philadelphia's "Lower East Side." Part of this area is now known colloquially as the Italian Market area, the site of the only remaining open air market in the city, and now also is home to Mexican, Cambodian, and Vietnamese businesses. Another historically immigrant neighborhood is Northern Liberties, north of Center City, which was home first to German and Irish workers, then Slovak, Russian, Jewish, and Polish communities, and now Latinos. Philadelphia's Chinatown got its start in the 1870s, when laborers were recruited from the west to work in laundries in Philadelphia and New Jersey. By 1930 immigrants and their children accounted for almost a million Philadelphians. Overall, the city's population had grown from 847,170 to 1,950,961 in the half century between 1880 and 1930, and much of this growth was due to immigration.

Immigration slowed after the 1924 legislation imposing quotas on new arrivals, but revived again in the post-World War II period. Puerto Rican migrants arrived on work programs and stayed to form a stable community. The Chinese population grew after the war, as Chinese-American servicemen, now U.S. citizens, married or brought wives from China, leading to the growth of family and community life in Chinatown.1965 was a major turning point when immigration restrictions were removed and African, Asian, and Latin American immigrants came to the United States, and to Philadelphia, in large numbers for the first time. Koreans arrived throughout the 1970s and 80s, forming a visible enclave in Olney (a north Philadelphia neighborhood) and significantly expanding entrepreneurial and small business activity in the city. South Asians became a visible presence both in business and a variety of professions, most of them arriving since 1965. Southeast Asian refugees from Cambodia, Vietnam and Laos were resettled in the city during the 1970s. Many Africans have settled in the city since the 1980 Refugee Act, and the African immigrant population numbers now over 55,000. Latino immigration and migration continues, making Latinos the fastest growing ethnic group in the region, as they are in the nation at large. Since the 1980s, the region's Latino communities have incorporated new diversity with the settlement of Dominicans, Mexicans, Columbians, Peruvians, Venezuelans, Salvadorans, Guatemalans, and others.

Historical Society of Pennsylvania Activities

The Historical Society of Pennsylvania preserves and explores the origins, diversity, and development of Philadelphia, Pennsylvania, and the nation, as one of the great repositories of United States history. The Society serves as an important resource for educators, site interpreters, historic preservationists, and communities in the preservation and interpretation of history. Our historic preservation activities include the conserving of and providing access to a wide range of historic documents and graphics. We do not maintain a museum or historic sites, but seek to be, through our collections and research, an invaluable resource for the interpretation of such sites. We support the work of historians and other scholars who work to generate new and more inclusive histories of our region. An essay published in a recent issue of our journal, the

Pennsylvania Museum of History and Biography, for example, catalyzed community engagement and discussion with the National Park Service on the interpretation and the new Liberty Bell site and now, the historic President's House. Publications and programs also serve as a vital source for the creative teaching of history.

The Balch Institute for Ethnic Studies, now part of The Historical Society, had as its mission to document and interpret the immigrant and ethnic experience of the United States. Since its beginning in 1976, the Institute accumulated an archival collection which includes an unrivalled ethnic newspaper collection, documents and photographs from fraternal societies and other immigrant organizations, and other papers, photographs, and graphics representing over 80 ethnic groups. This collection is now integrated into the archival holdings of The Historical Society.

Since 1997, the Balch Institute for Ethnic Studies, now The Historical Society of Pennsylvania, has been actively involved in documenting the most recent histories of immigration to the Philadelphia area. To date, we have worked with South Asian, Arab, African, Latino, and Chinese communities, with plans to work with Korean and Southeast Asian communities in the coming few years. Our goal in these projects has been to build our institutional knowledge base, as well as our archival collections, through the documentation of immigrant community life. In each case, we spend 1-2 years doing ethnographic fieldwork in local communities, documenting community life through photography, field notes, oral histories, and the collection of ephemera. We take literally thousands of photographs, and interview community residents about their histories and experiences. Invariably, we uncover many more interesting stories than we have resources to document in detail. We also encourage community members to consider donating their family or organizational papers to the archives at some point in the future, and some do. All these materials will provide valuable resources to future historians and others seeking to understand the experiences of immigrants and the enormous changes in our society and culture in the late 20th century and beyond. The materials join our already rich archival collection documenting and representing earlier waves of immigration. They also form the basis of interpretive products such as exhibits, publications, educational resources, and programs that seek to educate the public about these communities.

Many times, the histories we uncover through both our ethnographic and archival work with recent immigrant communities reveal deeper, longer histories of global presences in our locality. Thus, in researching the recent history and diversity of Latinos, for example, we uncovered histories of Mexican *braceros* that worked on the Pennsylvania Railroad during World War II, Latin American revolutionaries who lived in exile in the early 19th century, and Cuban immigrants who fought for Cuban's independence while working in Philadelphia cigar factories at the turn of the nineteenth century. South Asians harken back to early trade between Philadelphia and India; Arabs note the presence of a Lebanese community here in the late 19th century. Philadelphia is thus even more diverse historically than we may have originally understood, and these histories are important and validating for more recent arrivals who wish to see themselves as part of the American story.

Although we do not maintain a museum program, we are devising creative strategies for presenting the material we collect and preserve. We create traveling exhibits, publications, and

curricular supplements for educators. Currently, we are embarking on a collaborative effort with the Philadelphia Mural Arts Program to document immigrant community histories through photography and oral history and then present these histories through the creation of neighborhood murals. All these activities likewise increase immigrant communities' cultural access to and participation in the city's cultural and historical activities.

Our experience suggests that it is absolutely critical to involve immigrant community organizations, businesses, and residents in the inclusive documentation and interpretation of a site or story. Particularly because the histories and identities of such communities often suffer from negative stereotyping or from the narrative fragmentation of an incomplete historical record, it is important to capture and interpret such histories from an ethnic/immigrant community perspective – in their own voices and from their point of view. In our projects, we work closely with a committee of community advisors who guide our research, help us decide what to document, and shape how what is documented is presented to the public. This process allows them to play an active role in shaping their own histories, and likewise stimulates interest in history within the community that may foster greater historic preservation down the road.

Challenges

Numerous challenges face the historic preservation of our immigrant and ethnic past. Currently, these immigrant histories languish largely unpreserved and uninterpreted -- or at the very least, underinterpreted. Many ethnic and immigrant communities remain outside the process of interpreting their own histories. In some cases, ethnic community organizations have undertaken oral history or other community documentation projects, but the results of these projects often are underexposed or improperly preserved after the project has ended. Some of the older historic structures, especially churches, have been restored, such as Old First Reformed Church, the remaining presence of the German Reformed community that thrived in Old City Philadelphia during the colonial and post-Revolutionary period. But later 19th and 20th century historic structures have not. In some cases they have disappeared entirely.

Historic marker programs often don't include sites of interest for immigration history, which can lead to a fragmented historical landscape and incomplete sense of the historical immigrant experience. In the Italian neighborhood of South Philadelphia, for example, Saint Mary Magdalene de Pazzi Church sports a state marker as the first Italian parish, formed in 1852. But other sites, such as Palumbo's, a popular neighborhood supper-club and immigrant way-station throughout much of the 20th century, is marked by a non-official plaque put up by a local resident, and the building is gone, destroyed by fire. Likewise, there is no central means of interpreting the history of Philadelphia's Italian community outside of a few independently-run individual tours. These efforts, while important, do not amount to an effective interface and infrastructure for visitors that would tell a unified and accessible story of Italians in Philadelphia and the life they made here. And they do not work to preserve the structures, stories, images, and documents of this community for future generations.

Historically immigrants often have inhabited urban worlds that are not thought worthy of or fit for preservation. The Lower East Side Tenement Museum in New York City is a major exception to this pattern. Immigrant neighborhoods often change, sometimes become blighted, or

are subsequently gentrified, pushing previous generations of residents out. The first Latino neighborhood in Philadelphia has largely evaporated in the face of gentrification, although a historic church still remains. Philadelphia's 19th century Jewish neighborhood gradually gave way to desertion and then gentrification, its vestiges seen in a corner deli, a handful of fabric shops (remnants of the old garment district), and a scattering of buildings with a Star of David carved into the stone above the door to remind us that they were once corner *shul,* and that Philadelphia once was home to one of the largest Jewish communities in the country. The Vine Street immigration station is now a "Dave and Busters," and the Washington Avenue station is gone entirely, replaced by a Coast Guard office. Yet these two sites are critical for understanding Philadelphia as an immigrant port historically, and for understanding how the two adjacent neighborhoods became home to successive waves of German, Irish, Slovak, Italian. Polish, and Jewish immigrants.

Often, the most important sites, documents, and images related to immigrant history have disappeared from lack of preservation. Many domestic structures in Philadelphia's Chinatown, for instance, were demolished as part of urban renewal efforts in the 1960s and 70s, and a now-historic church narrowly escaped destruction because of residents' activism. In communities where informal networks and orally exchanged information historically predominated and perhaps still predominate, many important aspects of everyday life historically survive only in personal memories.

Likewise, some immigrant and ethnic communities suffer from a current lack of resources and this lack impacts their ability to engage in historic preservation activities. Consider post-industrial North Philadelphia, once a workshop of world, its factories surrounded by streets lined with modest workers' rowhomes. The factories are now abandoned and the brick rowhouses, once a hallmark of Philadelphia life, are sinking, decaying, or being demolished in anti-blight initiatives. Services to this community are focused on economic revitalization, anti-drug activity, social services, and safe streets, not historic preservation. Thus, preservation is tied to other issues of economic and community development. Communities need the means to preserve their pasts, means that many immigrant communities don't have or can't spare because they are busy trying to survive and thrive in this new country. Many of these communities might welcome the restoration, renovation, and resources that historic preservation would bring to their neighborhoods, but in terms of heritage tourism, they are not yet visitor-ready.

In these contexts, rigorous interpretation, mediation, and an inclusion of community institutions are required for the effort to be successful, particularly for the histories of neighborhoods now considered "dangerous" or maginalized. Since many historically ethnic/immigrant neighborhoods are now home to new populations of immigrants, or others, who also leave their mark on the urban landscape, we do have to ask: What gets preserved, and for whom? And with what impact on existing residents? Community participation and buy-in to the historic project are critical to success.

These days, historians painstakingly search the historical record to reconstruct, through documents and other artifacts, the life of 18th and 19th century immigrants. We need to look at our existing world with a new eye toward the future of its history. The first laundry of 1870s Chinatown is long lost. Don't we wish we could have saved it somehow? Or a picture of it? Or

its business records? Or something? The corner *bodega* may not seem of historic significance now, but its décor and architecture, the products it offers for sale, and the social and economic interactions it fosters are and will be critical to understanding the culture, social life, and commercial exchanges of the Latino barrio in the late 20th century.

There are thousands of stories and sites out there waiting to be documented and preserved, all of which can help us understand the rich and vibrant history that is the "peopling of America."

Mr. SOUDER. One of the discussions we've had with our legislation is that it's hard to get your arms around how to tackle something, particularly from the Federal level. I'm more convinced of that than when I started. So I don't know whether I've advanced my encouragement or my discouragement.

But let me start with a couple of basic questions. Because in your testimony, you've kind of expounded on a number of these, so let me start with Angel Island first, going back to that. I talked to Congresswoman Woolsey on the subway as we were going over to vote, and I told her I'd go on her bill. But one of the fundamental questions, because of the Federal guidelines as far as how much we're allowed to put into a given project, because it's not Federal, because when we take the Federal tax dollars and put it into a State controlled park, usually you have to have some sort of either a joint operating agreement or a part of that park. In the Indiana Dunes National Lakeshore, a portion of it is a State park, the U.S. park is around it. That way there's Federal money invested, but in addition, there's State money. And where the main beach and the beach house is, where there's revenue to be generated, the State has that portion. They didn't want to have that become part of the Federal park, because it was a revenue generator.

I know when the peopling bill first came up, ironically, I think the Angel Island both became an advantage and a stumbling block with this bill, much like I was doing one on the northwest territory in the Great Lakes area, and Mackinaw Island decided, the State of Michigan was afraid we were trying to seize Mackinaw Island for the Federal Government, when the bottom line is, because it used to be a national park, they turned it over to the State. It's like, we really don't need more things if the State wants to run something.

But in the case of Angel Island, I think Senator Akaka realized that was a site that was very important as well. And it focused, and California immediately became concerned that we were trying to take over Angel Island from the State park system. Now, bluntly put, California hasn't exactly invested much money in maintaining these buildings. That's why they became on the endangered list. You said you have a bond out there now for $15 million, and you have a plan to do that. In your opinion, are they continuing to deteriorate, will the deterioration continue at such a rate that they're going to fall down before the project gets done, can the State do that alone, or is the State, and your group in particular, as a private sector foundation, are you open to working some kind of partnership with the Federal Government?

Ms. TOY. We are very open to doing that. In fact, with Angel Island, with our Foundation, with California State Parks and the National Park Service, had signed a three-party agreement that we understand to be very unusual in that it included a State entity, a Federal entity, and a nonprofit foundation, and that was to do the original preservation studies for Angel Island, and there were both Federal, State and private funds involved in that. And State parks and the National Park Service I'm sure, as you know, have cooperated quite often, particularly in northern California, with Redwoods Park, with Muir Woods and Mount Tam, with a number of sites in the Golden Gate National Recreation Area. And we work

very closely with the GGNRA, superintendent Brian O'Neill out there and so forth.

So I think the interest in everyone is to see the site preserved and know that it is of value to everyone involved, whether it would actually be Federal or State owned property. But there definitely I think is an intention and willingness by all parties, and while I can't speak for the California State Parks or the National Park Service, certainly in our work together that has been well articulated.

Mr. SOUDER. If the Federal Government portion was invested in a major building or say, two or three buildings where the Federal Government took over the rehab, or a visitor center, which is less likely, because those are often cooperative, or even like in Philadelphia, where you have multiple cooperative things there on the mall, do you think there would be resistance from your foundation or from the State if the Federal Government operated those buildings within a State park? I don't know what the rules are.

Ms. TOY. Not from our foundation. And I certainly can't speak for California State Parks, but I do know that the director of State Parks will be speaking to Mr. O'Neill about this issue very shortly, about how they can cooperate together and under what arrangement. I know that the willingness is there to look for creative ways in which all of this can be done.

Mr. SOUDER. Because this is a compelling national site that cannot be lost. In other words, we can debate about relative things and one of the most difficult things is to make these judgments about what's a national story, what's a regional story, what's a State story, what's a local story. Sometimes what's a local story, if it's a non-powerful group that has no other means to jump to a national level, you pick that not because it is nationally significant, but because it represents a type that's national significance.

In other words, we may say Fell's Point may not be more significant than any other neighborhood of this type or group, but we don't have anything in our national perspective where you can go and see an example like that. It could be a slave quarters at some area where you decide to interpret that. It could be interpreted at any 1 of 100 sites, but you say, look, in the national system we need one like this, not that this is particularly unique, it's more emblematic. You don't preserve every one.

Part of the problem, I'm on the Indiana landmarks board, is when you say we're going to save every bridge, pretty soon you save no bridges because you're trying to save every bridge, and then you lose credibility with the general public that says, we're not going to save every bridge. And how to balance that, because every group thinks their thing is the most important, and pick that as one of the things I would like your input as we move forth.

But clearly, Angel Island is undisputed. So finding a way to do that, I know that Brian O'Neal is very familiar with Boston Island. But you might look at that, which is the worst example in the park system as a park, because the Federal Government doesn't own any land, yet it's called the Boston Islands National Park Area. So it's the most confusing thing, and Brian was running as a consultant to them, because they were a mess trying to figure out how to do it. He's had a lot of success at Golden Gate.

But I think in order to move a bill and to get more attention on it, we can continue to try to get attention on Angel Island. But so many dollars have been poured into Golden Gate that there are actual limitations in some appropriations bills. In the Resources Committee, some of them go purple every time it comes up over in the Parks Committee. Nevertheless, somehow this got left out when we were doing the Presidio, which was really the costly money pit. Do you know the Presidio?

Ms. TOY. Our office is in there.

Mr. SOUDER. Golden Gate has 8 percent of all the historic structures in the entire National Park Service, 8 percent in one park. So it has been an incredible challenge, and yet here we are with Angel Island sitting there deteriorating.

Now, let me ask one other thing. As I understood from your testimony, it wasn't just Chinese who came through. All groups came. Was it the primary station on the west coast for all groups or just for Asian?

Ms. TOY. There were groups from all over the world who came to Angel Island Immigration Station. We see in the photographic records people from, we know there were 60,000 Japanese immigrants, including about 20,000 picture brides. And Korean immigrants, South Asian, mostly Punjabi Sikhs, Filipino immigrants, immigrants from Latin America, we have photographs of Italian immigrants there, Russian immigrants who came out across the Pacific, particularly after the Bolshevik Revolution. Even pictures of people who look to be East African. So really it was some place that was a destination for——

Mr. SOUDER. U.S. Government operated, not like what we're talking about at Fell's Point——

Ms. TOY. Correct.

Mr. SOUDER [continuing]. Where it was a private sector steamship operator.

Ms. TOY. No. It was operated by the U.S. Immigration Service and by the U.S. Public Health Service.

Mr. SOUDER. Was there a similar thing in Los Angeles and Seattle?

Ms. TOY. There was something down at San Pedro, I believe, and in San Diego. But certainly Angel Island was the largest. There was also some operation in Seattle.

Mr. SOUDER. OK.

Ms. TOY. The reason why it gets tied to Chinese exclusion is that was the reason it was built.

Mr. SOUDER. Right.

Ms. TOY. And those are the poems that are on the walls.

Mr. SOUDER. Yes. And because, what I was talking to Congresswoman Woolsey about is that it's partly on your watch, in the sense that she is the Congresswoman from that area, or were in Congress at this point, is that as Asian population increases in the United States, and let's take 50 years from now, you don't want them looking back and saying, who let them fall down? Now we would like to have that. That's the Ellis Island. Who let that fall down? Why wasn't that taken care of when we could take care of it?

And particularly when you see them merging large groups and you have clearly defined the most significant site, you kind of go, what's wrong here. And like you say, it's got a checkered history, but that's part of the history as well. And we've preserved some sites in California relative to all sorts of kind of abuse of Chinese citizen rights and others, Japanese citizens in particular, like in the gold mining areas and all sorts of things like that.

Mr. Cummings, do you have comments?

Mr. CUMMINGS. I'll be very brief. First of all, I want to thank you all for being here. I was watching your testimony in the room over here.

Ms. Von Karajan, I just want to ask you a few questions about the support that you've gotten from the Park Service, if any.

Ms. VON KARAJAN. To date, we've not received any. We've only really gone into a mode where we've been seeking funds over the course of the last year. We have had funds from the Maryland Heritage Area Authority. We have Fell's Point but not Locust Point. Fell's Point was just, its designation was just approved as a Chesapeake Bay Gateway, through that program, which is a National Park Service program, relatively new, only about 4 years old.

So we just submitted a grant to them last Friday to begin doing some work. But we've received none, but in fairness to the National Park Service, I'd have to say, nor have we solicited it, because we had to go about putting our program together, if you will, and that took some organizational time to do. When Ron Zimmerman first began this program, he saw it basically as a museum that he would put at Locust Point. That idea has expanded considerably in that the process of expanding that has meant that we really didn't go out and do a lot of fundraising until just this past year.

Mr. CUMMINGS. Do you anticipate that you will make requests of the Park Service? And do you see a way that they can help you?

Ms. VON KARAJAN. I definitely do. I definitely have high hopes for the Chesapeake Bay Gateway. It's a program that talks about the Chesapeake Bay, certainly if you came in in Baltimore you came through the Chesapeake Bay. I believe that we will benefit indirectly considerably from the trail that will be, I believe, we hope will be signed into effect this year for the Star Spangled Banner Trail, for the War of 1812 Bicentennial.

But at this particular moment there isn't really any one category that our program seems to fit into. In a sense, we're almost more comfortable with initiatives like We The People and the National Endowment for the Humanities. At this point in time, the National Park Service, there just hasn't been anything that fits what it is that we've been trying to do at the Park Service level that I'm aware of and that our group has been aware of. There may be things, but we just, if there are we've not known.

Mr. CUMMINGS. What about you, Ms. Wilson? Have you gotten a lot of assistance from the Park Service, if any?

Ms. WILSON. We don't get assistance from the Park Service, no. Although we are partnering with them, we hope, this fall on a symposium regarding the new President's House, which they're working on an interpretation of. I'd say traditionally in Philadelphia, the Park Service, Independence National Park itself has kind of been an animal unto itself and there hasn't necessarily been a

great deal of collaboration even, let alone support for other historical activities. And yet that park pretty much dominates the agenda of other historical activities in a lot of the city.

So we think this is some progress. I don't know if you know, but in Philadelphia in the last year or so, Independence National Park has come under a lot of fire for its interpretation of the new Liberty Bell site, and community groups, mostly African-American organizations in the city, organized and confronted Park Service people, much to their discomfort. It was kind of a fiery encounter. But they did get some concessions on having a narrative about slavery incorporated into that site.

So now we think it's at least a positive sign that the Park Service is interested in initiating the civic engagement discussion with these groups again over the interpretation of slavery at the President's House site. We will be a partner in that program. But that's been about the extent of it, quite frankly. I think in Philadelphia, too, I talk about the fragmentation of the historical landscape, you could talk about the fragmentation of the historical interpretive landscape as well. There's a lot of history organizations in Philadelphia. We don't always work together in the way we should.

Mr. SOUDER. If the gentleman will yield for a second.

Mr. CUMMINGS. Sure.

Mr. SOUDER. We have an unusual thing in Philadelphia, because on top of Independence National Park, they put the Constitution Center in, and overrode the normal process of funding that. So I worked with Congressman Pataki as we were trying to get a small amount in for the education institute that was supposed to go in between there for interpretation. And the Appropriations Committee had written in a clause that Philadelphia can receive no more money in historic preservation, because they had gotten so much disproportionate for a number of years, because the Constitutional Convention building got $10 million, $5 million in two straight appropriations bills, plus Independence Park. Philadelphia is a very historic city, but because of that, we may be able to do some more down the road.

But that's the type of thing that happens when you get one big project in, it becomes like Golden Gate over in San Francisco or like the Constitution Center, then Congressman Cummings' district and my district don't get anything, and then we try to balance that out a little through the appropriations process, too.

Mr. CUMMINGS. That's all I have. Thank you all very much.

Mr. SOUDER. I would appreciate if you all can do some additional brainstorming. Part of the problem is that each of you get very immersed, and we can't build even a national historic—if you lose your local properties and you lose the individual local stories, it's hard then to develop a larger story. All of a sudden something that looked not significant, when you get lots of the little pieces together or something that seems significant in one given era, 50 years later we decide, oh, this is what was significant about that era and then we don't have any of the documentation.

At the same time, being at the national level, we're looking most at things of national significance. But we need to watch the pieces as well. As we develop this bill, I've been trying to figure out, OK, how can we narrow the scope and what types of things we do. For

example, we need to find out, you referred to a parks program that you were applying to, Ms. Von Karajan.

Ms. VON KARAJAN. The Chesapeake Bay Gateways Network. It's only about 4 years old. It is a National Park Service program. You have to submit a nomination form to it. It's a very——

Mr. SOUDER. Is that an immigration in the Chesapeake area?

Ms. VON KARAJAN. No, I think it's actually an extraordinarily good program. They're looking at cultural, environmental, ecological.

Mr. SOUDER. Anything to do with the Chesapeake region?

Ms. VON KARAJAN. The bay is what organizes, it has sites in Maryland and Pennsylvania and Delaware, wherever the bay is. It includes, I think Fell's Point was designated as a district, Cape Charles, which is in 1812, is the only other historic district. But I think they have an Indian reservation and they have a number, they have some vessels like the Sultana, the Pride of Baltimore.

Mr. SOUDER. Well, it's important in working with the Parks, one of the things I've been trying to do is push them into thematic structures.

Ms. VON KARAJAN. Very good.

Mr. SOUDER. It's like the Chesapeake, like Lewis and Clark, like Underground Railroad, like Presidents, like the missions program. And there can be different things to do with it. But in looking at immigration, migration and settlement, one thing we could do, because one thing that you raised was, some sites aren't even marked. If we had a site identification program that just dealt with plaques, in other words, if you do the authorization at a certain level, you can have up to a minimal amount and have people submit into the Federal Government, that would be something we could include in a park and say, this has to deal with either an immigration, you'd have to make your submission based on either immigration, migration and significance, or uniqueness. That may be the other word to use, significance and/or uniqueness, or symbolism of a larger category.

We need to find out what NEH does on the We The People and stuff on basic research. Because some of it may be just trying to stimulate some basic research. Another part could be, and I wondered how you'd react to this, if the Federal Government said, these are our gaps in the immigration story, and we've looked through the register and we've looked through the landmarks and we've looked through our recreation areas, these are gaps we have. This group of people isn't being covered in proportion to the different sites. And in effect, did a grant announcement seeking, OK, who's got anything that meets the gaps in this category in immigration, this category in migration, this category of this, and had a certain percentage of their funding that gave a priority to that type of structure.

If you can, having worked at the field, what types of things could we do, understanding that it may or may not be something you're directly working with, but thinking now as somebody in that field, if we're trying to identify what's significant for American history, not our own personal interests, but what's significant for American history that it's there and included, how do we make sure that the next generation has identified and has a reflection of not just the

oddities or just the most extraordinary, but the actual diversity of the country.

And that's part of our challenge. It's not just minority views, it's majority and minority. But it's not just the majority, it's also the minority. It's emerging minorities before their sites are lost. And to me, this is a big challenge. We just need some people to help us think this through and how better to target. If you have any final comments.

Ms. WILSON. I would just observe that there's a huge industrial heritage in Pennsylvania. There are heritage areas that have been declared in other parts of the State, not Philadelphia, but the western part of the State, where there was a huge, immigration of course is a huge part of that story. I didn't see any Pennsylvania parks on the National Park Service list. But that's something I would think that's, there's already a huge groundswell at the local level.

Mr. SOUDER. Another possibility would be to have these things interpret inside existing sites and have a small grant program for somebody to develop, like in the oil heritage area region, or in Fort Wayne, what brought the Germans into our area were the railroads. I'm sure that was true a lot in Baltimore as well. But that's a good idea, inside the heritage areas, which is the fastest growing category.

Anything else?

Ms. TOY. I do know at Lowell, I think it has some other designation, but the designation, up at the Lowell site is quite interesting.

Mr. SOUDER. That's a national historic park. Actually it's called National Industrial Park.

Ms. TOY. Something like that. But the industrial heritage in the tide of immigration is certainly very closely linked. I think they do some fabulous programming up there.

I do say that I really support your efforts, particularly to look at the issue of having the Federal Government or the National Park Service or whatever the entity is take a proactive step into looking out there and identifying these gaps in our national story. It shouldn't be that groups like ours have to advocate for 20 years to make sure the site which was originally slated by California State Parks to be destroyed.

In fact, we had some Julia Morgan designed staff cottages be burned for the Robert Redford film, the Candidate. And that shouldn't be the case. We shouldn't have to fight this hard to have this kind of heritage preserved and to have at the national level, to have a Federal entity come down and say, you know, we value your history, it is important. That validation itself speaks volumes to our communities.

Mr. SOUDER. Well, thank you very much. Any additional comments you have will be appreciated.

With that, the hearing stands adjourned.

[Whereupon, at 5:25 p.m., the subcommittee was adjourned, to reconvene at the call of the Chair.]

[Additional information submitted for the hearing record follows:]

THE PRESERVATION SOCIETY

July 1, 2004

"Historic Preservation of the Peopling of America"

Written testimony for Committee on Government Reform,
Subcommittee on Criminal Justice, Drug Policy and Human Resources

Submitted by Ellen von Karajan
Executive Director, Society for the Preservation of Federal Hill and Fell's Point (The Preservation Society);
Baltimore Immigration Project, Board member

Responses to follow up questions submitted by Chairman Mark Souder

Please describe the Baltimore Immigration Project programs for which you have applied for a grant from the National Endowment for the Humanities "We the People" program. Would this grant fund scholarly research on your site, historic preservation of physical elements, community programs and/or other programs?

The program we submitted to the National Endowment for the Humanities (NEH) "We the People" program is entitled "Gateway to America: Recovering Baltimore's Immigration History". We submitted this request for funds because from the mid-nineteenth century through the beginning of the First World War, Baltimore was one of the largest ports of entry into the United States. For these new Americans from across northern and eastern Europe, it was Fort McHenry, rather than the Statue of Liberty, that welcomed them to their new home. Yet the history of the Locust Point, Fell's Point and Canton Immigration Stations in the 18th, 19th and even the 20th centuries has been largely neglected by scholars and remains virtually unknown even within the city of Baltimore itself.

To address this need, the Fell's Point Preservation Society has formed partnerships with the Baltimore Immigration Project, Johns Hopkins University, and the University of Baltimore in seeking NEH support to document and interpret the history of Baltimore's Immigration Stations as part of its "We the People" Historic Places Initiative.

The first stages of this work cannot move forward without research, publication and interpretation, and it is here that we look to NEH for support to:

- Research, document and interpret the history of the Locust Point, Fell's Point and Canton Immigration Stations and their significance within the larger context of American History, by bringing together a range of academic researchers, local historians, curators, design specialists, and community members from across the city of Baltimore. This interpretation would take the form of a preliminary exhibit in the Fell's Point Visitor Center, and would later serve as the basis for the exhibits in the proposed Immigration History Gateway sites proposed for Locust Point and Broadway Pier at Fell's Point.
- Identify documented key historical sites within the community, such as the German Immigration House and others, through physical markers and in the registry of historic places when appropriate, and in heritage walks and tours. Develop a walking/boat tour of

Baltimore's historic waterfront that explores and compares the experience of immigrants who came to Baltimore through Locust Point, Fell's Point and Canton from the late 18th through the early 20th centuries;

- Solicit gifts of additional papers, photographs and ephemera related to the experience of Baltimore immigrant communities from families within the city and across the country whose ancestors passed through the Port of Baltimore;
- Document the history of Locust Point's immigrant communities through an oral history initiative;
- Publish these findings in the form of an edited scholarly collection, orientation films, digital and physical multimedia exhibitions; and a website for popular use.

We do not look to the NEH for funds for historic preservation of physical elements per se, since the immigration stations themselves have not survived, but rather for funds for research, documentation and interpretation.

What prospects do you see for partnerships between the National Endowment for the Humanities and organizations involved in historic preservation, including private groups like yours and public agencies such as the National Park Service?

We have just received notification from the National Park Service Chesapeake Bay Gateway Network of conditional matching support for a small archeology-based interpretative exhibit on Baltimore immigration in the Fell's Point Visitor Center. The Chesapeake Bay Gateway has listed as one of its initiatives the peopling and settlement of the Chesapeake Bay watershed area. The Chesapeake Bay Gateway is also in a study phase to determine if the Chesapeake Bay watershed area might become a designated National Park, in which case there would be many opportunities to partner with other settlement and immigration sites in a coordinated way through the "Peopling and Settlement" initiative in this multi-state network.

Once our research initiatives are completed, we see the ability to partner with the Chesapeake Bay Gateway on a variety of interpretive programs. This program provides technical assistance as well as grant funds.

We also see the opportunity to deal more comprehensively with interpreting involuntary immigration through the National Park Service Underground Railroad Network to Freedom, through the Maryland Network to Freedom and the Network Partners program. This program has as its goal the preservation, commemoration and interpretation on Underground Railroad-related sites.

Though not National Park Service programs, the National Road and the Scenic By-Ways programs are other possible partners because they also fund documentation, require "corridor management studies" and because they frequently define important settlement paths, east to west and north and south.

In all of the above programs, the main emphasis, once again, would be on documentation and interpretation, and on way finding and marketing and making these sites easily accessible to the public.

For historic preservation of buildings and physical elements, there is the Save America's Treasure's program as a funding source, and there is a corresponding State program, as well as state matching funds for historic preservation and the Maryland Heritage Area Authority.

For historic preservation efforts, we see the need to partner more closely and effectively with local groups, especially the local preservation commission, as opposed to Federal programs. In Baltimore, we have just lost a site important to our German immigration history, the Will's home and Dairy buildings. Because of the gentrification of the waterfront in general, a public policy which is pro-development, and lack of awareness of the significance of many of our immigration related waterfront buildings, The Preservation Society and the Baltimore Immigration project will work closely with the Mayor's Office and the Baltimore City Commission for Historical and Architectural Preservation (CHAP) to identify a list of "landmark buildings" throughout the waterfront and to put them under CHAP's protection to protect them from development for "highest and best use" ---- whether or not we can secure the necessary signatures to become a CHAP district. This is especially important since most of the buildings that speak to our immigrant and settlement history are humble 18th, 19th and 20th century workingman's dwellings and businesses.

Additionally, the Preservation Society will work to become a local CHAP historic district since it protects buildings from demolition, whereas the National Register designation does not. Since we will need to seek the signatures required for CHAP designation, we will also begin the process of having the entire Fell' s Point Historic District declared a National Historic Landmark.

Responses to follow up questions submitted by Ranking Member Elijah E. Cummings

To what extent do your efforts intersect with National Park Service programs?

The extent to which our programs currently intersect with the National Park Service is defined above, and the emphasis is clearly on the Chesapeake Bay Gateway Network.

How, if at all, would you like to see the NPS become involved? (or more involved) in interpreting the story of Baltimore as a port of entry for immigrants and/or (b) helping descendants of immigrants who arrived in the U.S. trace their ancestry to their county/-ies of origin?

Certainly, a National Park Service program devoted to the Peopling of America on a national basis would be very helpful, especially if it incorporated elements such as those anticipated in the application instructions (OMB#1024-0232) for the National Underground Railroad Network to Freedom. Using the Network to Freedom as an example, there are a number of facilities and sites in Baltimore and Maryland that have already documented and interpreted their role in immigration history and this model would enable "networking" among them, and efficient promotion and marketing, as well as holding them accountable to certain quality standards. But if we were to apply this model to our work here at the Preservation Society or the Baltimore Immigration project, , we would not be able to complete the application or qualify as a site yet.

For those sites and organizations that are in the start-up stages, such as ours here in Baltimore, scholarly research and documentation are critical first steps. Using the Network to Freedom Application (OMB #1024-0232) for the National Underground Railroad once again as a model, we see that this program assumes for the most part that documentation has already been done. What is still needed is a program for funding for research for those sites that have not yet been able to document their immigration history – whether this is handled by NPS or NEH or another federal agency.

Beyond that, any technical assistance the NPS could provide (such as that made available to designated sites in the Chesapeake Bay Gateway Network) is of critical importance. Small, volunteer driven

organizations such as ours are in critical need of making every tax or donated dollar count in presenting high quality, people-engaging interpretive experiences for the public.

Credible genealogical databases that can be used by both the general public and by scholars are another critical need for helping descendants trace their ancestry. NPS or the National Archive program could assist with an international survey of what has already been documented in other countries and in beginning/or funding national or international databases for genealogical records based on passenger manifests from ships and railroads to help us understand immigration and settlement patterns.

For example, Bremerhaven in Germany is about to open a museum to celebrate its history as a major European port of debarkation in the 19th century. We are making a site visit this summer to see how comprehensive their database is, whether they are willing to share it, how it is structured, how accessible it is to the general public, etc. Several African sites have been interpreted, but we know little of their records. Because of slavery, African-American genealogy poses particular challenges, which will require considerable additional research both here and abroad beyond that which Ralph Clayton has already done for Baltimore.

United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, D.C. 20240

SEP - 2 2004

L58 (0120)

Honorable Mark E. Souder
Chairman, Subcommittee on Criminal Justice,
Drug Policy and Human Resources
Committee on Government Reform
House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

Enclosed are answers to follow-up questions from the hearing held by the Subcommittee on Criminal Justice, Drug Policy, and Human Resources on May 20, 2004, on the "Historic Preservation of the Peopling of America." These responses have been prepared by the National Park Service.

Thank you for giving us the opportunity to respond to you on this matter. We apologize for the delay in this response.

Sincerely,

for Jane M. Lyder
Legislative Counsel
Office of Legislative and
Congressional Affairs

Enclosure:

cc: Honorable Elijah E. Cummings
Ranking Member, Subcommittee on Criminal Justice, Drug Policy and Human Resources

Responses to Questions to the National Park Service
Following the Hearing on the "Historic Preservation of the Peopling of America"
On May 20, 2004
Subcommittee on Criminal Justice, Drug Policy and Human Resources
House Committee on Government Reform

Submitted by Chairman Mark Souder

1. In your written testimony you included a list of units of the National Park System that interpret immigration, migration, settlement and exploration. The list cites several park units that interpret "Migration/Settlement," but does not include some other units that seem significant to this theme, such as the Bering Land Bridge National Preserve, where there was a major migration route for early Americans. Why is this site not included in the list? Is it because "Migration/Settlement" is not considered to be its primary theme? If not, how is this park categorized? How were the lists included in your testimony compiled? Please provide a list of themes by which National Park Service (NPS) units are currently categorized.

Response: The Bering Land Bridge National Preserve was inadvertently omitted from the Settlement/Migration list; that oversight has been corrected. The National Park Service has fifty-three categories of areas of historic significance to which units of the National Park System are assigned. These categories were formulated after examining the National Register of Historic Places list of areas of significance, the categorization schedules for American History used by the *Journal of American History,* and lists developed by other historical organizations. A list of the fifty-three categories is as follows:

Areas of Significance

- Agriculture
- Architecture
- Art
- Commemoration
- Commerce
- Communications
- Community
- Economics
- Education
- Entertainment/Performing Arts
- Environmental Conservation: Historic Conservation
- Environmental Conservation: Natural Conservation
- Ethnic Heritage: African American
- Ethnic Heritage: Alaska Native
- Ethnic Heritage: American Indian
- Ethnic Heritage: Asian American
- Ethnic Heritage: European
- Ethnic Heritage: Hispanic
- Ethnic Heritage: Pacific Islander
- Exploration
- Government
- Government: Constitution
- Government: Foreign Relations
- Government: Law
- Government: Politics
- Government: Presidents
- Health/Medicine
- Immigration
- Industry
- Intellectual Philosophy
- Labor
- Landscape Architecture
- Literature
- Maritime
- Military
- Military: Civil War
- Military: Colonial Wars
- Military: Korean War
- Military: Mexican War
- Military: Military-Indian Conflicts
- Military: Revolutionary War
- Military: Vietnam War
- Military: War of 1812
- Military: World War II
- Recreation
- Religion
- Science
- Settlement/Migration
- Social and Humanitarian Movements
- Technology and Engineering
- Tourism
- Transportation
- Women

2. In your written testimony you mentioned that only 3000 of the over 77,000 National Register of Historic Places listings include reference to one of seven ethnic groups. Is there any further tracking of these sites, which might describe what particular nationalities are represented? Are NPS units and National Historic Landmarks also tracked by reference to these ethnic associations?

Response: The National Park Service does not do any further tracking of National Register of Historic Places listings beyond identifying them according to the ethnic categories in the computerized index to National Register listings, the National Register

Information System (NRIS). Historic units of the National Park System and other NPS properties that are listed as well as National Historic Landmarks, all of which are included in the National Register, can be sorted by these categories. Nominating authorities may not check the ethnic indicator if the significance of the property is not based on its association with an ethnic group, because all listings are associated in some way with individuals of a particular ethnic group or groups.

3. Many people have come to the U.S. fleeing religious persecution and seeking the religious liberty offered in our nation. In addition, for many immigrants and settlers, houses of worship have served as focal structures in their communities. Does the National Park Service track which religious groups are represented at historic sites (including NPS units, National Historic Landmarks, and National Register of Historic Places sites) that interpret the peopling of America?

Response: Religious properties can be identified to a certain extent by using the search categories in the NRIS, such as "criteria" and "functions" and by a word search of terms that appear in the names of the listed properties.

4. One of the major cultural groups to settle in my district is the Amish. Structures representative of or with particular historical significance to that community would likely not stand out architecturally. How are structures with this historical significance, but not architectural significance, considered for preservation? Is it more difficult for such sites to meet established criteria for significance?

Response: To be eligible for listing in the National Register of Historic Places, a property must meet at least one of the National Register Criteria for Evaluation. Criteria A is for properties associated with events or patterns of events in national, state, or local history. Criteria C is for properties of architectural significance. It is no more difficult for sites with historical significance than those of architectural importance to qualify for listing in the National Register, since properties need to meet only one of the National Register Criteria to qualify.

5. According to staff at the Historical Genealogy Department of the Allen County Public Library, located in my district, the number of people engaged in family history research is really on the rise. The library's Genealogy Research Center serves over 100,000 researchers every year. Family history seems to be one of the major draws for visitors to historic sites related to the peopling of America, and groups like the Angel Island Immigration Station Foundation and the Baltimore Immigration Project are looking at plans to establish genealogical research centers at their historic sites. How is the NPS tapping into Americans' growing interest in family history? The NPS has partnered with the genealogical community for the Civil War Soldiers and Sailors System. Has the NPS developed any similar projects? Has the NPS partnered with any genealogical organizations to interpret historic sites or enhance access to genealogical and historical resources? NPS partners have developed family history projects like the American Family Immigration History Center, managed by NPS

partner The Statue of Liberty-Ellis Island Foundation. Is the NPS aware of any similar efforts by NPS partners to connect family history and historic sites?

Response: While the two largest genealogical projects to date within the National Park Service are the Soldiers and Sailors database and the work at Ellis Island, there are other parks that have done substantial work in this area. For example, Homestead National Monument is working in partnership with the National Archives to digitize and post on the web, homestead records. Klondike Gold Rush National Historical Park in Seattle has developed a database of people and businesses in Seattle during the Gold Rush. In addition, many parks have made available to the public, electronically and through other means, information useful for genealogical research.

One of the key ways in which the National Park Service is compiling information that will be useful for family history research in the future is through recorded interviews with people who lived through particular historical events. We have oral history projects underway at a number of parks, including Rosie the Riveter World War II Homefront National Historical Park, Tuskegee Airmen National Historic Site, the USS Arizona National Memorial, and Port Chicago Naval Magazine National Memorial. All of these projects have been undertaken by partners.

Virtually all of the genealogical work done by the National Park Service is done through partnerships with other public and private entities because the Park Service does not have the staff resources to do the time-consuming work involved in gathering and organizing genealogical data.

6. The National Endowment for the Humanities (NEH) recently approved nearly $10 million in grants for preservation projects, with ten qualifying as "We the People" model projects that advance the study, teaching, and understanding of American history and culture. Has the NPS partnered with NEH on any preservation projects, any "We the People" projects, or on any scholarly research related to the peopling of America?

Response: The National Park Service was informed regularly about the development of the "We the People" project, but there are no formal organizational relationships between NPS and NEH on that or other preservation projects.

7. Has the NPS received inquiries from NPS units or from state, local, or private agencies requesting assistance with preserving and/or interpreting sites related to the peopling of America? Has the NPS developed policies to assist these entities with preservation and interpretation?

Response: Yes, the National Park Service does receive inquiries for assistance with preserving and interpreting historic sites, but we do not have a way of tracking requests by particular themes, so we do not know how many of the inquiries are related to the peopling of America (migration, immigration, settlement). Policies and programs to assist state, local, tribal, and private entities in preserving historic resources have been

developed over the course of the nearly 40 years that the National Historic Preservation Act has been in existence. They include a range of recognition, grant, technical assistance, and tax incentive programs to promote preservation and interpretation of historic sites and resources, such as the National Register of Historic Places, the National Historic Landmark program, the Save America's Treasures grant program, and the Federal Historic Preservation Tax Incentives program.

8. What organizations could NPS partner with to identify gaps in historic preservation of the peopling of America, and to preserve and interpret these sites? What partnerships, if any, has the NPS engaged in with private organizations—such as the National Trust for Historic Preservation, the American Association for State and Local History, etc.—to identify areas in need of preservation in relation to the peopling of America?

Response: The National Park Service works with several national and regional partners through cooperative agreements to ensure that our history products are well-crafted and reflect the best available scholarship. In recent years, the National Park Service partnered with the Organization of American Historians to produce essays related to the immigration and migration theme. These works are currently under review by Service historians. The essays are:

- *By Choice and Necessity: Latino and Asian Immigration to the United States to the 1960's.* Elliot R. Barkan, Department of History, California State University, 2001.

- *Historic Context Study of Hispanics in the United States*, Matt Garcia, University of Oregon, 2001.

- *Latinos in the United States: the Historical Process*, F. Arturo Rosales, Arizona State University, 2001.

9. In your testimony you referenced the *Discover Our Shared Heritage* Travel Itinerary Series. What travel itineraries have been developed on the theme of the peopling of America? Are there any plans to create an itinerary that would guide a tour on a nationwide peopling theme, such as immigration?

Response: The current travel itineraries that relate to the theme of peopling of America are:

- Lewis and Clark Expedition
- Amana Colonies
- Aboard the Underground Railroad
- American Southwest
- Shaker Historic Trail
- Charleston

We do not have any plans at present to develop an itinerary based on a nationwide immigration theme. We do anticipate that we will have more itineraries that involve the theme of migration, immigration, and settlement focused on specific areas.

10. When I visited one of NPS' Lewis and Clark sites, I was surprised to find that brochures for other Lewis and Clark sites in the National Park System were not displayed. Most visitors to that site likely have an interest in that topic and sites related to it. Why isn't the NPS capitalizing on the target audience visiting the park by providing information on related sites? At other NPS sites that are connected thematically (e.g., the Underground Railroad, Chesapeake Bay), are brochures or other information on related sites available?

Response: With the high level of attention being given to the bicentennial of the Lewis and Clark Expedition, the eight NPS sites associated with the Expedition have all been involved in promoting information about the Lewis and Clark story. They should have ample information in their visitor centers about the Lewis and Clark journey and sites to visit along the trail. We will make certain to ask the sites associated with the Expedition to display the brochures of all associated sites. It is possible that failure to do so at the site you visited was a simple oversight.

For promoting linkages among thematically related sites, the National Park Service has been concentrating its efforts on providing information electronically. Through web-based information, we are able to make more information about related sites available to more people, at a lower cost, than we are through distribution of printed materials at National Park Service sites. That is particularly true for themes such as the Underground Railroad, where only four of the 60 sites identified on our travel itinerary are National Park Service-managed sites, and the Chesapeake Bay Gateways Network, where only ten of the 140 sites are National Park Service-managed sites.

Submitted by Ranking Member Elijah E. Cummings

1. You testified that, in presenting the stories of the peopling of America, it is important that the NPS include the good, the bad, and the ugly. Please describe efforts by NPS to incorporate "bad" or "ugly" stories into its programs.

Response: Since the 1970's, in general, the National Park Service has been part of a trend in the history community toward telling a broader story about our past, including aspects of our history that have been difficult for our Nation to confront. Congress has directed much of the broadening that has occurred. A few examples:

- The story of racial segregation in education is interpreted at the Brown v. Board of Education National Historic Site, authorized in 1992.
- The struggle for the right to vote is commemorated by the Selma to Montgomery National Historic Trail, authorized in 1996.

- The Manzanar National Historic Site, authorized in 1992, interprets the story of the internment of Japanese-Americans during World War II.
- At the direction of Congress in 2001, National Park Service Civil War battlefield parks began a concerted effort to increase interpretation about the causes of the war, including slavery, particularly at parks that had previously focused only on the battles themselves.
- The slaughter of 150 Cheyenne and Arapahoe Indians by U.S. soldiers in 1864 is commemorated at the Sand Creek Massacre National Historic Site, authorized by Congress in 2000.

2. Please provide a list of sites through which NPS attempts to interpret the story of the peopling of America by means of the importation of people as chattel during the African slave trade, including significant points of entry?

Response: One unit where the National Park Service interprets the importation of slaves is Colonial National Historical Park, which includes Jamestown Island. Jamestown was the site of the first arrival of slaves from Africa, in 1619. A large proportion of slaves brought to the United States entered at Sullivans Island, near Charleston, South Carolina. Fort Sumter National Monument, which includes part of Sullivans Island, maintains an interpretive wayside exhibit at the site of quarantine houses where slaves were held after they disembarked until they were transported to their eventual destinations. The National Park Service is actively involved in efforts to protect and interpret the African Burial Ground in New York City; that interpretation is certain to include discussion of the importation of slaves to New York City, which was second only to Charleston in the number of African slaves residing there during the 18th Century.

There are numerous historic sites throughout the National Park System where slavery is interpreted, and efforts to increase interpretation of this aspect of American history continue to grow. A major undertaking was begun in the early 1990's to increase interpretation of slavery at Civil War battlefield units as part of a broader effort to interpret the causes and consequences of the war. Some sites that commemorate the accomplishments of African Americans, such as the Booker T. Washington National Monument and the Frederick Douglass National Historic Site, interpret stories that can be told without including the subject of slavery. Whether and to what extent the interpretation of slavery includes information about the importation of slaves to America varies from site to site.

a. Are there additional sites, such as, for example, ports along the eastern seaboard, that could or should be identified in connection with this story? If so, how could or should they be used toward this end?

Response: Almost every eastern seaboard city in the United States was used at one time or another to import slaves from Africa. A study would be the place to start to identify significant sites along the Atlantic associated with the importation of slaves. We have not done such a study, nor are we aware of any comprehensive studies of this subject by anyone else.

b. Is this method of peopling aptly described as "immigration" and, in any event, to what extent has this issue of nomenclature been discussed among NPS officials and others involved in the development and implementation of the revised thematic framework?

Response: Yes, we consider the importation of slaves—forced migration—a part of our Nation's immigration story. The developers of the revised thematic framework assumed that slavery was included in the "Peopling Places" theme. When this issue arose in connection with the development of the interpretive exhibits for Ellis Island during the 1980's, the National Park Service included exhibits illustrating the migration of Africans to the Americas.

3. How, if at all, do you envision the NPS becoming involved (or more involved) in (a) interpreting the story of Baltimore as a port of entry for immigrants and/or (b) helping descendants of immigrants who arrived in the U.S. trace their ancestry to their country/-ies of origin?

Response: The National Park Service is providing support for interpretation of Baltimore as a port of entry for immigrants through our Chesapeake Bay Gateways Network. The Network is a partnership system of 140 parks, wildlife refuges, historic sites, museums, and trails that each tell a piece of the Chesapeake story. One of the ten Network sites in Baltimore is Fells Point Historic District, which includes immigration as one of its core stories. The National Park Service will soon be providing a grant to the Fells Point Preservation Society for development of a display which will use artifacts to connect visitors with recorded living history characters who tell their stories about how they used the artifacts in their daily lives. Through the display, visitors will gain insights into immigration, settlement, and slavery in Fells Point.

4. How, practically speaking, has the revised thematic framework influenced or guided the NPS's involvement with private organizations involved in the work of preserving and intepreting stories related to the "peopling" theme, such as, for example, the Society for Preservation of Federal Hill and Fell's Point, Baltimore Immigration Project?

Response: The previous response noted our work with the Fells Point Preservation Society and its connection to immigration at the site—a good example of how the thematic framework guides our involvement with private organizations. We have attempted to expand the use of the revised thematic framework by distributing it throughout the National Park Service and to interested outside organizations and institutions, and posting it on our website. We have no system for monitoring its use outside the National Park Service. We do know that the Smithsonian Institution has used it as a model, and that the Australian Heritage Commission used it to develop its *Australian Historic Themes: A Framework for use in Heritage Assessment and Management* (2001).

5. What more can Congress do to support NPS's efforts to interpret peopling stories and to expand the range of stories interpreted through NPS sites and/or programs?

Response: If there are specific stories associated with immigration, migration, or settlement that Congress would like the National Park Service to pursue, Members who are interested in those stories should get in touch with us. We have a variety of programs for assisting historic properties that might be applicable to particular cases. Some situations might require congressional authorization and funding of a special resource study in order for the National Park Service to pursue the issue in depth.

NATIONAL TRUST
for HISTORIC PRESERVATION

Statement of the National Trust for Historic Preservation

for

Chairman Mark E. Souder

House Committee on Government Reform

Subcommittee on Criminal Justice, Drug Policy, and Human Resources

on

The Historic Preservation of the Peopling of America

May 20, 2004

Mr. Chairman, thank you for the opportunity to submit a testimony on behalf of the National Trust for Historic Preservation regarding a possible study on the "Peopling of America." The National Trust strongly supports the undertaking of a study to increase the understanding and recognition of the migration, immigration, and settlement of the population of the United States. We applaud the Subcommittee members for their leadership in highlighting this important aspect of our nation's heritage.

The National Trust for Historic Preservation is a private, nonprofit membership organization dedicated to protecting the irreplaceable. Recipient of the National Humanities Medal, the Trust provides leadership, education, and advocacy to save America's diverse historic places and revitalize communities. Its Washington, DC headquarters staff, six regional offices, and 25 historic sites work with the Trust's 200,000 members and thousands of local community groups in all 50states.

The National Trust has recognized the importance of the "peopling" story as a way to highlight the rich diversity of our shared national heritage. One of the most visited National Trust Historic Sites is the Lower East Side Tenement Museum, also an affiliated area of the National Park System. Beginning in the 1840s, millions of immigrants poured

into New York City, seeking a new and better life for themselves and their families. Once home to 7,000 of these intrepid pioneers between 1863 and 1935, the museum at 97 Orchard Street now provides a unique look into the lives of its former residents and the history of New York's Lower East Side.

The National Park Service has also recognized the importance of this theme as well. It has identified "peopling places" as one of eight central themes that form the framework of history research and interpretation for the Service. Included in that theme are topics such as migration from outside and within; community and neighborhood; ethnic homelands; and encounters, conflicts and colonization. The National Park System includes several well known sites that typify this theme – perhaps Ellis Island is the best known of the sites. However, several other parks represent the variety and depth of the topic, including Palo Alto Battlefield, Fort Union National Monument, San Juan Island and Homestead National Monument.

As is appropriate, many sites associated with the "Peopling of America" are identified and preserved at the state and local level. The National Park Service recognizes some of these places through the National Historic Landmarks program and through the National Register of Historic Places. The National Register of Historic Places contains properties nominated by the public, reviewed by the states and listed by the National Park Service. The United States is the only country in the world that maintains a list of historic properties that are nominated by its citizens. In recognition of the importance of the topic, that list contains almost 5,000 sites (6 percent of the total listings) that are identified with exploration and settlement in the United States. In addition to recognition, the National Park Service has also developed "Teaching with Historic Places" lesson plans and travel itineraries as a vehicle to encourage the understanding and appreciation of national, state and local historic places.

Immigration, migration and settlement have been a central force in American history. This fact has resulted in the recognition of many of the important sites through national, state and local designations. However, much remains to be learned and many

sites have not been given the attention that they deserve. The history of settlement of many groups is not well known, or known only in pieces. A comprehensive analysis and examination by scholars of the variety of ethnic groups, their settlement patterns, and their successes and failures has yet to be paired with a field-based study of the physical evidence they left behind. For example, while we have several nationally recognized sites from the Spanish Colonial period of immigration, we have almost nothing associated with later periods of Spanish immigration. While the National Park Service has recently designated Angel Island as a National Historic Landmark, we have no national study of the Asian American immigration experience after Angel Island, or in other places in the United States. Similarly, other ethnic groups have little or no national work on their history.

Such a study would underline the contributions made by the incredible variety and depth brought to America by immigrants and by native peoples, and would stimulate pride and understanding of our complex society. Therefore, the National Trust strongly supports this proposal.

TOM DAVIS, VIRGINIA,
CHAIRMAN

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INDEPENDENT

November 12, 2004

Mr. Arnoldo Ramos
1525 Upshur Street, NW
Washington, DC 20011

Dear Mr. Ramos:

The Subcommittee on Criminal Justice, Drug Policy and Human Resources invited you to testify at a hearing on May 20, 2004, entitled "Historic Preservation of the Peopling of America." We were sorry that you were unable to attend, and we understood that you planned to submit a written statement for the hearing record. As of today, we have not yet received your statement.

You may submit a statement to Malia Holst, the Subcommittee clerk, via electronic mail at malia.holst@mail.house.gov and by fax at (202) 225-1154. If we do not receive a statement from you by November 30, 2004, your statement will not be included in the official hearing record.

We look forward to your valuable insights. If you have any questions, please feel free to contact Alena Guagenti, a member of the Subcommittee staff, at (202) 225-2577.

Thank you.

Sincerely,

Mark E. Souder
Chairman
Subcommittee on Criminal Justice,
Drug Policy, and Human Resources