

**STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR
PARK PLANNING, FACILITIES, AND LANDS, NATIONAL PARK SERVICE,
DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE ENERGY AND
NATURAL RESOURCES SUBCOMMITTEE ON NATIONAL PARKS CONCERNING
S. 544, A BILL TO AUTHORIZE A STUDY OF ALTERNATIVES FOR
COMMEMORATING AND INTERPRETING THE ROLE OF THE BUFFALO
SOLDIERS IN THE EARLY YEARS OF THE NATIONAL PARKS.**

October 19, 2011

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to appear before you today to present the Department of the Interior's views on S. 544, to authorize the Secretary of the Interior to conduct a study of alternatives for commemorating and interpreting the role of the Buffalo Soldiers in the early years of the national parks, and for other purposes.

The Department supports S. 544. However, we feel that priority should be given to the 37 previously authorized studies for potential units of the National Park System, potential new National Heritage Areas, and potential additions to the National Trails System and National Wild and Scenic River System that have not yet been transmitted to Congress.

S. 544 would authorize a study to determine the most effective ways to increase understanding and public awareness of the critical role that the Buffalo Soldiers, segregated units composed of African-American cavalymen, played in the early years of the National Parks. It would evaluate the suitability and feasibility of a National Historic Trail along the routes between their post at the Presidio of San Francisco and the parks they protected, notably Yosemite and Sequoia. The study would also identify properties that could meet the criteria for listing in the National Register of Historic Places or designation as National Historic Landmarks. We estimate that this study will cost approximately \$400,000.

African-American 19th and 20th century Buffalo Soldiers were an important, yet little known, part of the history of some of our first National Parks. These cavalry troops rode more than 320 miles from their post at the Presidio to Sequoia and Yosemite National Parks in order to patrol and protect them. The journey across the state took sixteen days of serious horseback riding averaging over twenty miles a day. Once in the parks, they were assigned to patrol the backcountry, build roads and trails, put a halt to poaching, suppress fires, halt trespass grazing by large herds of unregulated cattle and sheep, and otherwise establish roles later assumed by National Park rangers.

The U.S. Army administered Sequoia and Yosemite National Parks from 1891 to 1914, when it was replaced by civilian management. The National Park Service was not created until 1916, 25 years after these parks were established. Commanding officers became acting military superintendents for these national parks with two troops of approximately 60 cavalry men assigned to each. The troops essentially created a roving economy—infusing money into parks and local businesses—and thus their presence was generally welcomed. The presence of these

soldiers as official stewards of park lands prior to the National Park Service's establishment brought a sense of law and order to the mountain wilderness.

Less well known, however, is the participation of African-American troops of the 24th Infantry and 9th Cavalry, the Buffalo Soldiers, who protected both Sequoia and Yosemite National Parks in 1899, 1903, and 1904. These troops and their contributions should be recognized and honored, and this bill does just that.

When the new military superintendent for the summer of 1903 arrived in Sequoia National Park he had already faced many challenges. Born in Kentucky during the Civil War, Charles Young had already set himself a course that took him to places where a black man was not often welcome. He was the first black to graduate from the white high school in Ripley, Ohio, and through competitive examination he won an appointment to the U.S. Military Academy at West Point in 1884. He went on to graduate with his commission, only the third black man to do so.

In 1903, Young was serving as a captain in the cavalry commanding a segregated black company at the Presidio of San Francisco when he received orders to take his troops to Sequoia National Park for the summer. Young and his troopers arrived in Sequoia after a 16-day ride to find that one of their major assignments would be the extension of the wagon road. Hoping to break the sluggish pattern of previous military administrations, Young poured his considerable energies into the project. During the summer of 1903, Young and his troops built as much road as the combined results of the three previous summers, as well as building a trail to the top of Mt. Whitney—the highest point in the contiguous United States.

The soldiers also protected the giant sequoias from illegal logging, wildlife from poaching, and the watershed and wilderness from unauthorized grazing by livestock. A difficult task under any circumstances, the intensity was undoubtedly compounded by societal prejudice common at the turn of the century.

Although Colonel Charles Young only served one season as Acting Superintendent of a National Park, he and his men have not been forgotten. The energy and dignity they brought to this national park assignment left a strong imprint. The roads they built are still in use today, having served millions of park visitors for more than eighty years. The legacy they left extends far beyond Sequoia National Park, as they helped lay the foundation for the National Park System, which continues to inspire and connect people of all backgrounds to public lands and natural treasures to this day.

In recent years the National Park Service has made an effort to chronicle the achievements of these men in San Francisco and in Sequoia and Yosemite National Parks. In the Presidio of San Francisco, Golden Gate National Recreation Area and the Presidio Trust have developed an education program using the historic stables that the Buffalo Soldiers actually used to house their horses. In Yosemite National Park, Ranger Shelton Johnson portrays one of the U.S. Army's Buffalo Soldiers as part of his interpretation of Yosemite's history. Sequoia National Park has a giant sequoia named for Colonel Young in honor of his lasting legacy in that park. These

isolated, but important efforts to educate the public on the important role of the Buffalo Soldiers could be heightened by this consolidated study.

There is a growing concern that youth are becoming increasingly disconnected with wild places and our national heritage. Additionally, many people of color are not necessarily aware of national parks and the role their ancestors may have played in shaping the national park system. NPS can help foster a stronger sense of awareness and knowledge about the natural and cultural history preserved in our natural parks by connecting people, especially these audiences, to the critical roles of African-American Buffalo Soldiers in the protection and development of natural treasures like Sequoia and Yosemite National Parks. By amplifying the story of the Buffalo Soldiers, this bill could help bridge cultural divides and expand opportunities to appeal to an all-inclusive audience. As the 2016 centennial of the National Park Service approaches, it is an especially appropriate time to conduct research and increase public awareness of the stewardship role the Buffalo Soldiers played in the early years of the National Parks.

Mr. Chairman, this concludes my testimony. I would be glad to answer any questions that you or other members if the subcommittee may have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1083, TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO DESIGNATE THE ROUTE OF THE SMOKY HILL TRAIL, AN OVERLAND TRAIL ACROSS THE GREAT PLAINS DURING PIONEER DAYS IN KANSAS AND COLORADO, FOR STUDY FOR POTENTIAL ADDITION TO THE NATIONAL TRAILS SYSTEM.

OCTOBER 19, 2011

Mr. Chairman and members of the subcommittee, thank you for the opportunity to appear before you today to present the Department of the Interior's views on S. 1083, to amend the National Trails System Act to designate the route of the Smoky Hill Trail, an overland trail across the Great Plains during pioneer days in Kansas and Colorado, for study for potential addition to the National Trails System.

The Department supports S. 1083, if amended in accordance with this statement. However, we feel that priority should be given to the 37 previously authorized studies for potential units of the National Park System, potential new National Heritage Areas, and potential additions to the National Trails System and National Wild and Scenic Rivers System that have not yet been transmitted to the Congress.

S. 1083 would authorize the Secretary of the Interior to conduct a study of the route of the Smoky Hill Trail for consideration for inclusion in the National Trails System. The bill includes a prohibition on considering alternatives that might adversely affect private property rights. It also requires notification of private property owners of land that would be studied for the potential trail prior to the start of the study. The usual cost of this type of study is approximately \$200,000 to \$350,000.

If the study results in the recommendation to designate a new National Historic Trail, and if Congress enacts that designation, the trail would join the network of scenic and historic trails that has been created since the enactment of the National Trails System Act in 1968. These trails provide for outdoor recreational needs and the enjoyment and appreciation of historic resources which, in turn, promotes good health and well-being. They connect us to history and provide an important opportunity for local communities to become involved in a national effort by encouraging public access and citizen involvement.

The Smoky Hill Trail extended approximately 600 miles from Atchison and Leavenworth, Kansas, to Denver, Colorado, running parallel to the Smoky Hill River. After gold was discovered near Denver in 1859, thousands of gold diggers used the route to the Rocky Mountains. Homesteaders and soldiers also traveled the trail and, for five years, commercial stage coach companies maintained lines on the Smoky Hill Trail. Fort Downer, Fort Harker, Fort Monument, Fort Wallace and other stops provided protection and supplies for travelers.

The arrival of the Kansas-Pacific Railroad in Denver in 1870 signalled the end of the Smoky Hill Trail for long-distance travel.

In 1994, the National Park Service completed a study entitled “Special Report on Eight Kansas Forts.” Five of the forts were located along the Smoky Hill Trail. The study recommended that further research for interpretation, resource protection, and management be carried out on the trails and connections between the forts.

The Department’s support for S. 1083 is contingent upon the deletion of sections 3 and 4. Section 3(a) specifies that certain requirements may not be contained in any alternatives considered under the study. This language is unnecessary as trail studies do not include alternatives that affect private property rights in the manner described in this subsection. Section 3(b) requires the study to include an analysis and documentation regarding whether each alternative proposed has potential or actual impact on private property within or abutting the trail area. This language is unnecessary because any potential impacts are covered through the National Environmental Policy Act (NEPA) process, to which trail studies are subject.

Section 4 would require notification prior to conducting the study of all private property owners whose land would be studied. Trail studies, which are conducted by the National Park Service with local partners, are publicized within the affected communities. Study teams work hard to involve all interested parties in trail studies, and try to contact all affected property owners through the course of a study. However, it would be almost impossible to locate and contact the owner of every piece of property along approximately 600 miles of potential trail routes, and making the effort to do so would substantially increase the cost of the study and the time it would take to complete the study.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to answer any questions you or other members of the subcommittee might have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1084, TO AMEND THE NATIONAL TRAILS SYSTEM ACT TO DESIGNATE THE ROUTES OF THE SHAWNEE CATTLE TRAIL, THE OLDEST OF THE MAJOR TEXAS CATTLE TRAILS, FOR STUDY FOR POTENTIAL ADDITION TO THE NATIONAL TRAILS SYSTEM, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman and members of the subcommittee, thank you for the opportunity to appear before you today to present the Department of the Interior's views on S. 1084, to amend the National Trails System Act to designate the routes of the Shawnee Cattle Trail, the oldest of the major Texas Cattle Trails, for study for potential addition to the National Trails System, and for other purposes.

The Department supports S. 1084, if the bill is amended in accordance with this statement. However, we feel that priority should be given to the 37 previously authorized studies for potential units of the National Park System, potential new National Heritage Areas, and potential additions to the National Trails System and National Wild and Scenic Rivers System that have not yet been transmitted to the Congress.

S. 1084 would authorize the Secretary of the Interior to conduct a study of the routes of the Shawnee Trail for consideration for inclusion in the National Trails System. This bill includes a prohibition on considering alternatives that might adversely affect private property rights. It also requires notification of private property owners of land that would be studied for the potential trail prior to the start of the study. The usual cost of this type of study is approximately \$200,000 to \$350,000.

If the study results in the recommendation to designate a new National Historic Trail, and if Congress enacts that designation, the trail would join the network of scenic and historic trails that has been created since the enactment of the National Trails System Act in 1968. These trails provide for outdoor recreational needs and the enjoyment and appreciation of historic resources, which in turn, promote good health and well-being. They connect us to history and provide an important opportunity for local communities to become involved in a national effort by encouraging public access and citizen involvement.

The Shawnee Trail extended from near Austin, Texas, to Baxter Springs, Kansas. It was first developed by the Osage Indians of Oklahoma in the early 1800s. Known as the Osage Trace, the trail became the principal highway linking the young colony at Austin to the Midwest. As settlers used the trail to immigrate to Texas, the trail became known as the Texas Road. By 1854, the trail was an important cattle route, and cattle drivers called it the Kansas Trail and the

East Shawnee Trail. Over 50,000 head of cattle were driven to the Burlington railhead at St. Joseph, Missouri, by way of the Shawnee Trail in 1859.

Over time, however, the Shawnee Trail was considered to be undesirable, due to heavily forested territory along the trail route and the presence of bandits. As the railroads expanded to the West, cattle drivers used the Chisolm and Western Trails, which lie west of the Shawnee Trail.

In 1975, the Bureau of Outdoor Recreation completed a study entitled “Old Cattle Trails of the Southwest, a National Scenic Trail Study.” In that study, several trails were examined, including the Shawnee Trail. The study determined that the trail did not meet the criteria for establishment as a National Scenic Trail. However, the study was conducted before the category of “National Historic Trails” existed. The Department believes that it would be appropriate to reassess the trail for its potential as a National Historic Trail.

The Department’s support for S. 1084 is contingent upon the deletion of sections 3 and 4. Section 3(a) specifies that certain requirements may not be contained in any alternatives considered under the study. This language is unnecessary as trail studies do not include alternatives that would affect private property rights in the manner described in this subsection. Section 3(b) requires the study to include an analysis and documentation regarding whether each alternative proposed has potential or actual impact on private property within or abutting the trail area. This language is unnecessary because any potential impacts are covered through the National Environmental Policy Act (NEPA) process, to which trail studies are subject.

Section 4 would require notification prior to conducting the study of all private property owners whose land would be studied. Trail studies, which are conducted by the National Park Service with local partners, are publicized within the affected communities. Study teams work hard to involve all interested parties in trail studies, and to contact all affected property owners through the course of a study. However, it would be almost impossible to locate and contact the owner of every piece of property along hundreds of miles of potential trail routes, and making the effort to do so would substantially increase the cost of the study and the time it would take to complete the study.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to answer any questions you or other members of the subcommittee might have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES, AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS, COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1303, TO ESTABLISH FORT MONROE NATIONAL HISTORICAL PARK IN THE COMMONWEALTH OF VIRGINIA, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman, thank you for the opportunity to appear before your committee to present the views of the Department of the Interior on S. 1303, the Fort Monroe National Historical Park Establishment Act of 2011.

The Department supports enactment of S. 1303 with some technical amendments.

S. 1303 would establish Fort Monroe National Historical Park as a unit of the National Park System. The legislation authorizes the Secretary of the Interior (Secretary) to enter into cooperative agreements with the Commonwealth of Virginia (Commonwealth) or any other party under which the Secretary may identify, interpret, and provide assistance for the preservation of non-federal properties within the boundary of the park or in the historic area, including the operation of a joint visitor center. It authorizes the Secretary to provide technical assistance and public interpretation of resources within the historic area and at any sites in close proximity to the park that are related to events or persons associated with the fort. Additionally, the Secretary may coordinate interpretation between the park and the Captain John Smith Chesapeake National Historic Trail. Long-term protection and public interpretation of the Old Point Comfort Lighthouse would be provided for through an interagency agreement between the Secretary and the Secretary of Homeland Security.

Fort Monroe is located in Hampton, Virginia, where the James River meets the Chesapeake Bay, in close proximity to Yorktown, Jamestown, and Williamsburg. Constructed between 1819 and 1834, Fort Monroe has served as one of the country's major military posts from the time of its establishment. However, the peninsula's strategic location was recognized much earlier in 1608, by Captain John Smith. Later, the site was the first landing point for enslaved captives arriving from Africa to the English Colony. After the burning of Washington during the War of 1812, the need for improved fortifications led to the construction of Fortress Monroe. During the Civil War, the fort was a staging area for Union land and naval expeditions and the site of the "Contraband Decision" when three escaped enslaved men were not returned to their Confederate commander. From May 1865 to May 1867, the fort was the site for the imprisonment of Confederate President Jefferson Davis. The fort remained an active Army base until its deactivation in 2011 as a result of the 2005 Base Realignment and Closure Commission findings. The deed to several parcels at Fort Monroe has a reverter clause that states, if the land is no longer needed for military purposes, it reverts to the Commonwealth of Virginia.

In December 1960, the Secretary of the Interior (Secretary) designated Fort Monroe as a National Historic Landmark. At the request of former Representative Thelma Drake, the NPS

conducted a reconnaissance level study of the fort. The 2008 study concluded that the fort, while hosting resources of national significance, would not be feasible to administer in its entirety because of extensive costs. The need for NPS management could not be determined until a reuse plan had been completed and further decisions were made about which agency would administer the reuse plan in the future.

The Fort Monroe Federal Area Development Authority (FMFADA) was established as a political subdivision of the Commonwealth to serve as the official redevelopment authority recognized by the DOD in order to study, plan, and recommend the best use of the resources that would remain when the base was deactivated. The reuse plan identified as a key to consideration of a national park, was completed after the 2008 NPS reconnaissance study. In November 2009, the FMFADA voted to support having parts of the fort established as a unit of the national park system including the historic fort structure, the moat, some historic structures within the fort and two outlying batteries. The Fort Monroe Authority (FMA) was established to administer the reuse plan. The FMA entered into a programmatic agreement for future treatment of historic resources and development of design standards for the properties within the NHL.

In 2010, members of the Virginia congressional delegation requested that the NPS conduct a site visit as a follow-up to the 2008 reconnaissance study. A NPS team conducted a week-long site visit to Fort Monroe in July of 2010. The team conducted stakeholder meetings and gathered information on fort resources. With the reuse plan and programmatic agreement in place and Commonwealth legislation providing adequate management authority to administer the properties, the issues raised in the 2008 reconnaissance study are resolved. The 2010 site visit determined that a NPS presence at Fort Monroe would be appropriate under certain conditions including the donation of property interests by the State, the institution of other protective mechanisms within the boundary of the park, and the provision of maintenance, utilities, and other services for NPS park assets by the FMA.

The National Trust for Historic Preservation, local elected leaders, and many others have expressed support for establishment of a park. Preliminary estimates identified initial capital investment costs of \$5 million and initial start up operational costs of \$700,000 to \$800,000. Additional costs for managing the beach and other operations will eventually require an annual operating budget of \$1.6 million. If the park were established, a comprehensive planning process would assess the actual visitor services and staffing needs, further defining the park's operational budget.

The Department appreciates the opportunity to testify on this bill. I will be glad to answer any questions.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES ON S. 1325, TO DIRECT THE SECRETARY OF THE INTERIOR TO STUDY THE SUITABILITY AND FEASIBILITY OF DESIGNATING SITES IN THE LOWER MISSISSIPPI RIVER AREA IN THE STATE OF LOUISIANA AS A UNIT OF THE NATIONAL PARK SYSTEM, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman, thank you for the opportunity to present the views of the Department of the Interior on S. 1325, a bill to direct the Secretary of the Interior to study the suitability and feasibility of designating sites in the Lower Mississippi River Area in the State of Louisiana as a unit of the National Park System, and for other purposes.

The Department supports this legislation with amendments that are described later in this statement. However, we feel that priority should be given to the 37 previously authorized studies for potential units of the National Park System, potential new National Heritage Areas, and potential additions to the National Trails System and National Wild and Scenic Rivers System that have not yet been transmitted to Congress.

S. 1325 would authorize a study of natural, cultural, historical, and recreational resources in Plaquemines Parish, located south of the City of New Orleans, for potential designation as a unit of the National Park System. The study area would include Fort St. Philip and Fort Jackson, located on opposite sides of a bend in the Mississippi River about eight miles upstream from the town of Venice, Louisiana, and approximately 73 river miles downstream from New Orleans at an ancient "Head of Passes" site. The term "Head of Passes" refers to the site where the main stem of the Mississippi River branches off to the east, the south, and the southwest at its mouth in the Gulf of Mexico. The present day Head of Passes is just south of the town of Venice. The study is estimated to cost between \$200,000 and \$400,000.

Fort St. Philip was originally built in 1749, and the construction of Fort Jackson, named for Andrew Jackson, the hero of the Battle of New Orleans in 1815, began in 1822. Fort St. Philip played an important defensive role in the Battle of New Orleans and both forts were employed unsuccessfully to defend New Orleans and the Confederacy from Admiral Farragut's union fleet during the Civil War. Both Fort St. Philip and Fort Jackson have been designated as National Historic Landmarks, which attests to their national significance. Fort St. Philip, privately owned at the present time, is in ruins and overgrown with vegetation. Fort Jackson was operated by Plaquemines Parish as a historical museum until Hurricane Katrina caused extensive damage, and it has been closed to the public ever since.

While the Department supports S. 1325, we would like to recommend some amendments to the bill. We would be pleased to work with the committee and the bill's sponsor to develop language for these amendments.

First, we recommend tightening the definition of the study area in section 3(1). While it appears that the focus of the study is on the two historic forts and related resources, the bill defines the study area as the “Lower Mississippi River area in the State of Louisiana,” which could be interpreted as a much broader area than what is intended. The scope of the study would be clarified by limiting the study area to the two forts and related and supporting resources in Plaquemines Parish.

Second, we recommend providing a three-year period for completing the study, rather than 18 months, as provided for in section 4(a). This change would provide for the full three years that a special resource study usually requires, and it would make the bill consistent with most of the other special resource study bills Congress has enacted in recent years.

Third, we are concerned about the reference in section 4(a) to “non-Federal sources” of funds made available to carry out the study, which suggests that the study could be privately funded. We would like to carefully consider the issues that might arise from conducting a privately funded special resource study and, if we determine that any changes to the legislation are necessary, make the appropriate recommendation.

Finally, we recommend removing language in section 4(a)(1)(B) that suggests a specific designation for the area, the “Lower Mississippi River National Park,” before the study is conducted. A special resource study that finds that an area meets the criteria for designation as a unit of the National Park System would also, as part of those findings, identify the most appropriate type of designation for the area. A study might also find that options other than designation of a new park unit might be more suitable or feasible.

Mr. Chairman, this concludes my statement. I would be happy to answer any questions that you may have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES, AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE, CONCERNING S. 1347, TO ESTABLISH COLTSVILLE NATIONAL HISTORICAL PARK IN THE STATE OF CONNECTICUT, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman, thank you for the opportunity to present the views of the Department of the Interior regarding S. 1347, a bill to establish Coltsville National Historical Park in Hartford, Connecticut, and for other purposes.

The Department supports enactment of S. 1347.

S. 1347 would authorize the establishment of a new unit of the National Park System at Coltsville in Hartford, Connecticut. The bill would provide for several conditions to be met before the Secretary may establish the park:

1. Donations of land or interests in land within the boundary of the park have been accepted;
2. A written agreement donating at least 10,000 square feet of space in the East Armory;
3. A written agreement ensuring future uses of land within the historic district are compatible with the park; and
4. Financial resources of the owners of private and public property within the boundary park are reviewed to ensure viability.

The legislation also authorizes agreements with other organizations for access to Colt-related artifacts to be displayed at the park and cooperative agreements with owners of properties within the historic district for interpretation, restoration, rehabilitation and technical assistance for preservation. It provides that any federal financial assistance would be matched on a one-to-one basis by non-federal funds.

S. 1347 also provides for the establishment of a commission to advise the Secretary on the development and implementation of a general management plan for the unit. The advisory commission would terminate ten years after the date of enactment of the legislation unless extended for another ten years by the Secretary of the Interior (Secretary).

The Secretary designated Coltsville Historic District a National Historic Landmark on July 22, 2008. The manufacturing complex and associated resources constitute the site of nationally important contributions to manufacturing technology by Samuel Colt and the industrial enterprise he founded in 1855 – Colt’s Patent Firearms Manufacturing Company. It includes,

among other resources, the armories where firearms and other products were made, the home of Samuel and Elizabeth Colt, Colt Park, and housing used by factory workers.

Samuel Colt is most renowned for developing a revolver design which revolutionized personal firearms. The Colt Peacemaker, a six-shot revolver, became known as “the gun that won the West.” Colt was a major innovator in the “American System” of precision manufacturing, replacing the practice of individually crafting each component of a product with the use of interchangeable parts. After his death in 1862, his wife Elizabeth owned and directed the manufacturing complex for 39 years, becoming a major entrepreneur in an age when women rarely occupied positions of importance in manufacturing.

During both World War I and World War II, the Colt Firearms Company was one of the nation’s leading small arms producers and made vital contributions to U.S. war efforts. The company applied its interchangeable-parts techniques to a wide variety of consumer products and the Colt complex became an “incubator” facility for other inventors and entrepreneurs. Coltsville is also noteworthy as a fully integrated industrial community that includes manufacturing facilities, employee housing, community buildings, and landscape features that were built largely under the personal direction of Samuel and Elizabeth Colt. Colt, whose labor practices were advanced for their time, attracted highly skilled laborers to his manufacturing enterprise.

Pursuant to Public Law 108-94, the Coltsville Study Act of 2003, the National Park Service (NPS) conducted a special resource study of the resources associated with the Coltsville Historic District. Based on Coltsville’s National Historic Landmark designation in 2008, the study concluded that Coltsville meets the national significance criterion. An analysis of comparability to other units of the national park system and resources protected by others demonstrated that Coltsville is suitable for designation as a unit of the national park system. The study was unable, however, to conclude that Coltsville was feasible to administer at that time due to the lengthy duration of financial issues surrounding the site. In concert with the lack of feasibility, the study was also unable to determine the need for NPS management, or specifically what the NPS would manage.

S. 1347 addresses concerns the Department expressed concerning financial issues and questions involving ownership and financing of the Coltsville properties. The special resource study did not conclude that the site absolutely failed to meet feasibility criteria or require NPS management, but rather that it did not meet feasibility criterion with the circumstances present at the time of the study and that it was impossible to determine, at that time, the need for NPS management of the site. In both cases, the uncertainty of public access and financial viability of the financial developer of the privately owned portion of the site were at issue.

Since the time of the study, much progress has occurred at Coltsville that holds significant promise for the future of the site and preservation of the resources. During a recent visit to the Coltsville property, the Secretary noted the progress made in the area since the study was completed, while stating that, “Coltsville again promises to be an economic engine, producing jobs and spurring growth in the Hartford area.” Significant re-development has already begun. Several of the buildings have been rehabilitated and are occupied as educational facilities, residential housing, and businesses. Negotiations are underway between the developer and the

city on an agreement for the East Armory building, which would serve as the focal point for park visitors. We have been advised the plan has designated benchmarks for the project as well as projected funding for the development.

Under S. 1347, the park unit could not be established until the Secretary is satisfied that adequate public access to the site and its financial viability are assured. The authority to review the financial resources of public and private property owners associated with the project is unprecedented in similar park establishment legislation. We believe that these conditions will assure the park is established only when the development is moving forward and the public will have the ability to learn about the manufacturing process that took place at the site. A 2008 Visitor Experience Study developed a range of visitor service alternatives identifying potential operating costs for a very minimal operation estimated at \$720,000 to a more robust operation of \$9.3 million. If a park were established, a comprehensive planning process would assess the actual needs for visitor services and staffing, further defining the park's operational budget. In addition, there could be significant Federal costs in providing financial assistance to restore or rehabilitate the properties, as authorized in Section 4(c)(1). All funding would be subject to NPS priorities and the availability of appropriations.

Mr. Chairman, this concludes my testimony. I would be glad to answer any questions that you or other members of the subcommittee may have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1421, A BILL TO AUTHORIZE THE PEACE CORPS COMMEMORATIVE FOUNDATION TO ESTABLISH A COMMEMORATIVE WORK IN THE DISTRICT OF COLUMBIA AND ITS ENVIRONS, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman, thank you for the opportunity to appear before your committee to present the views of the Department of the Interior on S. 1421, a bill to authorize the Peace Corps Commemorative Foundation to establish a commemorative work in the District of Columbia and environs, and for other purposes.

The Department supports S. 1421, which would authorize a memorial commemorating the formation of the Peace Corps and the ideals of world peace and friendship upon which the Peace Corps was founded. This proposal provides that no federal funds be used for establishing the memorial.

Although this proposal does not seek any exceptions to the Commemorative Works Act (CWA), it should be noted that this proposal to honor the ideals upon which the Peace Corps was founded does not fit the typical mold for commemoration. The concept of establishing a memorial to “ideals” is not explicitly described in the CWA. When testifying on H.R.4195, a similar bill introduced in the 111th Congress, we identified our concerns that a bill such as that could set an unwelcome precedent for any and all future concepts identified only as “ideals,” resulting in an untenable influx of memorial proposals. However, there is precedent for such commemoration: specifically, the National Peace Garden, which Congress authorized in 1987, and the Memorial to Japanese American Patriotism in World War II, which was authorized in 1992.

Our support for this proposal is based upon our understanding that this memorial will recognize the establishment of the Peace Corps and the significance of the ideals it exemplifies, not the organization’s members. The CWA precludes a memorial to members of the Peace Corps as the commemoration of groups may not be authorized until after the 25th anniversary of the death of the last surviving member of a group.

The Department notes that S. 1421 reflects suggestions made to strengthen the language in this proposal as recommended in our testimony on H.R. 4195 in the 111th Congress, and by the National Capital Memorial Advisory Commission (NCMAC) at its meeting on April 21, 2010. The National Capital Memorial Advisory Commission has not reviewed S. 421, but in their June 23, 2011 review of the companion bill H.R. 854, which is almost identical to this bill, they expressed support for the concept of a memorial to the ideals of the Peace Corps. NCMAC found that the provisions of H.R. 854 connect the ideals to the

exceptional aspects of American character that are exhibited in the ideals of the Peace Corps. We share the Commission's support for the idea of commemorating volunteerism and international cooperation as worthy ideals and practice of the Peace Corps.

Finally, S. 1421 provides that unspent funds raised for the construction of the memorial be provided to the National Park Foundation for deposit in an interest-bearing account as stated in 40 U.S.C. Section 8906(b)(3), as recommended in our testimony on H.R. 4195 in the 111th Congress. We appreciate the inclusion of this provision, and would like to work with the committee on an additional technical amendment to the language.

That concludes my testimony, Mr. Chairman. I would be pleased to respond to any questions from you and members of the committee

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES, AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, COMMITTEE ON ENERGY AND NATURAL RESOURCES, UNITED STATES SENATE, CONCERNING S. 1478, TO MODIFY THE BOUNDARY OF THE MINUTEMAN MISSILE NATIONAL HISTORIC SITE IN THE STATE OF SOUTH DAKOTA AND FOR OTHER PURPOSES.

October 19, 2011

Mr. Chairman, thank you for the opportunity to appear before your committee to present the views of the Department of the Interior on S. 1478, a bill to modify the boundary of the Minuteman Missile National Historic Site in the State of South Dakota.

The Department supports S. 1478. This bill would transfer administrative jurisdiction over two parcels of Buffalo Gap National Grasslands from the U.S.D.A. Forest Service (FS) to the National Park Service (NPS) for administration as part of Minuteman Missile National Historic Site in Philip, South Dakota. Of the land transferred, 25 acres would be used for a visitor facility and administrative site and an additional 3.65 acres would be used for the construction of a parking lot and other administrative uses.

The new visitor facility and administrative site would be located north of exit 131 on Interstate 90 in Jackson County, South Dakota. Minuteman Missile's enabling legislation states, "*On a determination by the Secretary of the appropriate location for a visitor facility and administrative site, the boundary of the historic site shall be modified to include the selected site.*" The enabling legislation also included a map of the visitor center site indicating that the proposed area would be 10 acres in size. Later planning indicated that a minimum size for the visitor center site would require 25 acres. National Park Service (NPS) and FS personnel, in consultation with our respective solicitors, have determined that in view of the increase in acreage, it would be appropriate to provide for that increase in new legislation. There would be no cost involved in this land transfer.

The 3.65 acres is located directly adjacent to the Delta 1 Launch Control Facility. The parking lot will be used to accommodate visitors to this facility. Currently, visitors must park inside in the fence of the launch facility, but this is an intrusion on the cultural landscape. In addition, the parking lot is not large enough to accommodate all visitors to this site.

The FS is in agreement with the recommended land transfers and has provided Minuteman Missile National Historic Site with an outline of the land transfer process. The NPS architects and engineers conducted an on-site visit in March 2009 to determine the number of acres necessary for the land transfer. They met with representatives from the FS and agreed to the transfer.

Public Law 106-115 established the Minuteman Missile National Historic Site. The General Management Plan/Environmental Impact Statement (GMP/EIS) scoping began in 2001 and the record of decision was signed on July 2, 2009. The GMP's preferred alternative included the

development of a visitor center/administrative facility and a land transfer from the FS to the NPS for the site of the facility and recommended the preferred location at I-90 South Dakota Exit 131 with up to 25 acres for the complete facility. The GMP also recommended the development of an unpaved parking lot and other support functions on the 3.65 acres at the Delta 1 Launch Control Facility to provide for additional opportunities for visitors arriving in commercial and school groups, RVs and passenger vehicles.

The estimated cost to build the visitor center and administrative site is \$4.4 million, and the estimated cost of annual operations and maintenance of both facilities would be approximately \$750,000. All funds would be subject to NPS priorities and the availability of appropriations.

The transfer between the NPS and the FS would be conducted in accordance with applicable laws, regulations, and policies.

Mr. Chairman, this concludes my testimony. I look forward to working with the Committee on a technical issue with the map reference. I am prepared to answer any questions from members of the Committee.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR FOR PARK PLANNING, FACILITIES, AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, SUBCOMMITTEE ON NATIONAL PARKS, CONCERNING S. 1537, TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO ACCEPT FROM THE BOARD OF DIRECTORS OF THE NATIONAL SEPTEMBER 11 MEMORIAL AND MUSEUM AT THE WORLD TRADE CENTER FOUNDATION, INC., THE DONATION OF TITLE TO THE NATIONAL SEPTEMBER 11 MEMORIAL AND MUSEUM AT THE WORLD TRADE CENTER, AND FOR OTHER PURPOSES.

OCTOBER 19, 2011

Mr. Chairman and members of the Subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 1537, a bill to authorize the Secretary of the Interior to accept from the Board of Directors of the National September 11 Memorial and Museum at the World Trade Center Foundation, Inc., the donation of title to The National September 11 Memorial and Museum at the World Trade Center, and for other purposes.

The Department appreciates the enormous significance of the events of September 11, 2001, to the nation and supports memorializing and providing educational opportunities to learn about that day and its effects on our country and on the world. We would like to continue to work with the committee and Senator Inouye to address issues noted below in order to clarify the role of the National Park Service (NPS), the appropriate funding mechanism, and the source of those funds.

On September 11, 2001, the United States was attacked by terrorists and nearly 3,000 innocent people at the World Trade Center in New York City, the Pentagon, and in a field in Shanksville, Pennsylvania, were killed. Since that day, millions of people from around the country and the world have visited “Ground Zero” in New York City. In 2003, the World Trade Center Memorial Foundation, renamed the National September 11 Memorial and Museum at the World Trade Center Foundation, Inc. (Foundation) in 2007, was established as a nonprofit organization dedicated to raising funds for and overseeing the design, construction, and operation of the National September 11 Memorial and Museum at the World Trade Center site. The memorial was envisioned to remember and honor the those who died in both the World Trade Center bombing of February 26, 1993, and in the September 11, 2001, attacks. After an extensive design competition, the Michael Arad and Peter Walker design, consisting of two pools in the footprints of the original Twin Towers surrounded by a plaza of oak trees, was selected. Through private contributions and government grants, a portion of the memorial site was constructed and opened to the public on the tenth anniversary of the terrorist attacks on September 11, 2001. The museum is scheduled to open to the public in 2012. The museum will display artifacts associated with the events of February 26, 1993, and September 11, 2001.

S. 1537 authorizes the Secretary of the Interior (Secretary) to accept the title to the National September 11 Memorial and Museum at the World Trade Center in New York City, New York. The donation of the title is contingent upon the agreement of the Board of Directors of the Foundation, the Governor of the State of New York, the Governor of the State of New Jersey, the

Mayor of the City of New York, and the Secretary. The Secretary would be authorized to provide both technical and financial assistance to the Foundation and to consult with the Secretaries of Defense, Education, Homeland Security, and Housing and Urban Development, and the Administrator of General Services to provide assistance to the Foundation. Further, the bill authorizes \$20,000,000 to be appropriated annually, provided that they are matched with funds from non-Federal sources, beginning in fiscal year 2013.

As discussed with the sponsors of the legislation, it appears the objective of the bill is to have the NPS assume title for the site and provide an annual payment for its operation without any federal involvement in the design, construction or operation of the memorial. There are very few circumstances, if any, within the NPS where the agency holds title to a property, but has no administrative function. The legislation has no provisions for the site to be administered in accordance with the laws generally applicable to units of the National Park System, including the National Park Service Organic Act (16 U.S.C. 1 et seq.).

In addition, the \$20 million in annual appropriations authorized by S. 1536 would likely come out of the NPS budget, reducing the amount of operational funding available for the numerous needs of the 395 designated units of the National Park System. The National Park Service does not have a program that is appropriate or capable of absorbing an offset of the magnitude proposed in this bill. The \$20 million in annual funding is larger than that appropriated for nearly 99% of the units of the National Park System. There are no other circumstances where NPS provides annual operating funds to a site not managed in accordance with NPS standards except for some affiliated areas which receive relatively small amounts. A more appropriate mechanism for accomplishing the purpose of this legislation may be to establish grant authority through an appropriate federal agency.

Mr. Chairman, this concludes my statement. I would be pleased to answer any questions you or any members of the subcommittee may have.