

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE ENERGY AND NATURAL RESOURCES COMMITTEE, CONCERNING S. 29, TO ESTABLISH THE SACRAMENTO-SAN JOAQUIN DELTA NATIONAL HERITAGE AREA.

MARCH 7, 2012

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on S. 29, a bill to establish the Sacramento-San Joaquin Delta National Heritage Area.

The Department recognizes the importance of the natural, historic, scenic and cultural resources within the proposed Sacramento-San Joaquin Delta National Heritage Area, but recommends deferring action on S. 29 until a feasibility study is completed. A *Feasibility Study for a Sacramento-San Joaquin Delta National Heritage Area* is underway by the Delta Protection Commission. National Park Service staff are currently reviewing the Commission's draft study for consistency with the interim *National Heritage Area Feasibility Study Guidelines*. The Department believes that it would be premature to recommend support for establishment of this national heritage area without an evaluation of its feasibility.

S. 29 would establish the Sacramento-San Joaquin Delta National Heritage Area within the counties of Contra Costa, Sacramento, San Joaquin, Solano, and Yolo, in the State of California, with the Delta Protection Commission designated as the Heritage Area's management entity. The Sacramento-San Joaquin is a rare inland/inverse Delta and the largest estuary on the West Coast of the Americas. Its vast size, unique shape, and geographic location in the heart of California has produced a heritage of habitat and community diversity, industry, innovation, and a unique infrastructure.

A rapid rise in sea level following the last ice age 10,000 years ago inundated the alluvial valley of the Sacramento River and formed the Delta landscape. From the confluence of the Sacramento and San Joaquin Rivers emerged a system of freshwater and brackish marshes and extensive grassland, oak woodland, savannah, chaparral, and riparian habitat rich with wildlife. Native Americans built villages and trading posts, and early fur traders such as Jedediah Smith trekked into the region in search of otter, mink and beaver.

Then, gold seekers on their way from San Francisco to the gold fields in the Sierra Nevada recognized the fertility of the Delta's soils. Beginning in the 1880s, with significant contributions from Chinese, Japanese, Filipino, East Indian, Portuguese and Italian immigrants and the development of innovative equipment, one of the largest scale reclamation projects in the United States converted the vast marshes into the predominantly agricultural landscape that characterizes the Delta today.

As one of the most productive agricultural regions in the country, the Delta exports crops throughout the world and contributes billions of dollars to the California economy. The Delta

irrigates over seven million acres of the State's farmland and also supplies two-thirds of California's residents their drinking water.

Still an important natural area, the Delta is a key stopover on the Pacific Flyway and an important anadromous fish corridor. Its waterways provide leisurely retreats for large, nearby urban populations in the San Francisco Bay area and Great Central Valley. Agricultural-related tourism initiatives are springing up to showcase and share the region's agricultural traditions while wildlife friendly farming practices demonstrate how Delta farmland and habitat can coexist.

A Sacramento-San Joaquin Delta National Heritage Area could promote a wide range of partnerships among governments, organizations and individuals to increase public awareness of and appreciation for the important natural, historic, scenic and cultural resources of the area. However, the Department would withhold a final recommendation until we have had an opportunity to review the completed feasibility study.

Mr. Chairman, this concludes my prepared remarks. I would be happy to answer any questions you or any other members of the subcommittees may have.

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1150, A BILL TO ESTABLISH THE SUSQUEHANNA GATEWAY NATIONAL HERITAGE AREA IN THE STATE OF PENNSYLVANIA AND FOR OTHER PURPOSES.

MARCH 7, 2012

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on S. 1150, a bill to establish the Susquehanna Gateway National Heritage Area in Pennsylvania.

The Department recognizes the appropriateness of designating the Susquehanna Gateway National Heritage Area, but recommends deferring action on S. 1150 until program legislation is enacted that establishes criteria to evaluate potentially qualified national heritage areas and a process for the designation and administration of these areas.

There are currently 49 designated national heritage areas, yet there is no authority in law that guides the designation and administration of these areas. Program legislation would provide a much-needed framework for evaluating proposed national heritage areas, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas. We recommend that Congress enact this legislation during this Congress.

Flowing for 441 miles, the Susquehanna River is the longest river on the East Coast and the largest contributor of fresh water to the Chesapeake Bay. The portions of the river flowing through Lancaster and York Counties in Pennsylvania exhibit exceptional natural and recreational value and traverse landscapes of historical importance to our nation.

The region of the proposed Susquehanna Gateway National Heritage Area was first inhabited by Native Americans who left evidence of their occupation in a myriad of archeological sites, as well as rock art at several petroglyph sites. When Captain John Smith journeyed up the Susquehanna River in the summer of 1608, he sent emissaries to the Susquehannock town located on the east side of the river near present day Washington Boro in Lancaster County. Tribal leaders there entered a trade alliance, opening to the English a trade network extending hundreds of miles.

In 1668, William Penn set the tone for religious tolerance in Pennsylvania and brought colonists who settled the great fertile valley of the Susquehanna Gateway region, beginning its long history as an abundant agricultural center. Serving as an important transportation corridor, the river provided opportunities for commerce and invention. It was here that John Elgar constructed the first iron steamboat in America. The birthplace of Robert Fulton, the original inventor of steam powered boats, is a National Historic Landmark in Lancaster County. Here, too, Phineas Davis designed and built the first practical coal burning steam locomotive, thereby revolutionizing railroad transportation.

The region is the home ground of the “Plain People” – the Amish and Mennonites. Their religious values, simple way of life, and well-tended farms speak to the deepest feelings that Americans have about ourselves and our national experience.

In this region, visitors also find evidence of our Revolutionary War past. Lancaster and York Counties served as venues for the Continental Congress when it left Philadelphia upon the British occupation of that city. In the courthouse in York, the Congress approved the Articles of Confederation and Perpetual Union, the nation’s “first constitution,” and sent it forth to the states for ratification. In the summer of 1781, Continental Army General James Wood established Camp Security, housing more than a thousand British soldiers from General John Burgoyne’s army, which had surrendered at Saratoga.

The region also has an abundance of natural resources including migratory bird nesting sites, remnants of old growth forests, and areas of both ecological diversity and scenic quality. Ferncliff, known for its wildflowers, and the Susquehanna Gorge are both designated National Natural Landmarks. Recreational resources abound in the region, including the Kelly’s Run and Susquehanna River Water Trails, both National Recreation Trails.

S. 1150 designates the Susquehanna Heritage Corporation, a non-profit organization, as the proposed management entity for the Susquehanna Gateway National Heritage Area. The area, designated as a state heritage area in 2001, recently changed its name from the Lancaster-York Heritage Region to the Susquehanna Gateway Heritage Area, to reflect the area’s expanded focus, which includes the cultural and economic value of the Susquehanna River. The Susquehanna Heritage Corporation has demonstrated success in coordinating among diverse partners in Lancaster and York Counties. Over the past nine years, the Corporation has been effective in facilitating preservation, interpretative, and educational projects and in leveraging community participation and funding. The heritage area has strong support from the public and from a myriad of state, local, federal, and non-governmental partners throughout the area. In 2008, the Corporation prepared a national heritage area feasibility study that was reviewed by the National Park Service and found to meet the interim criteria for potential designation.

Mr. Chairman, that concludes my testimony. I would be pleased to answer any questions from members of the Committee.

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES CONCERNING S. 1191, TO DIRECT THE SECRETARY OF THE INTERIOR TO CONDUCT A STUDY OF THE SUITABILITY AND FEASIBILITY OF ESTABLISHING THE NAUGATUCK RIVER VALLEY NATIONAL HERITAGE AREA IN CONNECTICUT, AND FOR OTHER PURPOSES.

March 7, 2012

Mr. Chairman, thank you for the opportunity to appear before the committee to present the Department of the Interior's views on S. 1191, a bill to direct the Secretary of the Interior to conduct a study of the suitability and feasibility of establishing the Naugatuck River Valley National Heritage Area in Connecticut, and for other purposes.

The Department supports enactment of S. 1191. However, we feel that priority should be given to the 36 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.

In addition, the Department continues to recommend that Congress enact program legislation for national heritage area studies and designations. There are currently 49 designated national heritage areas, yet there is no authority in law that guides the designation and administration of these areas. Program legislation would provide a much-needed framework for evaluating proposed national heritage areas, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas. We recommend that Congress enact this legislation during this Congress.

The proposed study area includes a part of Connecticut following the Naugatuck River Valley between Torrington and Shelton in the counties of Litchfield and New Haven. The Naugatuck River Valley contains a collection of historic and natural resources relating to the industrial, intellectual, political, and architectural heritage of the United States. The proposed study area includes numerous properties listed on the National Register of Historic Places, and three National Historic Landmarks: the Litchfield National Historic Landmark District; the Tapping Reeve House and Law School, which was the first law school in the United States; and the Oliver Wolcott House, which was the home of a signer of the Declaration of Independence. Many of the fourteen communities identified in the bill are prototypical New England mill towns that represent one of the main manufacturing centers of the nation during the 19th and 20th centuries and a crucial hub of industrial innovation. The valley's principal industries were rubber (Charles Goodyear developed the rubber vulcanization process here), brass (first developed in the valley), and clock making. The story of the immigrants who worked in these industries and contributed to the cultural mosaic of the country is equally compelling. The river flows for over forty miles through landscapes of historical importance to our nation.

The proposed study area has extensive recreational resources in place or under development, including the Naugatuck River Greenway, the Derby Greenway, and the Steele Brooke Greenway. Through the efforts of the Connecticut Department of Environmental Protection and the support of the local communities, considerable progress has been made to restore water quality along the length of the proposed study area. It is an area worthy of study for potential designation as a national heritage area.

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

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1198, A BILL TO REAUTHORIZE THE ESSEX NATIONAL HERITAGE AREA.

MARCH 7, 2012

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 1198, a bill to reauthorize the Essex National Heritage Area.

The Department recognizes the important work of the Essex National Heritage Area to preserve heritage resources in Essex County, Massachusetts. We recommend that S. 1198 be amended to authorize an extension for heritage area program funding until we have completed an Evaluation and Report on the accomplishments of the area and the future role of the National Park Service; and until heritage area program legislation is enacted that standardizes timeframes and funding for designated national heritage areas. Consistent with congressional directives in the 2009 and 2010 Interior Appropriations Acts, the Administration proposed focusing most national heritage area grants on recently authorized areas and reducing and/or phasing out funds to well-established recipients to encourage self-sufficiency in the FY 2013 Budget. The Department would like to work with Congress to determine the future federal role when heritage areas reach the end of their authorized eligibility for heritage program funding. We recommend that Congress enact national heritage legislation during this Congress.

There are currently 49 designated national heritage areas, yet there is no authority in law that guides the designation and administration of these areas. Program legislation would provide a much-needed framework for evaluating proposed national heritage areas, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas.

Essex National Heritage Area (Essex) was established in 1996 by Public Law 103-333. Essex was established to recognize, preserve, promote, and interpret the historic, cultural, and natural resources of the North Shore and lower Merrimack River valley in Essex County, Massachusetts. The early settlement history, maritime history, and the imprint of the early industrial era on the landscape, in particular, were considered to be nationally distinctive and met the criteria for Heritage Area designation. Essex preserves and interprets a rich cultural landscape that includes historic homes, small family farms, and historic industrial architecture. Additionally, Essex contains an array of scenic and natural resources such as rocky coasts and harbors, marshlands, and rivers. Essex spans 500 square miles in northeastern Massachusetts, and includes 34 cities and towns.

Essex is managed by the Essex National Heritage Commission (Commission), which facilitates public private partnerships for the preservation of heritage resources and works closely with National Park Service (NPS) staff at Salem Maritime National Historic Site and Saugus Iron

Works National Historic Site, both of which are within the boundary of Essex. The Commission's work focuses on regional initiatives for heritage programming, interpretation, and education, preservation and resource stewardship, heritage development and infrastructure, and planning and design.

During its 15 years of existence, Essex has a significant record of achievement. Essex has worked closely with NPS staff at Salem Maritime and Saugus Iron Works on a variety of educational and interpretive programs to educate visitors and students about local heritage resources. One successful example is the Trails & Sails weekend, a county-wide event that involves more than 50 host organizations at more than 140 host locations in Essex County in providing interpretive tours, hikes, walks, sail trips and special events at no charge to participants. The Essex Local History In a National Context program has also successfully brought the main themes of Essex into area classrooms.

Essex has played a significant role in local communities in helping to inventory and research historic resources. Working with the Massachusetts Department of Conservation and Recreation, Essex created a catalog of heritage landscapes that communities had identified as being valuable and worthy of protection. In all, communities identified 1,320 resources in 24 of the 34 municipalities included within the boundary of Essex. Additionally, the inventory articulated strategies for preserving these historic resources and landscapes.

Essex has also implemented a successful public information and wayfinding campaign for promoting tourism within the Heritage Area. More than 80 directional highway signs have been installed within Essex that point visitors toward regional visitor centers and historic and natural visitor destinations. These signs not only have helped visitors find tourism destinations within Essex, they have also helped create a regional identity for the heritage area. Essex also plays a significant role in leveraging federal dollars. For every Federal dollar Essex received, it leveraged approximately \$5 of non-federal funds in fiscal year 2011 (\$671,000 Federal vs. \$3,574,139 non-federal). In total, Essex has received over \$12 million in Federal funding.

S. 1198, as written, would extend the authorization of federal funding for Essex for an additional 15 years and increase the authorization of appropriations by \$5 million. Currently, Essex is one of the nine heritage areas now being evaluated by the NPS pursuant to Public Law 110-229. We anticipate the Essex evaluation will be transmitted to Congress this year, and will include recommendations on what the future role of the National Park Service should be in the area.

We recommend a technical amendment to the long title of the bill to make it clear that the bill would extend the authorization for Federal funding for the heritage area instead of reauthorizing the heritage area. While the Essex National Heritage Area faces a sunset for its Federal funding, its National Heritage Area designation will not sunset.

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

**STATEMENT OF STEPHANIE TOOTHMAN, NATIONAL PARK SERVICE,
DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL
PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES,
CONCERNING S. 1215, TO AUTHORIZE THE EXCHANGE OF LAND OR INTEREST IN
LAND BETWEEN LOWELL NATIONAL HISTORICAL PARK AND THE CITY OF
LOWELL IN THE COMMONWEALTH OF MASSACHUSETTS, AND FOR OTHER
PURPOSES.**

March 7, 2012

Mr. Chairman, members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 1215, a bill to authorize the exchange of land or interest in land between Lowell National Historical Park and the city of Lowell in the Commonwealth of Massachusetts, and for other purposes.

The Department supports enactment of this legislation. S. 1215 would enable Lowell National Historical Park to acquire land by means of exchange with public entities and to continue beyond 2018 the successful use of the Preservation Loan Fund to help finance the restoration and redevelopment of historic structures. Both of these provisions would facilitate the park's long-term goals without requiring any additional appropriations.

Public Law 95-290, enacted in 1978, established Lowell National Historical Park to preserve and interpret the city's nationally significant historical and cultural sites, structures, and districts associated with the city's role in the 19th Century American industrial revolution. Along with the park, the law established the Lowell Historic Preservation Commission to complement and coordinate the efforts of the park, the Commonwealth, and local and private entities in developing and managing the historic and cultural resources and to administer the Lowell Historic Preservation District. The law established an arrangement that requires a high level of cooperation between the Federal, Commonwealth, and local governments, and the private sector. The General Management Plan (GMP) and the Lowell Preservation Plan were designed to be supportive of local government preservation and community development efforts and to encourage substantial private investment in the redevelopment of the city's vast 19th-century urban resources.

Over the past three decades, the park and the commission have played a key role in the city's revitalization. Working in cooperation with the city, Commonwealth, and other public entities and private partners, the National Park Service has contributed to the rehabilitation of over 400 structures and the creation of extensive public programs to preserve and interpret the city's cultural resources. An estimated \$1 billion in private investment has occurred within the park and preservation district since the creation of the park. To date, 88 percent of the 5.2 million square feet of vacant mill space within the park and preservation district has been renovated or is in the process of being renovated in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Because of changes in the vicinity of the park as these preservation and redevelopment efforts have occurred, the National Park Service would like to shift the use, management, or ownership of some park lands in order to facilitate their redevelopment for other uses. The park's

maintenance facility and visitor center parking lot sites, which are not historic, have been identified by the University of Massachusetts—Lowell, and the City of Lowell, respectively, as critical to their master plan redevelopment programs. The university and city seek to acquire these sites from the park, have proposed to develop them in ways consistent with the mission, intent and purposes of the park, and have expressed a willingness to work with the park to help facilitate the equitable exchange and relocation of these facilities. The park's September 2010 GMP Amendment specifically recommended the Visitor Center Parking Lot exchange with the city. The University's request to exchange the park's maintenance facility came after the GMP, but is in the park's long-term interest. The National Park Service supports the exchange of both the Visitor Center Parking Lot and the park's maintenance facility.

Under current law, the park has authority to acquire property from the Commonwealth or its political subdivisions only by donation. S. 1215 would give the park the authority to acquire land by exchange from the Commonwealth, the city of Lowell, or the University of Massachusetts Building Authority. This authority would enable the park to conduct both proposed land exchanges. The legislation ensures that if the value of land to be acquired by the park is lower than the value of the land exchanged, the city or Commonwealth would be required to make a cash payment to equalize values and the park would have use of those funds for the purpose of replacing exchanged facilities and infrastructure. At this time, the National Park Service has not identified potential exchange properties.

The Preservation Loan Fund was also authorized in Public Law 95-290 and formally established in 1983. The purpose of the fund is to stimulate private investment in nationally significant historic buildings to meet the historic preservation mandate within the Lowell National Historical Park and Preservation District. The law directed the commission to loan the funds to the non-profit Lowell Development and Financial Corporation, to create a revolving loan fund to accomplish historic preservation goals. The program has funded twenty-one nationally significant historic building projects with loans totaling approximately \$2.5 million. The original Federal appropriation of \$750,000 leveraged non-federal project investments totaling approximately \$130.3 million to date, representing over \$173 in non-federal investment for each Federal dollar appropriated.

The Preservation Loan Fund was initially authorized for a 35-year period expiring in 2018. S. 1215 would extend the program for an additional 25 years. The extension of the program would enable existing funds to continue in a revolving fund for the purposes identified in the original authorization. No additional appropriations would be needed. Despite what has been accomplished in Lowell, numerous historic structures still require rehabilitation, and this program is an important catalyst for generating the private and non-federal funding needed to ensure the preservation of these structures. Extending this authorization would greatly enhance the park's efforts to assure the integrity of the park and preservation district.

Mr. Chairman, this concludes my testimony. I would be pleased to answer any questions you or members of the subcommittee may have regarding S. 1215.

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES CONCERNING S. 1589, A BILL TO EXTEND THE AUTHORIZATION FOR THE COASTAL HERITAGE TRAIL IN THE STATE OF NEW JERSEY.

March 7, 2012

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on S. 1589, a bill to extend the authorization for the Coastal Heritage Trail in the State of New Jersey.

The Department does not object to S. 1589, but notes that the National Park Service is no longer providing technical assistance since the authorization of funding expired on September 30, 2011. This bill would extend the trail's authorization to September 30, 2016.

Public Law 100-515 enacted on October 20, 1988, authorized the Secretary of the Interior to designate a vehicular tour route in coastal New Jersey and to prepare an inventory of sites along the route. An interpretive program was also mandated to provide for public appreciation, education, understanding and enjoyment of important fish and wildlife habitats, geologic and geographical landforms, cultural resources, and migration routes in coastal New Jersey. The Secretary was authorized to provide technical assistance, prepare and distribute information, and erect signs along the route. The resulting New Jersey Coastal Heritage Trail Route links national wildlife refuges, national parklands, National Historic Landmarks, and National Register sites with important historic communities, state parks, natural areas, and other resources to tell the story of New Jersey's role in shaping U.S. history and in providing internationally important habitats for bird and other migrations.

The trail was envisioned as a partnership among the National Park Service (NPS), the State of New Jersey, and many local government and private non-profit partners. Through interpretation of five themes (Maritime History, Coastal Habitats, Wildlife Migration, Relaxation & Inspiration, and Historic Settlements), the trail brought attention to important natural and cultural resources along coastal New Jersey. The trail had a variety of accomplishments that have continued to provide enjoyment and education to visitors even after the trail's authorization expired including a wayside exhibit program, welcome center partnerships in several communities, a successful publications and brochure program, and a highway directional signage program. All of these accomplishments were the result of partnerships with state, local and other entities and helped meet the trail's core mission of natural and cultural resource preservation along with interpretation and public education in a cost-efficient manner through technical assistance while reducing operational responsibilities. No NPS funds were used for maintenance, repair, or operation of any road or road-related structure.

Prior to the expiration of the NPS authority for assistance for the trail in 2011, the NPS completed a strategic plan for the trail. The strategic plan identified four options for the continuance of the trail's mission: 1) No further NPS management of the trail after the sunset

date of September 30, 2011; 2) Limited time for NPS management, in order to transition to a new management framework; 3) A new federal role for or within the trail project area; and 4) Permanent authorization for the trail. With the exception of option 1, all identified options required legislative action.

With the expiration of the trail authorization on September 30, 2011, the NPS moved forward with implementing option 1 from the strategic plan and commenced an orderly conclusion of NPS management of the trail. The NPS closed its trail office in Newport, New Jersey, relocated staff assigned to work on the trail to other NPS offices and ended direct NPS involvement in the operation of the trail. If assistance is reauthorized, the NPS does not intend to reopen its trail office, reassign staff to work on the trail or otherwise change its current management structure. The NPS would support the trail through the work of appropriate regional staff.

Mr. Chairman, that concludes my testimony. I would be pleased to answer any questions from members of the Committee.

STATEMENT OF STEPHANIE TOOTHMAN ASSOCIATE DIRECTOR, CULTURAL RESOURCES, DEPARTMENT OF INTERIOR, NATIONAL PARK SERVICE, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 1708, A BILL TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO ESTABLISH THE BLACKSTONE RIVER VALLEY NATIONAL HISTORICAL PARK IN THE COMMONWEALTH OF MASSACHUSETTS AND THE STATE OF RHODE ISLAND.

MARCH 7, 2012

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 1708, a bill to authorize the Secretary of the Interior to establish the John H. Chafee Blackstone River Valley National Historical Park.

The Department supports S. 1708, if amended in accordance with this testimony.

S. 1708 would establish a new unit of the National Park System, the John H. Chafee Blackstone River Valley National Historical Park (Park) within the existing, bi-state, Blackstone River Valley National Heritage Corridor (Corridor) that extends from Worcester, Massachusetts to Providence, Rhode Island. The bill directs the Secretary of the Interior (Secretary) to administer the Park in accordance with the laws applicable to the National Park System and authorizes the Secretary to enter into cooperative agreements with state and local governments as well as the coordinating entity for the Corridor and others, for the purpose of collaborating on programs, projects and activities that further the purposes of the Park.

The bill also authorizes the Secretary to acquire land for the Park from willing sellers with donated or appropriated funds, transfer from another federal agency, or exchange. Lands owned by the Commonwealth of Massachusetts or the State of Rhode Island, or their political subdivisions, may only be acquired by donation or exchange. Finally, the Secretary is directed to complete a General Management Plan for the Park within three years after funds are made available. Among other things, the plan must seek to make maximum practicable use of certain named visitor facilities in the Corridor that are operated by Corridor partners, many of which were developed with significant investment of federal funds.

S. 1708 is consistent with the findings of the Special Resources Study (SRS) that the National Park Service (NPS) completed in accordance with Public Law 109-338 of 2006, which directed the NPS to conduct the SRS to “evaluate the possibility of (A) designating one or more sites or landscape features as a unit of the National Park System; and (B) coordinating and complementing actions by the [Corridor] Commission, local governments, and State and Federal agencies, in the preservation and interpretation of significant resources within the Corridor.” The SRS evaluated a broad range of sites, features and resources throughout the Blackstone River Valley and concluded that the following meet the criteria for designation as a unit of the National Park System: Old Slater Mill National Historic Landmark district in Pawtucket, Rhode Island, the historic mill villages of Ashton and Slatersville in Rhode Island, and Hopedale and Whitinsville in Massachusetts; the Blackstone River and its tributaries; and the Blackstone

Canal. S. 1708 proposes to include these sites and features in a new unit of the National Park System.

The SRS also evaluated various management alternatives with different scopes and levels of National Park Service involvement. The preferred alternative, from both an environmental and park management perspective, is a new unit of the National Park System that consists of the aforementioned sites and features, and that would partner with the coordinating entity for the Corridor and others to undertake the protection and interpretation of these resources. S. 1708 reflects that recommendation, as it proposes to create a National Historical Park in the Blackstone River Valley of Massachusetts and Rhode Island. The Park would be granted the necessary authorities to continue to work with the Corridor and other partners to optimize protection, management, and public enjoyment of these resources. We believe that the NPS, working in partnership with local groups within the Corridor is the most effective and cost efficient management model for a new unit of the National Park System in the Blackstone River Valley.

If established based upon the management alternative recommended in the SRS, we estimate that the cost to create the Park would be \$6.1 million in one-time expenditures on research, planning, construction and/or rehabilitation, and exhibits. When the Park is fully established, operational costs are estimated to be \$3.5 million annually for salaries, supplies and equipment. All funds would be subject to NPS priorities and the availability of appropriations.

We recommend several amendments to S. 1708 to clarify authorities and conform the bill to similar legislation establishing new National Park System units.

First, we recommend changing the name of the Park to Blackstone River Valley National Historical Park. While we have the greatest respect for the late Senator John H. Chafee and recall his strong support for the protection of our national parks and his efforts to preserve the resources of the Blackstone River Valley, we know of no instances of national parks being named after their congressional sponsors nor do we wish to set this precedent. Naming the Park after the late senator would divert attention from the important resources and values that Park visitors learn about at national park sites, and could cause confusion between the park and the surrounding national heritage corridor that bears the senator's name.

As an alternative, we recommend that the committee consider dedicating the Park to Senator Chafee, naming the main visitor center in his honor, or providing some interpretive exhibits or materials about his work.

Second, we recommend that parcels for Federal land acquisition be prioritized in order to establish a base for NPS ownership and management and that NPS be authorized to acquire a limited amount of land for administrative purposes outside the boundary of the Park. NPS currently has office space outside of the park boundary in Woonsocket, RI, and being able to continue to use this space for purposes of the park will save money and allow a central location that will better serve the urban communities of the park. We also recommend language that creates a matching requirement for the expenditure of Federal funds under cooperative agreements for any natural, historic or cultural resource protection project in the Park or the

Corridor that is consistent with the general management plan. There is approximately \$1 million in unexpended funds for the heritage corridor that remains available for these types of projects. The use of this cooperative agreement authority for any future projects would be subject to further appropriations for this purpose and Administration priorities. We will be happy to work with the Committee on drafting these suggested amendments.

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

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 2131, A BILL TO REAUTHORIZE THE RIVERS OF STEEL NATIONAL HERITAGE AREA, THE LACKAWANNA VALLEY NATIONAL HERITAGE AREA AND THE DELAWARE AND LEHIGH NATIONAL HERITAGE CORRIDOR.

MARCH 7, 2012

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 2131, a bill to reauthorize the Rivers of Steel National Heritage Area, the Lackawanna Valley National Heritage Area, and the Delaware and Lehigh National Heritage Corridor.

The Department recognizes the important work of the three national heritage areas to preserve historic, cultural, natural, and recreational resources in Pennsylvania. We recommend that S. 2131 be amended to authorize an extension for heritage area program funding until we have completed an Evaluation and Report on the accomplishments of the area and the future role of the National Park Service; and until program legislation is enacted that standardizes timeframes and funding for designated national heritage areas. Consistent with congressional directives in the 2009 and 2010 Interior Appropriations Acts, the Administration proposed focusing most national heritage area grants on recently authorized areas and reducing and/or phasing out funds to well-established recipients to encourage self-sufficiency in the FY 2013 Budget. The Department would like to work with Congress to determine the future federal role when heritage areas reach the end of their authorized eligibility for heritage program funding. We recommend that Congress enact national heritage legislation during this Congress.

There are currently 49 designated national heritage areas, yet there is no authority in law that guides the designation and administration of these areas. Program legislation would provide a much-needed framework for evaluating proposed national heritage areas, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas.

Created by Public Law 104-333 in 1996, the Rivers of Steel National Heritage Area (Rivers of Steel) is made up of eight counties in southwestern Pennsylvania known for their significant contributions to the steel industry in America. The mission of Rivers of Steel is to preserve and interpret the history of the region and share the dynamic story of the evolution of southwestern Pennsylvania from a small colonial settlement to the flourishing of the steel industry in the area.

The Lackawanna Valley National Heritage Area (Lackawanna) was established by Public Law 106-278 in 2000. The Lackawanna includes four counties in northeastern Pennsylvania with historical ties to the anthracite coal industry. These counties preserve nationally distinctive resources related to Pennsylvania and America's industrial history, including the history of major labor unions and the struggle to improve working conditions of mine workers. The mission of

the Lackawanna is to conserve, interpret and develop the historical, cultural, natural and recreational resources associated with the area's significant history.

The Delaware and Lehigh National Heritage Corridor (Delaware and Lehigh) was established by Public Law 100-692 in 1988, one of the earliest National Heritage Areas created by Congress. The Delaware and Lehigh follows the historic Delaware Canal and Lehigh Navigation Canal through eastern Pennsylvania. Completed in 1834, the Delaware Canal was an important early transportation route that transformed eastern Pennsylvania from an agrarian region to an industrialized society. The Delaware Canal is a designated National Historic Landmark and portions of the Lehigh Navigation Canal are on the National Register of Historic Places. The purpose of the Delaware and Lehigh is to provide an integrated management structure that will preserve and interpret the canals and their history.

The bedrock of the National Heritage Area concept has always been building partnerships for achieving goals. All three of these non-profit heritage areas, with government funding assistance since their establishment, have shown significant success in working with partners and the Federal government to preserve, interpret, and promote the significant resources in their local areas. Every Federal dollar has been matched with non-federal funds. For example in fiscal year 2011, Lackawanna's Federal appropriation was \$446,112 while the amount of leveraged non-Federal dollars was \$1,361,235. For the same fiscal year, Rivers of Steel received \$682,000 in Federal funding and received \$734,313 in leveraged dollars, while Delaware and Lehigh received \$625,000 in Federal funding and received \$1,566,395 in leveraged dollars, which equals an average of \$2 in non-federal funds for every dollar of Federal funds. In total, Lackawanna has received nearly \$6 million in Federal funding, Rivers of Steel has received approximately \$12.2 million in Federal funding, and Delaware and Lehigh has received about \$11.5 million in Federal funding.

S. 2131, as drafted, would extend the authorization for federal funding for these three heritage areas for an additional ten years. Currently, the Evaluation and Report required by Public Law 110-229 is being completed for Rivers of Steel and we anticipate the evaluation will be transmitted to Congress this year. There is no legislation requiring an Evaluation and Report for Lackawanna. To be consistent with other national heritage areas, we recommend the bill be amended to include Evaluation and Report language similar to Sec. 462 of Public Law 110-229 for Lackawanna. The NPS and the Delaware and Lehigh completed an evaluation for the Delaware and Lehigh, however, this evaluation did not include recommendations on what the future role of the National Park Service should be in the area. The National Park Service will take another look at the evaluation and include recommendations on the future role of the National Park Service prior to transmitting it to Congress in order to be consistent with the other reports.

We recommend a technical amendment to the long title of the bill to make it clear that the bill would extend the authorization for federal funding for the heritage areas instead of reauthorizing the heritage areas. While the three heritage areas face a sunset date for their federal funding, their national heritage area designation will not sunset.

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

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SENATE SUBCOMMITTEE ON NATIONAL PARKS OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES, CONCERNING S. 2133, A BILL TO REAUTHORIZE AMERICA'S AGRICULTURAL HERITAGE PARTNERSHIP IN THE STATE OF IOWA.

MARCH 7, 2012

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 2133, a bill to reauthorize the America's Agricultural Heritage Partnership in the State of Iowa.

The Department recognizes the important work of the America's Agricultural Heritage Partnership, better known as Silos and Smokestacks National Heritage Area, in northeast Iowa. We recommend that S. 2133 be amended to authorize an extension for heritage area program funding until we have completed an Evaluation and Report on the accomplishments of the area and the future role of the National Park Service; and until heritage area program legislation is enacted that standardizes timeframes and funding for designated national heritage areas. Consistent with congressional directives in the 2009 and 2010 Interior Appropriations Acts, the Administration proposed focusing most national heritage area grants on recently authorized areas and reducing and/or phasing out funds to well-established recipients to encourage self-sufficiency in the FY 2013 Budget. The Department would like to work with Congress to determine the future federal role when heritage areas reach the end of their authorized eligibility for heritage program funding. We recommend that Congress enact national heritage legislation during this Congress.

There are currently 49 designated national heritage areas, yet there is no authority in law that guides the designation and administration of these areas. Program legislation would provide a much-needed framework for evaluating proposed national heritage areas, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas.

America's Agricultural Heritage Partnership, better known as Silos and Smokestacks National Heritage Area, in northeast Iowa, was established in 1996 by Public Law 103-333 to interpret farm life, agribusiness and rural communities-past and present. Silos and Smokestacks National Heritage Area preserves and tells the story of American agriculture and its global significance through partnerships and activities that celebrate the land, people, and communities of the area. The heart of America's agricultural revolution still exists in the Silos and Smokestacks region, and the national heritage area is telling the breadth and scope of this story in a compelling, meaningful way.

The heritage of American agriculture and its influence on the global agricultural revolution were considered to be nationally distinctive and met the criteria for national heritage area designation. American agriculture is one of the primary sources of this country's wealth and world leadership and should be preserved and interpreted. Silos and Smokestacks National Heritage Area

preserves and interprets a rich cultural landscape that includes family farms and historic industrial architecture and rural communities across a 37-county region in Northeast Iowa covering over 20,000 square miles.

The national heritage area is managed by the America's Agricultural Heritage Partnership, which facilitates public private partnerships for the preservation and interpretation of heritage resources. The Commission's work focuses on regional initiatives for heritage programming, interpretation, and education, preservation and resource stewardship, heritage development and infrastructure, and planning and design.

During its 15 years of existence, the Silos and Smokestacks National Heritage Area has a significant record of achievement. It has worked closely with the regional business community, county and state governments and multiple non-governmental organizations to build a network of partner sites dedicated to preserving and interpreting the past, present and future of America's agricultural story. Working together, the network has developed a successful public information and way-finding program for promoting tourism that welcomes visitors along the major highway corridors surrounding the region and identifies the more than 100 partner sites in the heritage area. The new signs serve as a connecting thread for this network of sites, while letting visitors know they can discover a piece of America's agricultural story being preserved at the site.

This way-finding program has not only helped visitors find tourism destinations within the Silos and Smokestacks National Heritage Area, but has also helped the heritage area develop a regional identity.

The bedrock of the National Heritage Area concept has always been building partnerships for achieving goals. Silos and Smokestacks National Heritage Area, with minimal government funding assistance since its establishment, has shown significant success in working with partners and the Federal government to preserve, interpret, and promote the significant resources of northeast Iowa. Every Federal dollar has been matched with non-federal funds. For example, in fiscal year 2010, Silos and Smokestacks received \$609,000 in Federal funding while the amount of leveraged non-Federal dollars was \$626,000. Since its establishment, Silos and Smokestacks has received \$8,847,107 million in Federal funding.

S. 2133, as is written now, would extend the authorization for federal funding for the Silos and Smokestacks National Heritage Area for an additional 10 years. Currently, Silos and Smokestacks National Heritage Area is one of the nine heritage areas being evaluated by the National Park Service pursuant to Public Law 110-229. We anticipate its evaluation will be transmitted to Congress this year.

We recommend a technical amendment to the long title of the bill to make it clear that the bill would extend the authorization for Federal funding for the heritage area instead of reauthorizing the heritage area. While the Silos and Smokestacks National Heritage Area faces a sunset for its Federal funding, its national heritage area designation will not sunset.

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

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, 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 H.R. 1141, A BILL TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO STUDY THE SUITABILITY AND FEASIBILITY OF DESIGNATING PREHISTORIC, HISTORIC, AND LIMESTONE FOREST SITES ON THE ISLAND OF ROTA, COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS, AS A UNIT OF THE NATIONAL PARK SYSTEM.

MARCH 7, 2012

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's testimony regarding H.R. 1141, a bill to authorize the Secretary of the Interior to study the suitability and feasibility of designating prehistoric, historic, and limestone forest sites on Rota, Commonwealth of the Northern Mariana Islands, as a unit of the National Park System.

The Department supports H.R. 1141 with a technical amendment. Priority should be given, however, to the 36 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.

H.R. 1141 would authorize the Secretary of the Interior to complete a Special Resource Study of sites on the Island of Rota for potential inclusion in the National Park System. We estimate that this study will cost approximately \$250,000 to \$300,000.

Rota, where the indigenous Chamorro and Carolinian people have retained their cultural heritage in its natural environment, is the southernmost island of the Commonwealth of the Northern Mariana Islands (CNMI). Spared the population displacement of other colonial islands and largely bypassed during World War II, Rota preserves striking examples of the three thousand-year-old Chamorro culture surrounded by the best remaining expanse of this island chain's native limestone forest. The Mochon Latte Village, the Chugai Pictograph Cave, the Taga Latte Stone Quarry, and the Alaguan Bay Ancient Village prehistoric sites include architectural features unique to the ancient Chamorro culture and represent outstanding examples of the territory's cultural resources. These sites possess a high degree of integrity in location, materials, workmanship and association.

The limestone forests of Rota are the most intact and most extensive examples of primary, native limestone forest remaining on any island in the Mariana Archipelago. The forest provides and sustains habitat for endangered bird species, a threatened species of fruit bat, and numerous species of invertebrates that are proposed for listing as threatened or endangered. Several of these species are endemic to Rota. The significance of this unique biotic community cannot be overstated.

Rota's residents and legislative delegation have demonstrated an extraordinary commitment to the protection of the island's environment, including establishment of marine protected areas on Rota. In 2004, Senator Diego M. Songao, Chairman of the Rota Legislative Delegation of the Fourteenth Commonwealth Legislature, formally requested planning assistance from the National Park Service (NPS).

In response to this request, the NPS completed a reconnaissance survey of Rota's natural and cultural resources in September of 2005. The reconnaissance survey found that the natural and cultural resources of the island of Rota are significant to island residents, the CNMI, and the entire nation and merit protection. It also made a preliminary finding that these resources are likely to be suitable and feasible for inclusion in the park system.

At present, the people of Rota and their political leaders find themselves at a crossroads regarding the uses to which their lands are being put. Major land use changes are continuing to take place in the form of residential and agricultural lots being subdivided out of the island's public lands and transferred into private ownership.

Congressional authorization to conduct a Special Resource Study will provide a public process to determine the suitability and feasibility of designating prehistoric, historic, and limestone forest sites on Rota, Commonwealth of the Northern Mariana Islands, as a unit of the National Park System. The NPS would be pleased to actively engage organizations, residents and others in discussions of how best to preserve Rota's significant cultural and natural resources.

The NPS recommends a technical correction to clarify the intent of section 2(a)(2) of the bill. We interpret this section to apply to areas identified as suitable and feasible for designation as a unit of the National Park System. It is possible, however, to read this section more broadly to imply that the National Park Service should examine alternatives for management of the entire island of Rota. We would like to work with the committee to clarify the intent of this section.

Mr. Chairman, this concludes my statement. I would be pleased to answer questions that you or other members of the committee might have.

STATEMENT OF STEPHANIE TOOTHMAN, ASSOCIATE DIRECTOR, CULTURAL RESOURCES, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE SENATE COMMITTEE ON ENERGY AND NATURAL RESOURCES CONCERNING H.R. 2606, A BILL TO AUTHORIZE THE SECRETARY OF THE INTERIOR TO ALLOW THE CONSTRUCTION AND OPERATION OF NATURAL GAS PIPELINE FACILITIES IN THE GATEWAY NATIONAL RECREATION AREA, AND FOR OTHER PURPOSES

MARCH 7, 2012

Mr. Chairman, thank you for the opportunity to appear before you today to discuss the views of the Department of the Interior on H.R. 2606, to authorize the Secretary of the Interior to allow the construction and operation of natural gas pipeline facilities in the Gateway National Recreation Area, and for other purposes.

The Department supports H.R. 2606 with amendments described later in this statement.

H.R. 2606 addresses the need for expansion of the current gas line operated by the firm National Grid. The last expansion was over 40 years ago and the line is at capacity. This legislation would authorize the Secretary to allow for a natural gas pipeline right-of-way to pass through Gateway National Recreation Area. Further, it authorizes a non-competitive lease that will facilitate the adaptive use of two historic aircraft hangar buildings on Floyd Bennett Field to house facilities needed for operation of the pipeline. Use of the buildings would be subject to restoration of the buildings and the collection of payment for their use at fair market value.

Numerous alternative routes were considered by National Grid as part of the Federal Energy Regulatory Commission compliance process. However, the most feasible route considered would be to use an underground pipeline that traverses lands within Gateway National Recreation Area. It would require a 60,000-square-foot facility to house the metering station and equipment needed to move the gas from the supply lines into smaller, lower-pressure distribution pipelines.

One option considered is to build the facility outside of the park. If built outside of the park, the National Park Service believes that the metering station and required security structures, which would be the approximate size of a football field with 20-foot high walls, would impact park resources, particularly the park viewshed.

The option of constructing a new facility within the park would also cause impacts. New construction for pipeline facilities within the park would be contrary to the National Park Service's goals of reducing infrastructure and carefully managing existing facilities. Floyd Bennett Field and its associated buildings are listed on the National Register of Historic Places as a historic district, and such new construction could additionally jeopardize this status.

The option that appears to be most feasible with least impact to the park is the one that H.R. 2606 would allow: the rehabilitation and use of two currently deteriorated historic airplane

hangars on Floyd Bennett Field. If these are used to house the metering station, then neither the 20-foot- tall security structure that would be required around the facility outside of the park nor new construction within the park would be needed. Additionally, the use of these historic hangars on Floyd Bennett Field would allow for operation of the pipeline without impacting the historic landscape, while also providing for long-term care of the structures and providing annual income from rent, which the Secretary would be authorized to retain for infrastructure needs, resource protection, and visitor services at the park.

As passed by the House on February 7, 2012, H.R. 2606 contains provisions to help ensure that the leasing and permitting authorized at Gateway National Recreation Area will be conducted in a way that protects park resources and that revenue derived from the leasing will be retained by the park, consistent with National Park Service law and policy. These are important changes that were made to the bill when it was reported by the House Natural Resources Committee and on the House floor. However, there are two additional amendments we would like to recommend: one to clarify that the equipment housed in the leased hangar will not be subject to both a lease and a permit, and the other to ensure that the National Park Service has the appropriate authority to make any necessary modifications to the lease before renewing it. Proposed language for both of these amendments is attached to this statement.

Mr. Chairman, this concludes my prepared remarks. I will be happy to answer any questions you or any other committee member may have concerning this bill.

Proposed amendments to H.R. 2606, New York City Natural Gas Supply Enhancement Act, as received in the Senate

Page 2, line 18: Strike “natural gas.” and insert “natural gas (but not including the metering and regulating station)”.

Page 4, lines 14-16: Strike “with any changes to its terms and conditions mutually agreed upon.” and insert “upon review, evaluation, and modification, if necessary, of its terms.”.