

**STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR,
PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE,
DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON
NATIONAL PARKS, FORESTS, AND PUBLIC LANDS, HOUSE COMMITTEE ON
NATURAL RESOURCES, CONCERNING H.R. 442, A BILL TO AUTHORIZE THE
SECRETARY OF THE INTERIOR TO STUDY THE SUITABILITY AND
FEASIBILITY OF DESIGNATING THE WOLF HOUSE, LOCATED IN NORFORK,
ARKANSAS, AS A UNIT OF THE NATIONAL PARK SYSTEM**

June 14, 2007

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 H.R. 442, a bill to authorize the Secretary of the Interior to study the suitability and feasibility of designating the Wolf House, located in Norfork, Arkansas, as a unit of the National Park System.

The Department opposes H.R. 442. While the Wolf House is an impressive historical structure, it is not distinguished beyond that of many other historical log structures in cities all over the United States. It is currently operated by the Wolf House Memorial Foundation, Inc., (Foundation) with the backing of Baxter County, Arkansas. Even though the Wolf House has significance for the political history of the state of Arkansas, we believe it may be more suited for inclusion in the State Park system, either separately or as part of Bull Shoals-White River State Park. Finally, in a time of tight budgets and a refocusing on the core mission of the National Park Service, we believe that funding should be directed toward completing previously authorized studies.

H.R. 442 would authorize a study of the Wolf House, a two-story dogtrot log structure dating back to 1829. It is a relic of the Arkansas territorial period, the oldest territorial courthouse west

of the Mississippi River, and is located on Highway 5 in Norfork, Arkansas. It also would study the Wolf House property, several outbuildings, and portions of several city lots, all located within the city of Norfork. The study would be conducted in accordance with the criteria contained in Section 8(c) of Public Law 91-383 (16 U.S.C. 1a-5(c)). A report that includes the findings, conclusions, and recommendations for future management of the study area would be required to be transmitted by the Secretary to Congress no later than one year after enactment of this legislation. H.R. 442 states that the Wolf House is located in the city of Norfolk; the correct location is the city of Norfork.

The Wolf House became the property of the city of Norfork in the 1930s and was maintained and opened to the public by interested citizens who eventually formed the Foundation. The Wolf House was placed on the National Register of Historic Places on April 13, 1973. In the 1990s, controversies over management of the property led the Foundation to approach the Arkansas State Parks to assume responsibility for the property. They were told that the State Parks could not acquire new properties at the time. In 1999, the Foundation and the city of Norfork quit claimed their ownership of the property to Baxter County. At the same time, the Arkansas Historic Preservation Program acquired a historic preservation easement on the property.

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

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR, PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS, HOUSE COMMITTEE ON NATURAL RESOURCES, CONCERNING H.R. 761, TO AUTHORIZE THE SECRETARY OF INTERIOR TO CONVEY TO THE MISSOURI RIVER BASIN LEWIS AND CLARK INTERPRETIVE TRAIL AND VISITOR CENTER FOUNDATION, INC. CERTAIN FEDERAL LAND ASSOCIATED WITH THE LEWIS AND CLARK NATIONAL HISTORIC TRAIL IN NEBRASKA, TO BE USED AS AN HISTORICAL INTERPRETIVE SITE ALONG THE TRAIL

June 14, 2007

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 H.R. 761, a bill to authorize the Secretary of the Interior to convey to the Missouri River Basin Lewis and Clark Interpretive Trail and Visitor Center Foundation, Inc. certain Federal land associated with the Lewis and Clark National Historic Trail in Nebraska, to be used as an historical interpretive site along the trail. The Department supports enactment of H.R. 761.

H.R. 761 would convey without consideration, all right, title, and interest of the United States in two parcels of land, totaling 78 acres, at 100 Valmont Drive, Nebraska City, Nebraska to the Missouri River Basin Lewis and Clark Interpretive Trail and Visitor Center Foundation, Inc. (Foundation). The Foundation would bear all the costs associated with the conveyance. If the Foundation discontinues use of the land as a historic site and interpretive center, the Foundation is required to convey the land back to the Secretary of the Interior without consideration. Under the authority provided in section 1(e), the Secretary would prepare an Environmental Site Assessment before conveying the property to the Foundation and would require such an

assessment before any return of the property in order to protect both parties from liability with respect to any contaminants that might be on the land.

The three-story Missouri River Basin Lewis & Clark Interpretive Trail & Visitor Center (Center), authorized by the National Trails System Act (NTSA), was designed and constructed by the National Park Service (NPS). The Center is located on the Federally owned 78-acre site acquired for this purpose, and focuses on the flora and fauna and scientific discoveries recorded by the Lewis and Clark expedition and the Native American people's role in the success of the Corp of Discovery. There is a Keelboat Exhibition Room on the entry level with an authentic replica of the 55- foot-long keelboat used on the journey, and the lower walkout level houses a Theater Educational Room and the Young Explorer's Discovery Wing. There also is an outdoor classroom and an unobstructed view of the Missouri River, part of the route used by Lewis and Clark as they pulled upriver and walked the banks to make the scientific observations and collect specimens of flora and fauna. There are 11 other historic and interpretive facilities along the Lewis and Clark National Historic Trail.

The Foundation was established as the non-federal operating partner and raised the necessary funds. The NPS has provided approximately \$1.1 million to purchase the land, to provide design and construction supervision services, and to develop the facilities and exhibits. The Foundation raised about \$2.2 million toward the cost and development of the visitor center. Construction of the facility began in the spring of 2003 and was completed in July 2004. The Foundation has operated the Center since July 2004, with a substantial Federal subsidy.

The Midwest Region of NPS currently subsidizes the Center out of ONPS base (\$150,000), contingency (\$32,000), and cyclic (\$18,000) funding, for about \$200,000 per year. This helps pay salaries, utilities, routine maintenance, and other needed expenses. It is estimated that it would cost approximately \$574,000 per year for the NPS to operate the Center for a traditional 7-day per week schedule.

By owning the Center, the Foundation could collect entrance and special use fees to supplement donations for operations and maintenance. Annual visitation for calendar year 2006 was 24,002; based on a typical \$5 entrance fee, that could result in \$120,010. The Foundation projects it could collect approximately \$88,000 in special use fees per year. The two fee types could thus generate about \$208,010 per year.

The passage of H.R. 761 would authorize \$150,000 a year for 10 years to assist in the operation of the facility. The NPS spends approximately \$50,000 more than this amount to subsidize current operations. The difference would then be used to assist with other trail partnerships and perhaps contingency issues in other national park units of the Midwest Region.

Mr. Chairman, thank you for the opportunity to comment. This concludes my prepared testimony. I would be pleased to answer any questions you or other members of the subcommittee may have.

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR, PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS OF THE HOUSE COMMITTEE ON RESOURCES CONCERNING H.R. 1625, A BILL TO ESTABLISH THE ABRAHAM LINCOLN NATIONAL HERITAGE AREA

June 14, 2007

Mr. Chairman, thank you for the opportunity to appear before your committee to present the views of the Department of the Interior on H.R.1625, a bill to establish the Abraham Lincoln National Heritage Area in the State of Illinois.

In 1998, the Looking for Lincoln Heritage Project, a grassroots organization in central Illinois, coordinated a community effort to promote tourism, using the various aspects of Abraham Lincoln's life. It initially focused on single projects and strategic planning with a variety of public and private resources to help local communities research their connections to Lincoln and his times. However, as they moved forward, the scope of the project broadened to identify and promote the various natural, social, and cultural landscapes that made up Lincoln's life. As a result, work toward developing a NHA began with the idea that the National Park Service's Lincoln Home National Historic Site and the future Abraham Lincoln Presidential Library and Museum would serve as the central core.

The Looking for Lincoln Heritage Coalition submitted a feasibility study to designate the Abraham Lincoln National Heritage Area to the National Park Service for review. The study concluded that the region met all of the criteria for designation as a National Heritage Area (NHA). Nevertheless, we recommend that the committee defer action on H.R. 1625 and all other

proposed heritage area designations until program legislation is enacted that establishes guidelines and a process for the designation of NHAs.

Last year, the Administration sent to Congress a legislative proposal to establish guidelines and a process for designation. Bills were introduced in the 109th Congress (S. 243, H.R. 760 and H.R. 6287) that incorporated the majority of the provisions of the Administration's proposal, and S. 243 passed the Senate. During the 110th Congress, a similar heritage area program bill, S. 278, has been introduced, and we look forward to continuing to work with Congress on this very important issue.

With 37 national heritage areas designated across 27 states, and more heritage area legislative proposals in the pipeline, the Administration believes it is critical at this juncture for Congress to enact NHA program legislation. This legislation would provide a much-needed framework for evaluating proposed NHAs, offering guidelines for successful planning and management, clarifying the roles and responsibilities of all parties, and standardizing timeframes and funding for designated areas. Program legislation also would clarify the expectation that heritage areas work toward self-sufficiency by outlining the necessary steps, including appropriate planning, to achieve that shared goal.

H.R. 1625 establishes the Abraham Lincoln National Heritage Area in a core area defined by 42 counties in central Illinois. The area includes rich opportunities where visitors may experience the physical environment of rivers, woodlands, and prairies familiar to Abraham Lincoln and his generation. There are many cultural and historic sites, including the Lincoln Tomb State Historic

Site, the Lincoln Home National Historic Site, the Lincoln Douglas Debate Museum, the Abraham Lincoln Presidential Library & Museum, and a broad diversity of folklife throughout the “Land of Lincoln.”

H.R. 1625 designates the Looking for Lincoln Heritage Coalition as the management entity and outlines its duties. The bill also authorizes the development of a management plan within three years of enactment and authorizes the use of federal funds to develop and implement that plan. If the plan is not submitted within three years of enactment of this Act, the NHA becomes ineligible for federal funding until a plan is submitted to the Secretary. Additionally, the Secretary may, at the request of the management entity, provide technical assistance and enter into cooperative agreements with other public and private entities.

H.R. 1625 also contains safeguards to protect private property, including a prohibition on the use of federal funds to acquire real property. The bill proposes no new restrictions with regard to public use and access to private property.

Abraham Lincoln was an itinerate lawyer who traveled extensively through a large region in central Illinois. Hours spent riding through the area, mostly by horseback, bonded the man and the landscape together. The region tells the comprehensive story of this important man, lawyer, husband, father, and our nation’s 16th President. It is here that Abraham Lincoln pondered this nation, formed his convictions, and even created his debate platform for the now famous Lincoln-Douglas debates still resounding across this region through continued dialog of the same themes.

Abraham Lincoln and his wife, Mary Todd, owned only one home in the heart of Illinois, and it is here that he returned for his permanent rest. The home itself and the neighborhood describe an emotional Abraham Lincoln, who opened his farewell remarks to the citizens of Springfield, Illinois on February 11, 1861 with these words: “My friends – No one, not in my situation, can appreciate my feeling of sadness at this parting. To this place, and the kindness of these people, I owe everything.” He might very well have been speaking to friends and neighbors he had met with and represented as their lawyer throughout the 24 years he had ridden throughout the region. Lincoln left the home he and his family had lived in for 17 years to serve as president of a nation on the verge of a civil war.

While the proposed Abraham Lincoln National Heritage Area contains significant natural, historical, and cultural resources, we would again request that the committee defer action until national heritage area program legislation is enacted.

If the Committee chooses to move forward with this bill, the Department would recommend that the bill be amended to include an additional requirement for an evaluation to be conducted by the Secretary, three years prior to the cessation of federal funding under this act. The evaluation would examine the accomplishments of the heritage area in meeting the goals of the management plan; analyze the leveraging and impact of investments to the heritage area; identify the critical components of the management structure and sustainability of the heritage area; and recommend what future role, if any, the National Park Service should have with respect to the heritage area.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to answer any questions 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, DEPARTMENT OF THE INTERIOR, BEFORE THE
SUBCOMMITTEE ON NATIONAL PARKS, FORESTS, AND PUBLIC LANDS
OF THE HOUSE NATURAL RESOURCES COMMITTEE, CONCERNING H.R.
1835, A BILL TO PROVIDE FOR A RESOURCE STUDY OF THE AREA
KNOWN AS THE RIM OF THE VALLEY CORRIDOR IN THE STATE OF
CALIFORNIA TO EVALUATE ALTERNATIVES FOR PROTECTING
RESOURCES OF THE CORRIDOR**

JUNE 14, 2007

Mr. Chairman, thank you for the opportunity to present the Department of the Interior's views on H.R. 1835, a bill to provide for a resource study of the area known as the Rim of the Valley Corridor in the State of California to evaluate alternatives for protecting resources of the corridor.

The Department supports H.R. 1835 with amendments described later in the statement. The proposed study would explore ways to involve a wide range of Federal, state, local, and private entities to protect and interpret important natural and cultural resources, and to provide more access to outdoor recreational opportunities for the diverse urban communities in the Greater Los Angeles Metropolitan Area. However, we believe that funding 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 River System that have not yet been transmitted to the Congress.

H.R. 1835 directs the Secretary of the Interior to conduct a resource study of the Rim of the Valley Corridor, which consists of mountainous areas surrounding the San Fernando, La Crescenta, Santa Clarita, Simi, and Conejo Valleys, to evaluate a range of alternatives for protecting resources of the corridor. The area includes a portion of the Angeles National Forest and connectors to the Los Padres and San Bernardino National Forests. In conducting the study, the Secretary would be required to seek to achieve the following objectives:

- (1) Protect wildlife habitat and linkages between major areas of open space, where there are 26 distinct plant communities and more than 400 vertebrate species.
- (2) Complete the Rim of the Valley Trail System, including developing the major feeder trails necessary to connect adjoining communities and regional transit to the trail system which, when completed, will serve eight million residents in Los Angeles and Ventura Counties with accessible outdoor recreation trails.
- (3) Preserve recreational opportunities and facilitate access to open space for a variety of recreational users.
- (4) Protect rare, threatened, or endangered species and rare or unusual plant communities and habitat.
- (5) Respect the needs of communities within, or in the vicinity of, the Rim of the Valley Corridor.

The areas that would be studied are adjacent to or in the general vicinity of the Santa Monica Mountains National Recreation Area, which provides recreational opportunities for approximately 530,000 visitors annually. In a unit where only about 15 percent of the

land base is owned by the Federal government, and only about half of the land is in any kind of public ownership, this national recreation area has become a model of collaboration among the different levels of government as well as the many private property owners – all working together as stewards of the scenic, natural, cultural, and recreational resources that lie within the unit’s boundaries. We would expect the uniqueness of the Santa Monica Mountains National Recreation Area, with its success in preserving open space as well as its management challenges, will be considered as part of resource study of the study area.

One alternative that the study would look at is the possibility of adding some or all of the land within the Rim of the Valley Corridor to the Santa Monica Mountains National Recreation Area. However, recognizing the limitation of Federal resources for acquiring and managing additional lands, the study would examine other alternatives for protecting significant areas of open space in the Rim of the Valley Corridor, including those that involve minimal cost to the Federal government. We anticipate that the study would emphasize public-private partnerships. Given the large size and the diversity of stakeholders in the area, the study would involve extensive outreach with members of the public, private landowners, and local governments. The National Park Service would look to the U.S. Forest Service’s lead on any recommendations related to Forest Service lands. The study would likely entail extended comment periods and extensive analysis, and would cost an estimated \$500,000.

H.R. 1835 requires the study to be conducted in accordance with the law applicable to studies of potential new units of the National Park System, which includes criteria for evaluating potential new areas and requires the consideration of alternatives to direct National Park Service management. Because of the inclusion of that provision, we believe it would be appropriate to refer to the study as a “special resource study” rather than a “resource study,” using the term that the National Park Service applies to these types of studies. We therefore recommend this change be made on lines 1 and 4 of page 2, and to the title of the bill.

In addition, we have concerns about two of the requirements in the bill: First, section 2(c) requires the study to discuss the concerns of private landowners within the existing boundaries of the Santa Monica Mountains National Recreation Area. We believe instead that the Secretary should be required to consider the experiences, both positive and negative, of private landowners within the boundaries of Santa Monica National Recreation Area when seeking to achieve the study objective related to respecting the needs of communities within, or in the vicinity of, the Rim of the Valley Corridor.

Second, section 2(d) requires an estimate of the impact on staffing and other costs of each alternative considered not only for Federal agencies, but also for State and local agencies, and other organizations. Typically, National Park Service special resource studies include Federal cost estimates only, as we do not usually have access to the information needed to determine costs for non-Federal entities. We would like to work with the bill’s sponsor and the committee on revisions to both of these subsections.

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

STATEMENT OF WILLIAM D. SHADDOX, ACTING ASSOCIATE DIRECTOR, PARK PLANNING, FACILITIES AND LANDS, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR, BEFORE THE HOUSE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, OF THE COMMITTEE ON NATURAL RESOURCES, CONCERNING H.R. 2197, TO MODIFY THE BOUNDARY OF HOPEWELL CULTURE NATIONAL HISTORICAL PARK IN THE STATE OF OHIO

June 14, 2007

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on H.R. 2197, a bill to authorize the Secretary of the Interior to modify the boundary of Hopewell Culture National Historical Park (NHP) at the Seip Earthworks unit to conform with recognizable property lines and landscape features, and to add the Spruce Hill Works unit to the park. The Department supports H.R. 2197.

H.R. 2197 authorizes the Secretary of the Interior (Secretary) to modify the boundaries of Hopewell Culture NHP and acquire lands only from willing sellers. This is a critical time for the preservation of the Spruce Hill earthworks. The majority of the property is on the market as a result of the settlement of the estate of the late owner. The owner, a willing seller, had been supportive of the National Park Service (NPS) studies of the site and permitted access by agency archeologists. The trustees of the property have been allowing off-road vehicle rallies on a portion of the site. This off-road vehicle use has damaged a portion of the prehistoric walls. Thanks to a growing coalition of national and local groups the parcel is now under contract for sale to the Arc of Appalachia Preserve and the Archaeological Conservancy; this coalition is willing to assist with preserving and managing the site.

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Spruce Hill is an interesting and unique monumental ceremonial archeological site built approximately 2,000 years ago by the Ohio Hopewell culture. The site encloses the top of a hill on the edge of the Appalachian Plateau and overlooks Paint Creek near the town of Bourneville in Ross County, Ohio. Of the forty or more large monumental Hopewell culture earthworks, less than a dozen are hilltop enclosures. Spruce Hill is one of the larger examples of a hilltop site; its walls enclose 140 acres. It is one of three Hopewellian earthwork sites in the Eastern Woodlands where stone is used to construct its enclosing walls. It also is the only hilltop enclosure in the extensive complex of Hopewell earthworks in the Scioto valley around modern-day Chillicothe. All of the other sites in the vicinity are built on the valley floors. The site also has “enigmatic iron pit furnaces,” which continue to generate ardent discussions among archeologists.

The interest in preserving the Spruce Hill Works dates back to the 1970s. In 1972, the site was added to the National Register of Historic Places. In 1980, Public Law 96-607 added a threatened earthwork site to the park and called on the Secretary to study other Ohio Hopewell culture sites and recommend sites for inclusion in the park. Spruce Hill was considered in this comprehensive study; however, since there had been limited modern archeology done at the site, Spruce Hill was recommended for further study. As a result, when Public Law 102-294 established Hopewell Culture National Historical Park by combining the existing Mound City Group National Monument with three new units, it directed the Secretary to study several other prehistoric Hopewell culture sites as potential additions to the park, including Spruce Hill.

Between 1995 and 1998, NPS archeologists were allowed access to Spruce Hill by the landowner. They conducted investigations and prepared preliminary findings and a summary

report by 1998. This report found the site significant and suitable for addition to the park. The report concluded that Spruce Hill is an outstanding example of a particular type of Hopewell culture monumental architecture, the hilltop enclosure, of which about dozen are known and only one other, Fort Ancient State Memorial, a National Historic Landmark, compares to it in size. The site also is associated with early developments in American archeology and specifically with discussions of the origin and builders of the monumental earthworks in the eastern United States. The site has important natural resources as well, including vernal pools, breeding habitat for grassland birds whose populations are in decline in Ohio, and will help preserve the watershed of Paint Creek, a stream designated as Outstanding State Waters. The site offers outstanding opportunities to yield important scientific information on Hopewell hilltop sites, a type of feature that has not been well studied and is not represented in the park.

The estimated land acquisition cost for the Spruce Hill site is \$450,000 to \$600,000. A coalition of local and national conservation groups has signed a contract to buy the parcel. One of the partners, the Arc of Appalachia Preserve, is interested in holding the property outside of the earthworks and managing the site cooperatively with the NPS. This would reduce the acquisition cost for the government. Public facilities, including parking, hiking trails, and wayside exhibits, would be relatively inexpensive, with visitor center and museum needs being served by the Seip Earthworks unit. The cost to develop these facilities would be approximately \$250,000. The Ross County Parks Department has expressed an interest in cooperating with the development of these facilities. However, Federal funding for any new land acquisition and development would be subject to the budget prioritization process of the National Park Service.

H.R. 2197 authorizes boundary adjustments at the Seip Earthworks unit, allowing for alignment of the boundaries with features that are readily recognizable such as streams and fence lines.

The boundary changes also would help preserve additional riparian habitat along Paint Creek, and forestall the need to surplus excess lands and provide easements across or near the principle resource of the park. Most of the land in the proposed boundary modification at the Seip earthwork has already been purchased by the Federal government as uneconomical remnants or is owned by the Ohio Historical Society. These changes would provide more opportunities for research into habitation and craft production archeological sites and provide the earthwork remains with a greater buffer. Also, inclusion of all of the Ohio Historical Society-owned land at Seip Mound State Memorial would facilitate joint management agreements with the Society. The estimated cost to purchase the remaining private properties is \$250,000 to \$300,000. These properties would be purchased from willing sellers.

Passage of H.R. 2197 would allow the National Park Service to act during a critical period for the preservation of these unique earthworks, a distinctive form of ceremonialism and monumental architecture that involved constructing long earthen walls to enclose very large spaces. These earthworks, developed by an American Indian culture in the Ohio River valley around 200 B.C. to A.D. 500, form a significant example of our nation's heritage.

That concludes my statement. I would be glad to answer any questions that you or other members of the subcommittee might have.