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SENATE

{ REPORT
{ 106-319

SAINT CROIX ISLAND HERITAGE ACT

JUNE 27, 2000.—Ordered to be printed

Mr. MURKOWSKI, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 2485]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 2485) to direct the Secretary of the Interior to provide assistance in planning and constructing a regional heritage center in Calais, Maine, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

On page 4, line 15, strike “with State and local agencies” and insert in lieu thereof the following: “with other Federal agencies, State and local agencies”.

PURPOSE OF THE MEASURE

The purpose of S. 2485 is to direct the Secretary of the Interior to take all necessary and appropriate steps to work with Federal, State, and local agencies, historical societies, and nonprofit organizations to facilitate the development of a regional heritage center in downtown Calais, Maine before the 400th anniversary of the settlement of Saint Croix Island.

BACKGROUND AND NEED

Saint Croix Island is located in the Saint Croix River, which forms the boundary between Canada and the State of Maine. In 1604 and 1605, Pierre Dugua Sieur de Mons with his company of men established a French settlement on the island, predating the English settlement at Jamestown, Virginia in 1607. Saint Croix Island International Historic Site is administered by the National Park Service, preserving the site as a monument to the beginning of the United States and Canada.

The 1998 General Management Plan for Saint Croix Island International Historic Site envisions the development of a visitor center, either on NPS shore property at Red Beach, Maine, or in downtown Calais, Maine. If the visitor center were to be located in Calais, the plan envisions it to be planned, developed, operated, and maintained in a cooperative arrangement involving the National Park Service, community organizations, and other agencies.

S. 2485 directs the Secretary of the Interior to work with Federal, State, and local agencies, historical societies, and nonprofit organizations to provide assistance in planning, constructing, and operating a regional heritage center in downtown Calais. The bill authorizes the Secretary to enter into cooperative agreements, the appropriation of \$2 million for design and construction of the facility, and such sums as are necessary to maintain and operate interpretive exhibits.

LEGISLATIVE HISTORY

S. 2485 was introduced by Senators Collins and Snowe on April 27, 2000. The Subcommittee on National Parks, Historic Preservation, and Recreation held a hearing on S. 2485 on May 11, 2000. At its business meeting on June 7, 2000, the Committee on Energy and Natural Resources ordered S. 2485, as amended, favorably reported.

COMMITTEE RECOMMENDATION AND TABULATION OF VOTES

The Committee on Energy and Natural Resources, in open business session on June 7, 2000, by a unanimous vote of a quorum present, recommends that the Senate pass S. 2485, if amended as described herein.

COMMITTEE AMENDMENTS

During the consideration of S. 2485, the Committee adopted an amendment to add “other Federal agencies” to the list of entities to which the Secretary may enter into cooperative agreements.

SECTION-BY-SECTION ANALYSIS

Section 1 designates the bill’s short title as the “Saint Croix Island Heritage Act.”

Section 2 contains congressional findings concerning Saint Croix Island and the National Park Service plan to manage and interpret the Saint Croix Island International Historic Site.

Section 3 defines the terms used in the bill.

Section 4(a) requires the Secretary of the Interior to provide assistance in planning, constructing, and operating a regional heritage center in Calais, Maine, to facilitate the management and interpretation of Saint Croix Island International Historic Site.

Subsection 4(b) authorizes the Secretary to enter into cooperative agreements with State, local, and other Federal agencies, and nonprofit organizations to provide exhibits, interpretive services, and technical assistance; to provide financial assistance for the construction of a regional heritage center in exchange for space in the center to interpret the National Historic Site; and to assist with operation and maintenance of the center.

Section 5 authorizes the appropriation of \$2 million for the design and construction of the regional heritage center, subject to a dollar-for-dollar match of non-Federal funds. Also authorized is the appropriation of funds that are necessary to maintain and operate interpretive exhibits in the center.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, June 20, 2000.

Hon. FRANK H. MURKOWSKI,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for S. 2485, the Saint Croix Island Heritage Act.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Reis.

Sincerely,

STEVEN M. LIEBERMAN
(For Dan L. Crippen, Director).

Enclosure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

S. 2485.—Saint Croix Island Heritage Act

S. 2485 would direct the Secretary of the Interior to provide financial and other assistance for a regional heritage center in Calais, Maine. The Secretary would enter into a cooperative agreement with state and local authorities and nonprofit groups under which the federal government would help to finance construction of the center, provide interpretive exhibits, and assist in operating and maintaining the facility. For these purposes, the bill would authorize the appropriation of \$2 million for development costs and whatever sums are necessary for operation and maintenance.

Assuming appropriation of the authorized amounts, CBO estimates that implementing S. 2485 would cost \$2 million over the next three fiscal years. Additional annual expenses to help operate and maintain the center once it is completed in 2004 would not be significant. The bill would not affect direct spending or receipts; therefore, pay-as-you-go procedures would not apply.

S. 2485 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act. State and local governments might incur some costs to match the federal funds authorized by the bill, but these costs would be voluntary.

The CBO staff contact is Deborah Reis. This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation

of the regulatory impact which would be incurred in carrying out S. 2485. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 2485, as ordered reported.

EXECUTIVE COMMUNICATIONS

On June 6, 2000, the Committee on Energy and Natural Resources requested legislative reports from the Department of the Interior and the Office of Management and Budget setting forth Executive agency recommendations on S. 2485. These reports had not been received at the time the report on S. 2485 was filed. When the reports become available, the Chairman will request that they be printed in the Congressional Record for the advice of the Senate. The testimony provided by the National Park Service at the Subcommittee hearing follows:

STATEMENT OF DENIS P. GALVIN, DEPUTY DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to appear before the subcommittee to present the views of the Department of the Interior on S. 2485, a bill to direct the Secretary of the Interior to provide assistance in planning and constructing a regional heritage center in Calais, Maine, in order to support visitor and interpretive services for Saint Croix Island International Historic Site (ISH), in preparation for the 400th anniversary of Saint Croix in 2004.

The Department of the Interior strongly supports enactment of this legislation, with an amendment to encourage participation of a larger partnership. This legislation will authorize the National Park Service to participate in a collaborative partnership to develop the Calais Center.

Calais, Maine, is located along the Saint Croix River, which is the international boundary between the United States and Canada. Saint Croix Island and Saint Croix Island International Historic Site, the only international historic site in the National Park System, are located eight miles down river from Calais. Saint Croix Island is the site of the first French attempt in 1604 to colonize the territory they called Acadia and is the location of one of the earliest European settlements in North America. The island lies west of the international border and can be seen from a National Park Service interpretive site (Red Beach) on the Maine shore of the Saint Croix River. The island can also be seen from a Parks Canada facility on the New Brunswick shore of the Saint Croix River.

Saint Croix Island ISH is significant to the people of the United States, Canada and France. The National Park Service will be a key player in commemorating the world-historical events which had their start at Saint Croix Island. We would also like to thank Senator Collins and Sen-

ator Snowe for the energy and insight they have brought to this issue in order for the Service to prepare for celebrations in 2004.

The National Park Service completed a general management plan (GMP) for Saint Croix Island IHS in 1998. The GMP recommends the best strategy to protect and interpret Saint Croix Island International Historic Site is to develop an interpretive trail and ranger station on the site's mainland shore, Red Beach, Maine, and to assist in the development of a multi-agency visitor center in downtown Calais. The National Park Service is working with Federal, State and local partners on a strategy to interpret the heritage of the entire region. A goal is to incorporate the Saint Croix Island story into the themes of the regions cultural and natural history in both the United States and in Canada. In addition, a 1982 international memorandum of understanding between the Department of the Interior of the United States and the Department of Environment of Canada provides a mechanism for coordination with Canadian officials. Planning efforts to commemorate and interpret the international historic site, and specifically the 400th anniversary of the settlement in 2004, are ongoing. The timetable is extremely short for these projects to be accomplished in time for the anniversary celebrations.

The National Park Service has prepared a development support package for the Red Beach site for the construction of restrooms and parking and for installing interpretive wayside exhibits. We have also acquired key parcels of land and structures at the Red Beach site. It should be noted that visitation to Saint Croix Island will not be encouraged in order to protect the fragile lands and the significant archaeological remains. A second development support package provides for the remaining development work recommended in the GMP. This work includes the National Park Service portion of the costs for a Calais Regional Heritage Center. National Park Service funds for this center would be subject to the availability of appropriations and NPS priorities. The total preliminary cost estimate for the center is \$6.5 million with the NPS share being \$2 million.

On the Canadian side of the Saint Croix River, Parks Canada has completed an extensive interpretive trail, exhibits, brochures and web pages with links to other French sites throughout eastern Canada. The Province of New Brunswick is developing a reconstructed settlement on the river shore directly opposite the island.

The National Park Service wishes to continue to cooperate with others in planning for a regional heritage center. The center would not be owned nor operated by the National Park Service, but managed by a consortium of partners. Although we do not advocate a National Park Service presence in Calais, we believe a partnership among Federal, state and local organizations would be the most appropriate and cost-effective. The National Park Service generally opposes the use of limited funds for non-Federal

facilities, but in this case the facility can serve park purposes and therefore may be appropriate for funding, subject to NPS ranking of priorities. This legislation would authorize the necessary appropriations to fund very limited Park Service operational costs in Calais.

S. 2485 encourages collaborative planning, construction and operation of the center, but we believe an amendment would better encourage all partners to participate. Along with State and local agencies and nonprofit organizations, it is anticipated that the Forest Service and the U.S. Fish and Wildlife Service would be partners with the National Park Service in this endeavor. We recommend that Section 4(b) be amended to allow the Secretary to enter into cooperative agreements with these two Federal agencies also.

We are very supportive of this legislation if modified in accordance with the amendment attached to this testimony. This concludes my prepared testimony. I would be happy to answer any questions that you or members of the subcommittee may have.

Our proposed amendment is as follows:

On page 4, line 15, strike “with State and local agencies” and insert “with other Federal agencies, State and local agencies”.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 2485, as ordered reported.