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SENATE

{ REPORT
115-70

TO FACILITATE THE ADDITION OF PARK ADMINISTRATION AT THE COLTSVILLE HISTORICAL PARK, AND FOR OTHER PURPOSES

MAY 16, 2017.—Ordered to be printed

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

R E P O R T

[To accompany H.R. 863]

[Including cost estimate of the Congressional Budget Office]

The Committee on Energy and Natural Resources, to which was referred the bill (H.R. 863) to facilitate the addition of park administration at the Coltsville National Historical Park, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that bill do pass.

PURPOSE

The purpose of H.R. 863 is to facilitate the relocation of a park administration and visitor facility at the Coltsville National Historical Park in Connecticut.

BACKGROUND AND NEED

Section 3032 of the Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act for Fiscal Year 2015 (Public Law 113–291) established the Coltsville National Historical Park in Hartford, Connecticut. The park commemorates the site of the Samuel Colt homestead and manufacturing headquarters and its role in American manufacturing history. The authorization included language making the establishment of the park contingent on the donation of approximately 10,000 square feet in the East Armory building for park administrative and visitor services. The East Armory is the main and most recognizable building on the former Colt complex and was initially thought to be the best site

for a park visitor center. However, the National Park Service and stakeholders have determined that there are other buildings on the complex better suited for the visitor center. Because the location of the administration and visitor facility was specified in the park's enabling Act, legislation is needed to allow for the facility to be located elsewhere on the complex.

LEGISLATIVE HISTORY

Representative Larson introduced H.R. 863 on February 3, 2017. On February 27, 2017, H.R. 863 passed on a vote of 369–42 in the House of Representatives.

In the 114th Congress similar legislation, S. 2620, was introduced by Senators Blumenthal and Murphy on March 2, 2016. The Subcommittee on National Parks held a hearing on the measure on March 17, 2016. The Committee on Energy and Natural Resources met in open business session on July 13, 2016, and ordered S. 2620 favorably reported (S. Rept. 114–329).

Representative Larson introduced similar legislation, H.R. 2857, on June 23, 2015. H.R. 2857 was reported from the Committee on Natural Resources with an amendment on March 10, 2016, and passed the House of Representatives on a voice vote on March 22, 2016.

The Senate Committee on Energy and Natural Resources met in open business session on March 30, 2017, and ordered H.R. 863 favorably reported.

COMMITTEE RECOMMENDATION

The Senate Committee on Energy and Natural Resources, in open business session on March 30, 2017, by a majority voice vote of a quorum present, recommends that the Senate pass H.R. 863.

SECTION-BY-SECTION ANALYSIS

Section 1. Amendment to Coltsville National Historical Park donation site

Section 1 amends section 3032(b)(2)(B) of Public Law 113–291, which currently requires the property owners to donate 10,000 square feet of space in the East Armory building to the National Park Service for park administration and visitor services before the national historical park can be officially established. By striking “East Armory” and inserting “Colt Armory Complex” in section 3032(b)(2)(B), the amendment allows space to be donated for park administration and visitor services elsewhere within the Colt Armory Complex.

COST AND BUDGETARY CONSIDERATIONS

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

H.R. 863 would revise the boundaries of the Coltsville National Historic Park in Connecticut. The Coltsville site is about 260 acres of land and structures that hold artifacts associated with Colt Firearms and the Samuel Colt family. H.R. 863 would allow the National Park Service (NPS) to use space outside of the area stipulated under current law as the National Historic Park.

Under H.R. 863, NPS would relocate some existing facilities to the new area. CBO estimates that any costs to implement H.R. 863 would be insignificant and subject to the availability of appropriated funds.

Enacting H.R. 863 would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply. CBO estimates that enacting H.R. 863 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2028.

H.R. 863 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would not affect the budgets of state, local, or tribal governments.

The CBO staff contact for this estimate is Jon Sperl. The estimate was approved by H. Samuel Papenfuss, 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 H.R. 863. 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 H.R. 863, as ordered reported.

CONGRESSIONALLY DIRECTED SPENDING

H.R. 863, as ordered reported, does not contain any congressionally directed spending items, limited tax benefits, or limited tariff benefits as defined in rule XLIV of the Standing Rules of the Senate.

EXECUTIVE COMMUNICATIONS

Because H.R. 863 is similar to legislation considered by the Committee in the 114th Congress, the Committee did not request Executive Agency views. The testimony provided by the National Park Service at the hearing before the Subcommittee on National Parks on March 17, 2016, follows:

STATEMENT OF PEGGY O'DELL, DEPUTY DIRECTOR FOR OPERATIONS, NATIONAL PARK SERVICE, U.S. DEPARTMENT OF THE INTERIOR

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the views of the Department of the Interior on S. 2620, a bill to facilitate the addition of park administration at the Coltsville National Historical Park.

The Department supports S. 2620.

S. 2620 would amend the law that authorizes the establishment of the Coltsville National Historical Park in Hartford, Connecticut, by making a technical change in

one of the requirements for establishing the park. Section 3032(b)(2)(B) of Public Law 113–291 requires the donation of 10,000 square feet of space for park administration and visitor services in the East Armory building of the Colt Armory complex in order for the Secretary of the Interior to designate Coltsville as a unit of the National Park System. S. 2620 would allow this requirement to be met by a donation of 10,000 square feet anywhere in the armory complex, not just specifically in the East Armory building.

The East Armory is the most visible and best-known building within the Colt Armory complex. It houses the site’s iconic blue onion dome, and it has been the primary focus of redevelopment of the complex. Immediately adjacent to the East Armory are two brownstone buildings, the Forge Shop and the Foundry, that date to 1855. They are key historic resources within the Colt Armory complex and closely associated with the East Armory.

As the National Park Service (NPS) began working with the property owners (Colt Gateway LLC) and the city of Hartford to implement the legislation, it became clear that a much better location for park administration and visitor services than the East Armory itself would be the adjacent brownstone buildings. This is for two reasons: first, the redevelopment of the East Armory building is far enough along that locating park administration and visitor service facilities within the building would disrupt existing occupancy, including a school and residences. Second, the two brownstone buildings are better suited to welcome visitors because they are at grade and directly adjacent to parking and, therefore, provide universal accessibility. The brownstones together contain approximately 18,000 square feet of space, well in excess of the 10,000 square feet of space required by the law.

A joint letter sent to the NPS by Senator Richard Blumenthal and Representative John Larson, on February 16, 2016, stated that it was their view that an agreement for the donation of the 18,000 square feet of space for park administration and visitor services in the two brownstones immediately adjacent to the East Armory would meet the law’s intention, so long as the agreement also provides for visitor access to the East Armory dome. They noted that the brownstone buildings are so close that it would be logical to infer that the term “East Armory” includes these smaller buildings in the immediate vicinity of the actual East Armory building. The letter from the House and Senate sponsors of the original Colt legislation has given the NPS confidence to move forward with plans to accept the donation of the brownstone buildings. Even so, the Department would like to have the legal certainty about meeting the donation requirement that S. 2620 would provide.

The NPS continues to make steady progress in meeting the other requirements for establishing the Coltsville National Historical Park. Agreements with the property owners (Colt Gateway LLC) and the city of Hartford are nearing completion. The donation of the required space for

park administration and visitor services is the next critical step necessary to officially establish Coltsville National Historical Park as a unit of the National Park System, which we would like to complete in the NPS's Centennial year.

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

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the original bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

CARL LEVIN AND HOWARD P. "BUCK" McKEON NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 2015

Public Law 113-291

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DIVISION B—MILITARY CONSTRUCTION AUTHORIZATIONS

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TITLE XXX—NATURAL RESOURCES RELATED GENERAL PROVISIONS

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Subtitle C—National Park System Units

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SEC. 3032. COLTSVILLE NATIONAL HISTORICAL PARK.

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(b) ESTABLISHMENT.—

(2) **CONDITIONS FOR ESTABLISHMENT.**—The park shall not be established until the date on which the Secretary determines that—

(A) the Secretary has acquired by donation sufficient land or an interest in land within the boundary of the park to constitute a manageable unit;

(B) the State, city, or private property owner, as appropriate, has entered into a written agreement with the Secretary to donate at least 10,000 square feet of space in the **[East Armory]** *Colt Armory Complex* which would include facilities for park administration and visitor services; and

(C) the Secretary has entered into a written agreement with the State, city, or other public entity, as appropriate, providing that land owned by the State, city, or other pub-

lic entity within the Coltsville Historic District shall be managed consistent with this section.

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