SENATE

REPORT 108-298

EVERGLADES NATIONAL PARK

JULY 7, 2004.—Ordered to be printed

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

REPORT

[To accompany S. 2046]

[Including cost estimate of the Congressional Budget Office]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 2046) to authorize the exchange of certain land in Everglades National Park, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. EVERGLADES NATIONAL PARK.

Section 102 of the Everglades National Park Protection and Expansion Act of 1989 (16 U.S.C. 410r-6) is amended—

- (1) in subsection (a)—
 (A) by striking "The park boundary" and inserting the following:
 "(1) IN GENERAL.—The park boundary";
 (B) by striking "The map" and inserting the following:
 "(2) AVAILABILITY OF MAP.—The map"; and
 (C) by adding at the end the following:
 "(3) ACCOUNTED TO ADDITIONAL AND THE PROPERTY AND TH

- "(3) ACQUISITION OF ADDITIONAL LAND.—

"(A) IN GENERAL.—The Secretary may acquire from 1 or more willing sellers not more than 10 acres of land located outside the boundary of the park and adjacent to or near the East Everglades area of the park for the development of administrative, housing, maintenance, or other park purposes.

"(B) ADMINISTRATION; APPLICABLE LAW.—On acquisition of the land under subparagraph (A), the land shall be administered as part of the park in accordance with the laws (including regulations) applicable to the park."; and (2) by adding at the end the following:

"(h) LAND EXCHANGES.—
"(1) DEFINITIONS.—In this subsection:
"(A) ADMINISTRATOR.—The term 'Administrator' means the Administrator of General Services.

"(B) COUNTY.—The term 'County' means Miami-Dade County, Florida.
"(C) COUNTY LAND.—The term 'County land' means the 2 parcels of land owned by the County totaling approximately 152.93 acres that are designated as Tract 605–01' and Tract 605–03'.

"(D) DISTRICT.—The term 'District' means the South Florida Water Man-

agement District.

"(E) DISTRICT LAND.—The term 'District land' means the approximately 1,054 acres of District land located in the Southern Glades Wildlife and Environmental Area and identified on the map as 'South Florida Water Management District Exchange Lands'.

(F) GENERAL SERVICES ADMINISTRATION LAND.—The term 'General Services Administration land' means the approximately 595.28 acres of land designated as 'Site Alpha' that is declared by the Department of the Navy

to be excess land.

"(G) MAP.—The term 'map' means the map entitled 'Boundary Modification for C-111 Project, Everglades National Park', numbered 160/80,007A, and dated May 18, 2004.

"(H) NATIONAL PARK SERVICE LAND.—The term 'National Park Service land' means the approximately 1,054 acres of land located in the Rocky Glades area of the park and identified on the map as 'NPS Exchange Lands'.

"(2) EXCHANGE OF GENERAL SERVICES ADMINISTRATION LAND AND COUNTY LAND.—The Administrator shall convey to the County fee title to the General Services Administration land in exchange for the conveyance by the County to the Secretary of fee title to the County land.

"(3) EXCHANGE OF NATIONAL PARK SERVICE LAND AND DISTRICT LAND.—

"(A) IN GENERAL.—As soon as practicable after the completion of the exchange under paragraph (2), the Secretary shall convey to the District fee title to the National Park Service land in exchange for fee title to the District land.

"(B) USE OF NATIONAL PARK SERVICE LAND.—The National Park Service land conveyed to the District shall be used by the District for the purposes of the C-111 project, including restoration of the Everglades natural sys-

"(C) BOUNDARY ADJUSTMENT.—On completion of the land exchange under subparagraph (A), the Secretary shall modify the boundary of the park to reflect the exchange of the National Park Service land and the District

"(4) AVAILABILITY OF MAP.—The map shall be on file and available for public inspection in the appropriate offices of the National Park Service.".

SEC. 2. BIG CYPRESS NATIONAL PRESERVE.

Subsection (d)(3) of the first section of Public Law 93-440 (16 U.S.C. 698f) is amended by striking "The amount described in paragraph (1)" and inserting "The amount described in paragraph (2)".

Purpose of the Measure

The purpose of S. 2046 is to authorize the exchange of certain lands in Everglades National Park.

BACKGROUND AND NEED

Congress established the Everglades National Park on March 30, 1934, when it set aside approximately two thousand square miles "for the benefit and enjoyment of the people" (48 Stat. 816; 16 U.S.C. 410). The authorizing act permanently reserved the area as a wilderness where no development "or plan for the entertainment of visitors shall be undertaken which will interfere with the preservation intact of the unique flora and fauna of the essential primitive natural conditions now prevailing in this area" (48 Stat. 817; 16 U.S.C. 410c).

The intermingling of plant and animal species from both the tropical and temperate zones, plus the merging of freshwater and saltwater habitats provide the vast biological diversity that makes Everglades National Park unique. The park has been named an International Biosphere Reserve, a World Heritage Site, and a Wetland of International Importance in recognition of its significance to the peoples of the world.

Over the last several decades, as the population of Florida has grown, the health of the Everglades ecosystem has declined. The decline is largely a result of the quality, quantity, timing and distribution of water delivered throughout the Everglades. Canals and levees capture and divert water for drinking, irrigation and flood control. Faced with a loss of habitat and disruption of water flow many species that were once abundant in the park have declined dramatically in number and others have completely disappeared.

S. 2046 is needed to allow for implementation of the component of the 1994 General Reevaluation Report that provided for the construction of a buffer and detention system along the eastern boundary of Everglades National Park. Construction of this system is needed to establish a hydraulic ridge that will prevent excess loss of seepage from Everglades National Park, provide water supply to Everglades National Park, reestablish the historical flows from Northeast Shark River Slough to Taylor Slough, and to provide flood protection to the lands located east of the C-111 Canal.

This legislation will authorize the exchange of approximately 1,054 acres between the South Florida Water Management District and the Everglades National Park. The Federal Lands conveyed are to be used by the South Florida Water Management District for the purposes of the C–111 project, including restoration of the Everglades natural system. More specifically, the lands will be used to construct a portion of the buffer and detention system. Currently, 2.5 miles of the detention and buffer have been constructed. These lands will allow for construction of the remaining 5.5 miles of detention and buffer system authorized by the 1994 General Reevaluation Report.

Based on the testimony of the National Park Service, the committee believes that land to be conveyed to Everglades National Park represent lands that are equivalent in acreage and habitat value. As a result, the areas encompassed within the Park boundary remain the same, subsequent to the completion of the exchange.

LEGISLATIVE HISTORY

Senator Graham of Florida introduced S. 2046 on February 2, 2004. A hearing S. 2046 was held by the Subcommittee on National Parks on April 27, 2004. A companion measure, H.R. 3785, was introduced in the House of Representatives by Representative Diaz-Balart on February 10, 2004. The Committee on Energy and Natural Resources ordered S. 2046, as amended, favorably reported on June 16, 2006.

COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in an open business session on June 16, 2004, by a voice vote of a quorum present, recommends that the Senate pass S. 2046, if amended, as described herein.

COMMITTEE AMENDMENT

During its consideration of S. 2046, the Committee adopted an amendment in the nature of a substitute. The substitute amendment makes several clarifying changes. In addition, the amendment authorizes a land exchange between the General Services Administration and Miami Dade County that is necessary to complete the purposes of S. 2046. The amendment also adds language to authorize the Secretary to acquire approximately 10 additional acres in proximity to the park. This land is to be used for administrative purposes. The amendment is described in detail in the section-by-section analysis below.

SECTION-BY-SECTION ANALYSIS

Section I makes two amendments to section 102 of the Everglades National Park Protection and Expansion Act of 1989 (16 U.S.C. 410r-6). The first amendment designates the two existing sentences of subsection (a) of section 102 as paragraph (1) and paragraph (2), and adds a new third paragraph. The new paragraph authorizes the Secretary to acquire not more than 10 acres of land near the East Everglades area for administrative purposes, and provides that the acquired land shall be administered as part of Everglades National Park in accordance with all applicable laws and regulations.

The second amendment adds a new subsection (h) at the end of section 102 of the Everglades National Park Protection and Expansion Act of 1989. Paragraph (1) of the new subsection (h) defines key terms used in the new subsection.

Paragraph (2) directs the Administrator of the General Services Administration to convey 595.28 acres of federal land to Miami-Dade County, Florida in exchange for 152.93 acres of land owned by the County.

Paragraph (3)(A) directs the Secretary of the Interior to convey 1,054 acres of National Park Service land to the South Florida Water Management District in exchange for 1,054 acres of land owned by the District.

Paragraph (3)(B) requires the District to use the land conveyed to it under paragraph (3)(A) for purposes of the C-111 project, which include the restoration of the Everglades natural system.

Paragraph (3)(C) directs the Secretary to modify the boundary of the park to reflect the exchange. Paragraph (4) requires the National Park Service to keep the map reflecting the revised boundaries on file and available for public inspection.

Section 2 amends Public Law 93–440 (relating to the Big Cypress National Preserve) to correct an internal paragraph reference.

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 21, 2004.

Hon. Pete V. Domenici, 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. 2046, a bill to authorize the exchange of certain land in Everglades National Park.

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

Sincerely.

ELIZABETH M. ROBINSON (For Douglas Holtz-Eakin, Director).

Enclosure.

- S. 2046—A bill to authorize the exchange of certain land in Everglades National Park
- S. 2046 would authorize the National Park Service (NPS) to acquire certain lands for the Everglades National Park in Florida. The bill would enable the NPS to acquire about 1,050 acres through a four-way exchange with the General Services Administration, Dade County, and a local water district. In addition, the bill would authorize the agency to purchase up to 10 acres located outside of the park's East Everglades area. That property would be developed to provide employee housing and other park facilities.

Assuming appropriation of the necessary amounts, CBO estimates that acquiring and developing land near the East Everglades area of the park would cost about \$3.5 million over the next few years. We estimate that about \$500,000 of this amount would be used by the NPS to acquire a suitable site of about 10 acres outside of the park's boundary. Of the remaining amount, we estimate that about \$3 million would be used to construct a fire station, maintenance and storage facilities, and administrative offices. This estimate does not include \$2 million that would be spent for employee housing because the NPS is already authorized to build employee housing outside of the park.

CBO estimates that the administrative costs of the four-way land exchange would be less than \$50,000 over the next year or two. Additional costs to manage newly acquired acreage would be minimal. Costs to operate the new offsite facility would be similar to the cost of operating existing facilities within the park, which would be demolished.

S. 2046 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would impose no costs on state, local, or tribal governments.

On May 25, 2004, CBO transmitted a cost estimate for H.R. 3785, a bill to authorize the exchange of certain land in Everglades National Park, as ordered reported by the House Committee on Resources on May 19, 2004. S. 2046 and H.R. 3785 are identical, as are their estimated costs.

The CBO staff contact for this estimate is Deborah Reis, who can be reached at 226–2860. 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. 2046.

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. 2046.

EXECUTIVE COMMUNICATIONS

On March 30, 2004, 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. 2046. These reports had not been received when this report was filed. The testimony provided by the Department of the Interior at the Subcommittee hearing on S. 2046 follows:

STATEMENT OF PAUL HOFFMAN, DEPUTY ASSISTANT SEC-RETARY, FISH, WILDLIFE AND PARKS, U.S. DEPARTMENT OF THE INTERIOR

Mr. Chairman and members of the subcommittee, thank you for the opportunity to present the Department of the Interior's views on S. 2046. This bill would authorize a land exchange at Everglades National Park for the purpose of implementing an important restoration project that

will benefit park habitat and resources.

The Department strongly supports an exchange of land between the South Florida Water Management District (District) and Everglades National Park (Park), as proposed in S. 2046, with amendments that are attached to this testimony. We have worked closely with the Department of the Army and State of Florida on the proposed amendments related to the exchange so that it clearly states the purposes of the exchange and ensures that other administrative actions will be completed to effectuate the exchange contemplated by S. 2046. We understand that the State of Florida has expressed its support for the exchange.

S. 2046 directs the Secretary of the Interior (Secretary) to exchange approximately 1,054 acres of land from the Rocky Glades area of the park for approximately 1,054 acres of District land located in the Southern Glades Wildlife and Environmental Area. The park lands that are exchanged would be used for the C-111 project that is intended, among other things, to restore park habitat that has been adversely affected by the Central and Southern Florida Project, as well as restore more natural flows of water to the park's eastern panhandle, and Taylor Slough,

as well as Florida Bay.

The parcels proposed for exchange have been studied and found to be similar. There has, however, been no formal appraisal of the two parcels. Additionally, the NPS does not expect to incur increased operational costs associated with the exchange because of the restricted access to the area adjoining the lands the park would acquire and because the park's current operational responsibilities for lands that the park would be giving up would essentially be transferred to the proposed new additions.

Everglades National Park is one of the most unique ecological reserves in the nation and is unlike any other national park in the world. It is also, unfortunately, one of the most threatened of our national parks. Conditions arising in the south Florida region which threaten this park are well known to this Subcommittee and are the subject of several projects authorized by the Congress to attempt to restore aspects of the original physical and biological

features of the historic Everglades.

For example, in the Water Resources Development Act of 1996, Congress authorized modifications to one project, the C-111 Project, to address restoration along the park's eastern boundary. As set forth in the May 1994 Final Integrated General Reevaluation Report and Environmental Statement for the C-111 Project, features will be constructed that will limit water losses from the park through ground water seepage and restore more natural water flows and levels through Taylor Slough, the eastern panhandle area of the park, and into northeastern Florida Bay.

While maintaining the authorized level of flood protection for agricultural activities adjacent to the park and within the C-111 basin, project features include the construction of four pump stations in the L-31N and C-111 canals and a series of retention areas just east of the park boundary to prevent the loss of water from the park

through seepage.

In addition, a fifth pump station and distribution canal is specified in order to direct water into the Eastern Panhandle region and restore more natural flows through Taylor Slough to Florida Bay. The flow capacity in Taylor Slough would be increased through construction of two new bridges, spoil mounds south of the C–111 canal would be removed, and the C–109 and C–110 canals and levees would be removed. Funding has been provided by the U.S. Army Corps of Engineers (COE) and State of Florida, with some additional amounts for land acquisition from the Department of the Interior.

The NPS, working with the COE and the District, evaluated the modifications as described above to the C-111 project and determined that land previously included within Everglades National Park would be needed for construction and completion of the project. S. 2046 would allow NPS, through an exchange, to provide the necessary lands to complete the project modifications and obtain an equal amount of acreage from the District, adjacent to the park

boundary, which when incorporated into the park, would conform to the NPS's goal of no net loss to the park.

NPS evaluated five exchange alternatives in order to determine the maximum net gain in resource values for lands to be acquired. In consultation with the U.S. Fish and Wildlife Service and the Florida Fish and Wildlife Conservation Commission, the NPS established resource based criteria and evaluated the exchange alternatives as a part of the Final Integrated General Reevaluation Report Supplement and Environmental Assessment, completed in January 2002. The study's selected alternative proposed an exchange of lands as specified in S. 2046, which would result in an equal acreage exchange but an overall increase in resource benefits provided to the park.

Although the necessary exchange has not yet been completed, to date the project has accomplished the following important restoration goals. Three of the five pump stations and portions of related detention areas have been completed, the C–109 levee and canal and spoil mounds in the lower C–111 have been removed, two new bridges in Taylor Slough along the park road have been completed, and the District has purchased most of the land required for the project. Operations of the final project features for the C–111 Project will be assessed in the Combined Structural and Operational Plan (CSOP) for both the C–111 and Modified Water Deliveries Project. Work on developing this plan is ongoing and is scheduled for completion by the COE in June 2006.

Fundamentally however, S. 2046 is needed so that work may proceed as planned. Although we strongly support the exchange, we suggest three amendments to S. 2046. The first would clarify the use of the federal land conveyed to the District. It clarifies that the lands to be provided by the park under the exchange are for the purpose of implementing the project as previously planned and authorized by Congress.

The second would direct the completion of additional federal administrative actions that are necessary to complete the exchange. In brief, it directs completion of a smaller land exchange between Miami-Dade County, the U.S. Navy, and the NPS in order to acquire into federal ownership 153 acres within the 1,054 acres of park land to be exchanged under S. 2046. We had been examining options for completing this exchange administratively. We believe this exchange should be included in this bill since this exchange must occur before the exchange envisioned in the bill can take place. All parties, however, support the exchange, and believe the values are similar.

The third amendment would authorize the Secretary to acquire no more than 10 acres outside the park boundary, from willing sellers, in the vicinity of the East Everglades portion of the park for administrative, housing, maintenance and other park uses.

That completes my testimony. I would be happy to answer any questions that you or any members of the Subcommittee may have.

PROPOSED AMENDMENTS TO S. 2046—LAND EXCHANGE IN EVERGLADES NATIONAL PARK

Page 3, line 3, strike "compatible with" and insert "for".

Page 2, line 22, add the following at end of the first sentence: "Prior to the Secretary's conveyance of fee title to the Federal land to the District, the Administrator of the General Services Administration shall exchange, as expeditiously as possible, approximately 595.28 acres of land declared excess by the Department of the Navy, known as 'Site Alpha,' for two parcels of land, known as 'Tract 605–01' and 'Tract 605–03' and totaling approximately 152.93 acres, owned by Miami-Dade County. Upon completion of the exchange, the Administrator of the General Services Administration shall transfer administrative jurisdiction for Tract 605–01 and Tract 605–03 to the Secretary without reimbursement."

Page 3, line 10, add a new section:

"Sec. 2. Administrative Site.—Section 102 of the Everglades National Park Protection and Expansion Act of 1989 (16 U.S.C. 410r-6) is amended:

(a) by inserting "(1)" before the first sentence in subsection (1), and

(b) by adding the following new paragraph:

(2) The Secretary may acquire up to 10 acres from willing sellers outside the park boundary, but adjacent to or in the general proximity of the East Everglades area of the park, for the development of administrative, housing, maintenance or other park purposes. Upon acquisition, the land shall be administered as part of Everglades National Park in accordance with applicable laws and regulations."

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 S. 2046, as ordered 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):

Public Law 101–229, 101st Congress

AN ACT To modify the boundaries of the Everglades National Park and to provide for the protection of lands, waters, and natural resources within the park, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Everglades National Park Protection and Expansion Act of 1989".

TITLE I—EVERGLADES NATIONAL PARK EXPANSION

SEC. 101. FINDINGS, PURPOSES AND DEFINITIONS OF TERMS.

SEC. 102. BOUNDARY MODIFICATION.

(a) Area Included.—[The park boundary](1) In General.—The park boundary is hereby modified to include approximately 107,600 acres as generally depicted on the map entitled "Boundary Map, Everglades National Park Addition, Dade County, Florida", numbered 160-20,013B and dated September 1989. [The map]

(2) AVAILABILITY OF MAP.—The map shall be on file and available for public inspection in the offices of the National Park Service, De-

partment of the Interior.

(3) Acquisition of additional land.—

(A) IN GENERAL.—The Secretary may acquire from 1 or more willing sellers not more than 10 acres of land located outside the boundary of the park and adjacent to or near the East Everglades area of the park for the development of administrative, housing, maintenance, or other park purposes.

(B) Administration; applicable law.—On acquisition of the land under subparagraph (A), the land shall be administered as part of the park in accordance with the laws (including regu-

lations) applicable to the park."; and
(b) BOUNDARY ADJUSTMENT.—The Secretary may from time to time make minor revisions in the boundaries of the park in accordance with section 7(c) of the Land and Water Conservation Fund Act of 1965 (16 U.S.C. 4601-4 and following). In exercising the boundary adjustment authority the Secretary shall ensure all actions will enhance resource preservation and shall not result in a net loss of acreage from the park.

(h) LAND EXCHANGES.—

(1) Definitions.—In this subsection:

(A) Administrator.—The term "Administrator" means the Administrator of General Services.

(B) COUNTY.—The term "County" means Miami-Dade

County, Florida.

(C) COUNTY LAND.—The term "County land" means the 2 parcels of land owned by the County totaling approximately 152.93 acres that are designated as "Tract 601–01" and "Tract 605-03".

(D) District.—The term "District" means the South

Florida Water Management District.

(E) DISTRICT LAND.—The term "District land" means the approximately 1,054 acres of District land located in the Southern Glades Wildlife and Environmental Area and identified on the map as "South Florida Water Management District Exchange Lands.

(F) General services administration land.—The term 'General Services Administration land' means the approximately 595.28 acres of land designated as "Site Alpha" that is declared by the Department of the Navy to be excess

land.

- (G) MAP.—The term "map" means the map entitled "Boundary Modification for C-111 Project, Everglades National Park", numbered 160/80,007A, and dated May 18, 2004.
- (H) National Park Service Land.—The term "National Park Service land" means the approximately 1,054 acres of land located in the Rocky Glades area of the park and identified on the map as "NPS Exchange Lands."
- (2) EXCHANGE OF GENERAL SERVICES ADMINISTRATION LAND AND COUNTY LAND.—The Administrator shall convey to the County fee title to the General Services Administration land in exchange for the conveyance by the County to the Secretary of fee title to the County land.
- (3) Exchange of national park service land and district land.—
 - (A) In General.—As soon as practicable after the completion of the exchange under paragraph (2), the Secretary shall convey to the District fee title to the National Park Service land in exchange for fee title to the District land.
 - (B) USE OF NATIONAL PARK SERVICE LAND.—The National Park Service land conveyed to the District shall be used by the District for the purposes of the C-111 project, including restoration of the Everglades natural system.
 - (C) BOUNDARY ADJUSTMENT.—On completion of the land exchange under subparagraph (A), the Secretary shall modify the boundary of the park to reflect the exchange of the National Park Service land and the District land.
- (4) AVAILABILITY OF MAP.—The map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

* * * * * * * *

Public Law 93–440

AN ACT To establish the Big Cypress National Preserve in the State of Florida, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) in order to assure the preservation, conservation, and protection of the natural, scenic, hydrologic, floral and faunal, and recreational values of the Big Cypress Watershed in the State of Florida and to provide for the enhancement and public enjoyment thereof, the Big Cypress National Preserve is hereby established.

* * * * * * * * *

- (d)(1) The aggregate cost to the United States of acquiring lands within the Addition may not exceed 80 percent of the total cost of such lands.
- (2) Except as provided in paragraph (3), if the State of Florida transfers to the Secretary lands within the Addition, the Secretary shall pay to or reimburse the State of Florida (out of funds appropriated for such purpose) an amount equal to 80 percent of the total costs to the State of Florida of acquiring such lands.

(3) [The amount described in paragraph (1)] The amount described in paragraph (2) shall be reduced by an amount equal to 20 percent of the amount of the total cost incurred by the Secretary in acquiring lands in the Addition other than from the State of Florida.

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