



Foundation Document

Salt River Bay National Historical Park and Ecological Preserve

U.S. Virgin Islands

February 2015

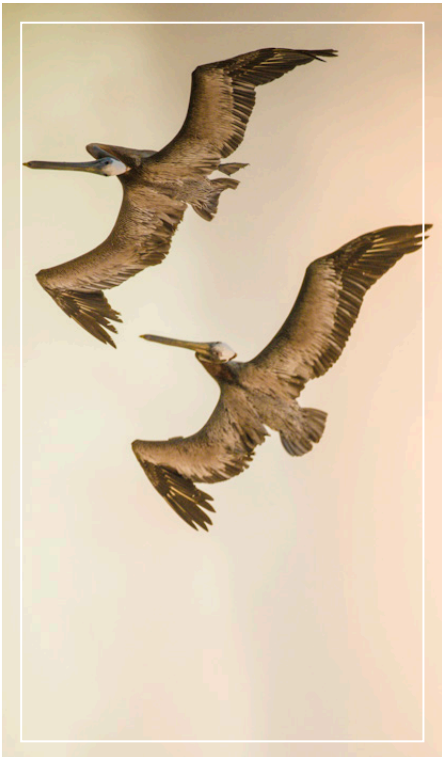


Department of Planning and Natural Resources
Government of the Virgin Islands of the United States



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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the U.S. Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for the national park units on the island of St. Croix includes Buck Island Reef National Monument, Christiansted National Historic Site, and Salt River Bay National Historical Park and Ecological Preserve and can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Salt River Bay National Historical Park and Ecological Preserve is on the north coast of the island of St. Croix, U.S. Virgin Islands. St. Croix is the largest of the four islands that comprise the U.S. Virgin Islands, which also include Water Island, St. John, and St. Thomas. The U.S. Virgin Islands are part of the Lesser Antilles and lie on the boundary between the Greater and Lesser Antilles island chain of the Caribbean, making this an important crossroad for the Amerindian and European colonial settlement of the New World. Salt River Bay, a rich and diverse natural estuarine ecosystem, has been the site of human habitation for thousands of years.

On February 24, 1992, Public Law 102-247 established Salt River Bay as a national park, designated as Salt River Bay National Historical Park and Ecological Preserve. The enabling legislation for the park framed a co-management structure between the Government of the Virgin Islands and the National Park Service. The park's legislated boundary protects 1,015 acres, which are the responsibility of the Government of the Virgin Islands and the National Park Service. The legislated boundary encompasses lands along both sides of Salt River Bay, the bay itself, and extends into the open ocean to include coral reefs and portions of a submarine canyon. The complex mosaic of public and privately owned property, as well as waters under territorial jurisdiction found within the park's boundary, require collaborative management strategies and mutual support between the Government of the Virgin Islands and the National Park Service. A conceptual Salt River Bay master plan was developed in 2012 to identify joint management objectives shared by the Government of the Virgin Islands and the National Park Service.

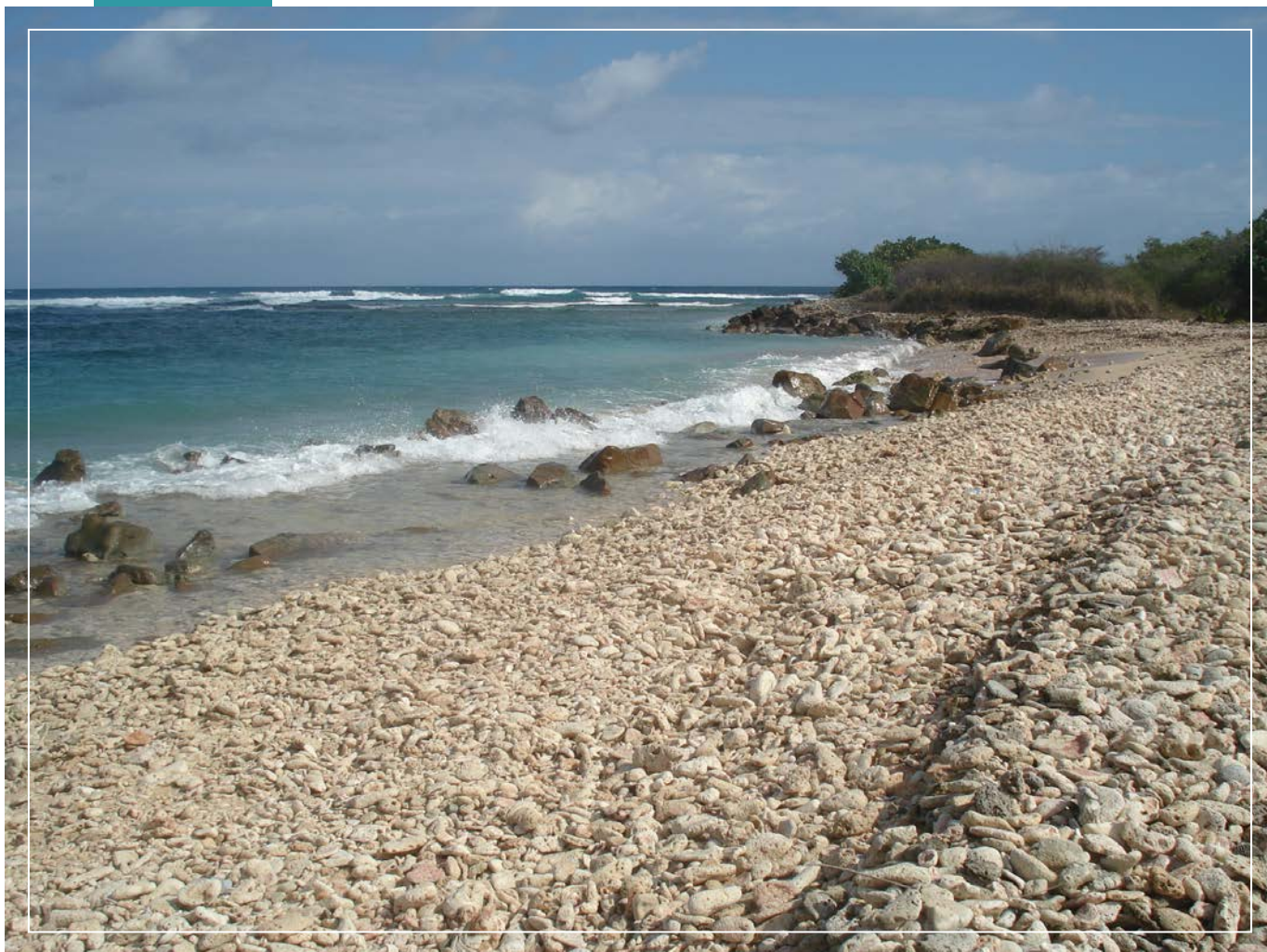
As both a historical park and ecological preserve, Salt River Bay National Historical Park and Ecological Preserve protects rich archeological evidence representing a mosaic of cultural groups potentially dating as far back as 2,000 years as well as dynamic coastal habitats representative of the diverse ecological setting on St. Croix. Here an upland watershed feeds into a bay fringed with mangrove forests and protected by coral reefs. These unique ecosystems have attracted and been dramatically influenced by human habitation for thousands of years. The park provides a unique opportunity to understand, explore, and appreciate the precolonial and colonial history of the U.S. Virgin Islands and dynamic relationship between the impacts of human settlement and the environment on the island of St. Croix.



Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Salt River Bay National Historical Park and Ecological Preserve was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on February 24, 1992 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

*SALT RIVER BAY NATIONAL HISTORICAL PARK AND
ECOLOGICAL PRESERVE in St. Croix, U.S. Virgin
Islands preserves, protects, studies, and interprets
internationally significant historical and cultural sites
that encompass more than 2,000 years and human
use of the diverse tropical, marine, and terrestrial
ecosystems that comprise the Salt River watershed.*



Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Salt River Bay National Historical Park and Ecological Preserve and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

- The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean.
- Salt River Bay National Historical Park and Ecological Preserve protects an Amerindian village and the only known ceremonial stone-lined ballcourt/plaza in the Lesser Antilles providing opportunities for the interpretation of Caribbean life before and after the arrival of European explorers in 1493.
- Salt River Bay is a confirmed site where members of Columbus's second voyage (1493) landed on what is now U.S. territory, resulting in the earliest recorded armed resistance by Amerindians to European colonization.
- Guarding the inlet into Salt River Bay, Fort Salé was first constructed in 1641 and represents one of the earliest and few surviving European earthen fortifications in the New World.
- Salt River Bay National Historical Park and Ecological Preserve contains an estuarine bay that flows into open marine conditions uniquely positioned on the edge of a world-class submarine canyon that empties into the 3-mile-deep basin, Virgin Islands Trough, to the north of St. Croix.
- From terrestrial uplands to an estuarine bay, along the tropical shoreline, out to the coral reef and into the submarine canyon, Salt River Bay National Historical Park and Ecological Preserve protects a complete ridge-to-reef ecosystem that provides habitat and sustains rare, threatened, and endangered plant and wildlife species on the island of St. Croix.
- The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Salt River Bay National Historical Park and Ecological Preserve:

- Archeological and Historic Resources** – Because of its highly productive ecosystems, Salt River Bay has witnessed thousands of years of human habitation, resulting in rich layers of archeological and historic resources. The archeological resources within Salt River Bay National Historical Park and Ecological Preserve boundaries represent every major period of human settlement on the island of St. Croix. Salt River contains documented Amerindian sites associated with the first Amerindian agriculturalists from South America to the later period “Taínos” and “Kalinago” (Carib) cultures. These remains contribute significantly to our understanding of life in the Caribbean before European contact. Important European contact and colonial period historic sites have also been identified within Salt River Bay. Many of these archeological and historic sites are yet to be scientifically surveyed or studied. Through preservation and study these archeological and historic resources will provide invaluable information to enhance our understanding of the history of St. Croix, U.S. Virgin Islands, and the Caribbean.
- Amerindian Village Site and Ballcourt/Plaza** – The Amerindian archaeological site present on Salt River Point / Columbus Landing is a multicomponent archeological village site that spans all major periods of precolonial occupation present in the Virgin Islands. A ceremonial ballcourt/plaza, documented at this village during early 20th century archeological excavations, provides evidence for the presence of complex societies as well as social, cultural, and historical links to Puerto Rico and later “Taíno” cultures. Excavated in 1923 by Danish archeologist Gudmund Hatt, the ballcourt/plaza is the only one of its kind known in the Lesser Antilles. This ballcourt/plaza was lined with carved stones that were removed during Hatt's excavation and are currently stored at the Danish National Museum along with field notes and other artifacts from this archeological investigation. These materials and the site itself offer a unique window into how humans have used the resources in Salt River Bay over time, presenting an unparalleled opportunity to study and interpret pre-colonial Amerindian peoples and their way of life.
- Salt River Point / Columbus Landing** – The beach at Salt River Point (also known as Columbus Landing) is recognized as the site where members of Columbus's second voyage landed on November 14, 1493. This place is one of two documented sites on what is now U.S. territory where a Columbus expedition made landfall. Cape of Arrows, on the east side of Salt River Bay, near Salt River Point, is distinguished as the site where the expedition skirmished with Amerindians, making it the site of the first recorded conflict between Europeans and Amerindians in the New World. The beach at Salt River Point remains an important local cultural resource for community use. This portion of the park is currently owned by the Government of the Virgin Islands and is co-managed with the National Park Service.

- Fort Salé** – Construction of Fort Salé was started by the British in 1641 and eventually finished by the Dutch in 1642, making the earthwork one of the oldest extant European fortifications in the New World. This triangular-shaped earthen fort sits at the western entrance to Salt River Bay, adjacent to the prehistoric Amerindian village and ballcourt/plaza complex, providing a strategic location for competing European colonial interests in the Caribbean. Fort Salé and the surrounding settlement became an important center of colonizing efforts by a number of European powers on the Island of St. Croix, until the focus of shipping and settlement moved to Christiansted during the French occupation in the 1650s. The earthen embankments that compose the fort still contain undisturbed archeological materials and its unique defensive shape and ramparts are still evident on the landscape.
- Salt River Bay Watershed Complex** – Salt River Bay National Historical Park and Ecological Preserve protects a unique watershed complex where dynamic land and sea ecosystems are continuous from ridge to reef. As a result of centuries of human settlement and development, plantation agriculture, and industry, the terrestrial bayside has undergone significant changes in vegetation and natural habitat. This watershed complex includes uplands tropical dry forest sloping into mangrove estuary that provides sheltered quiet waters supporting a reef fish nursery and seagrass beds that are protected by the fringing coral reef at the entrance to the bay. The watershed's freshwater runoff enters Salt River Bay and mixes with saltwater from the ocean, creating a highly productive and ecologically diverse estuary. Mangrove forests line the bay providing nesting areas for birds and nurseries for numerous aquatic and marine species. These mangrove forests also serve as filters, removing sediment from the water as it flows out of the bay into the ocean. The mouth of the bay is defined by an undersea canyon and surrounding coral reef system that falls away into the Virgin Islands Trough. These coral reefs including two recently (2006) listed species (elkhorn and staghorn corals) extend to the east and west of the bay mouth. The western side or west wall drops off precipitously from 60 feet to 600 feet. The wall is colonized by a highly diverse coral reef community. This relationship among terrestrial, estuarine, and marine habits set the stage for a wide range of cultural activity in the past and creates a rare opportunity to study an entire ecosystem and the coalescent impacts of humans from watersheds to coral reefs and into deepwater marine habitat.
- Scenic Views and Vistas** – From both sides of the entrance to Salt River Bay, sweeping views extend out toward the Caribbean Sea, as well as across the bay and its watershed. The park visitor contact station above the western side of the bay is an ideal place to interpret the site and experience the scenic views. The maritime viewshed remains largely intact today, thus conveying its historical significance and maintaining the park's coastal context. Nighttime scenery, starry night skies, and natural darkness are important components of the resources protected by the park. Salt River Bay National Historical Park and Ecological Preserve holds an important harbor of darkness in St. Croix and provides an excellent opportunity for the public to experience this resource. The inland viewshed of the bay faces numerous challenges due to private development dotting the upper landscape throughout the watershed. Because of the Salt River Bay National Historical Park and Ecological Preserve's co-management structure with the Government of the Virgin Islands, there are numerous opportunities to develop strategies and foster stewardship of this important resource.
- Recreational Opportunities** – Salt River Bay National Historical Park and Ecological Preserve provides outstanding opportunities for recreational activities such as swimming, snorkeling, scuba diving, kayaking, boating, bird-watching, hiking, and fishing, which allow visitors to experience and appreciate the park's diverse resources. Most recreational activities are water-based and occur throughout Salt River Bay and along the coastal beaches and reefs. Land-based recreational opportunities are limited due to the challenges of discontinuous land ownership within park boundaries; however, educational hikes and biking trips are currently conducted on NPS lands and public roadways bordering the park. The 2012 Salt River Bay master plan explores opportunities for trails to connect both sides of the bay.

Other Important Resources and Values

Salt River Bay National Historical Park and Ecological Preserve contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important to the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Salt River Bay National Historical Park and Ecological Preserve:

- **Natural and Historic Anchorage / Hurricane Hole** – Historically, Salt River Bay has provided safe harbor/anchorage for vessels during tropical storm and hurricane events. This role as a place of refuge during impending storms is an important park resource for the boating community of St. Croix that enables Salt River Bay National Historical Park and Ecological Preserve to play a significant role in local disaster preparedness and management. As the frequency and strength of tropical storms are likely to increase in the future, this use as a hurricane hole remains an important and direct link between the boating community and the park.
- **Teaching Landscape** – Through co-management among the Government of the Virgin Islands, the National Park Service, local nongovernmental organizations, and public school educational programs, Salt River Bay National Historical Park and Ecological Preserve serves as a teaching landscape in the stewardship and management of diverse cultural and natural resources. The complex ecosystems of Salt River Bay and their relationship to human settlement provide outstanding opportunities for scientific study and learning. Salt River Bay and its surrounding reef systems were once the site of the first long-term undersea research habitats in the world, operated by the National Oceanic and Atmospheric Administration’s (NOAA) National Undersea Research Program. The park continues to be the site of extensive undersea research and provides excellent opportunities to study tropical and subtropical marine ecosystems in the Caribbean. Archeological survey and investigations are likely to enhance our understanding of the ancient use of estuary resources, Caribbean history, and the impacts of colonialization in the New World. By using the potential of this teaching landscape, the park can better engage the local community in restoration, conservation, and protection of Salt River Bay resources.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Salt River Bay National Historical Park and Ecological Preserve:

- More than 2,000 years of Saint Croix's human history is evident through the tangible Amerindian and Colonial remains and the surrounding landscape. The resources at Salt River Bay show the impacts and continued interactions between people and the places where they live.
- No matter how they arrived, diverse groups of people have influenced and continue to define life on the island of Saint Croix through a rich exchange of beliefs, customs, and cultures that continues today.
- Salt River Bay's terrestrial, estuarine, and marine ecosystems illustrate the complex and interrelated relationships of St. Croix's natural communities. Their protection fosters a conservation ethic for the composite balance of ecosystems stretching from the surrounding ridges to the extensive coral barrier reef systems.
- The Government of the Virgin Islands and the National Park Service, through the dynamics of co-management, are committed to shared protection of park resources to provide opportunities for continued resource enjoyment and to educate the public about resource stewardship so future generations can experience and appreciate Salt River Bay.
- From 19th century archeological excavations to a 20th century submerged research station, Salt River Bay continues to attract scientists and scholars from around the world. These resources provide exemplary opportunities to study the relationships between people and the natural environment and St. Croix's history in a living landscape.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Salt River Bay National Historical Park and Ecological Preserve.

For more information about the existing special mandates and administrative commitments for Salt River Bay National Historical Park and Ecological Preserve, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

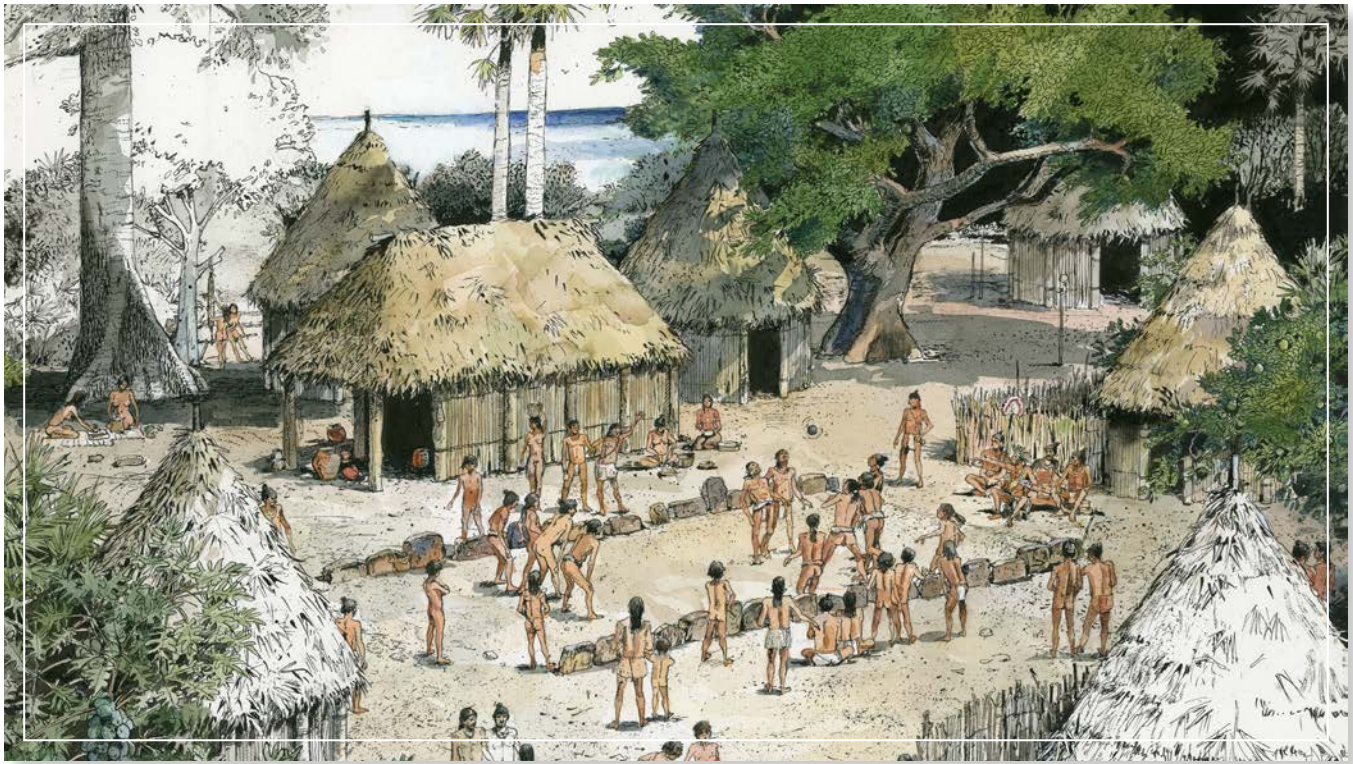


Fundamental Resource or Value	Archeological and Historic Resources
Short Description	Because of its highly productive ecosystems, Salt River Bay has witnessed thousands of years of human habitation, resulting in rich layers of archeological and historic resources. The archeological resources within Salt River Bay National Historical Park and Ecological Preserve's boundaries represent every major period of human settlement on the island of St. Croix. Salt River contains documented Amerindian sites associated with the first Amerindian agriculturalists from South America to the later period "Tainos" and "Kalinago" (Carib) cultures. These remains contribute significantly to our understanding of life in the Caribbean before European contact. Important European contact and colonial period historic sites have also been identified within Salt River Bay. Many of these archeological and historic sites are yet to be scientifically surveyed or studied. Through preservation and study, these archeological and historic resources will provide invaluable information to enhance our understanding of the history of St. Croix, the U.S. Virgin Islands, and the Caribbean.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Salt River Bay National Historical Park and Ecological Preserve protects an Amerindian village and the only known ceremonial stone-lined ballcourt/plaza in the Lesser Antilles providing opportunities for the interpretation of Caribbean life before and after the arrival of European explorers in 1493. • Guarding the inlet into Salt River Bay, Fort Salé was first constructed in 1641 and represents one of the earliest and few surviving European earthen fortifications in the New World. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.

Fundamental Resource or Value	Archeological and Historic Resources
Current Conditions and Trends	Conditions • Less than 30% of the park has received systematic archeological survey. Documented resources are in a state of benign neglect and require additional research, stabilization, and interpretation. Trends • The condition of documented resources is not improving. • There are growing management responsibilities for archeological and historic resources due to new archeological finds.
Threats and Opportunities	Threats • Vehicular traffic and various roadways within the park boundary continue to impact archeological and historic resources. • Looting of archeological sites within the park boundary is a key threat to these resources. • Benign neglect and lack of data on archeological and historic resources is a challenge. • Erosion and rain are impacting archeological and historic resources. • Sea level at Salt River Bay National Historical Park and Ecological Preserve is projected to rise 0.33 to 1.57 feet by 2050 and 0.59 to 4.92 feet by 2100. This, combined with a projected increase in storm intensity, could threaten the archeological and historic resources. • Private development and encroachment from private landowners within the park boundary continues to impact these resources. Opportunities • Surveying and archeological testing. • There are many opportunities to engage the local community and public in archeological projects and programming. • Collaborate with partners to stop the dumping of solid waste onto archeological sites within the park boundary. • Address vehicular access within the park to support the protection of all known archeological and historic sites. Controlling vehicular access will also support law enforcement efforts and help mitigate issues of looting and pot hunters. • Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would enhance protection and interpretation of archeological and historic resources in the park.
Data and/or GIS Needs	• Complete delineation of Hemmers Peninsula and well tower archeological sites. • Cultural landscape inventory. • Cultural resources survey / evaluation study for archeological sites. • Historic resource study. • Inventory of submerged resources within park boundaries. • Survey cultural holdings within park boundaries (section 110 compliance). • Survey of all archival materials.
Planning Needs	• Archeological overview and assessment (finalize plan). • Comprehensive signage plan. • Cultural landscape report. • Long-range interpretive plan. • Special resource study for Estate Concordia / Hubert Harrison birthplace. • General management plan.

Fundamental Resource or Value	Archeological and Historic Resources
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Antiquities and Cultural Properties Act • The U.S. Virgin Islands Coastal Management Zone Act • American Antiquities Act • Archaeological Resources Protection Act • Archeological and Historic Preservation Act • Historic Sites Act • National Historic Preservation Act, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13287, "Preserve America" • "National Register of Historic Places" (36 CFR 60) • "National Historic Landmarks Program" (36 CFR 65) • "Preservation of American Antiquities" (43 CFR 3) • "Protection of Archaeological Resources" (43 CFR 7) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>NPS Guidelines for the Treatment of Cultural Landscapes</i>

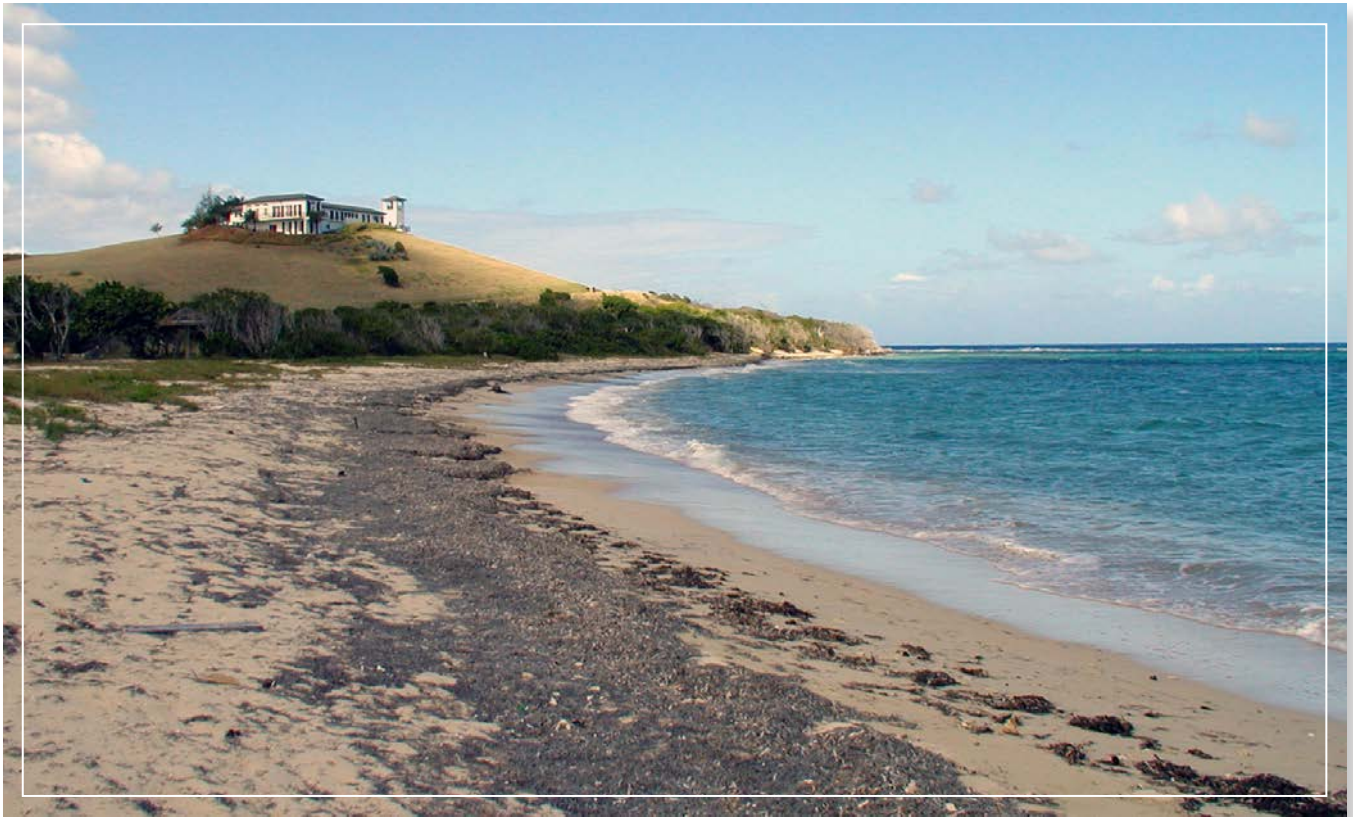




Fundamental Resource or Value	Amerindian Village Site and Ballcourt/Plaza
Short Description	The Amerindian archaeological site present on Salt River Point / Columbus Landing is a multicomponent archeological village site that spans all major periods of precolonial occupation present in the Virgin Islands. A ceremonial ballcourt/plaza, documented at this village during early 20th century archeological excavations, provides evidence for the presence of complex societies as well as social, cultural, and historical links to Puerto Rico and later “Taíno” cultures. Excavated in 1923 by Danish archeologist Gudmund Hatt, the ballcourt/plaza is the only one of its kind known in the Lesser Antilles. This ballcourt/plaza was lined with carved stones that were removed during Hatt’s excavation and are currently stored at the Danish National Museum along with field notes and other artifacts from this archeological investigation. These materials and the site itself offer a unique window into how humans have used the resources in Salt River Bay over time, presenting an unparalleled opportunity to study and interpret precolonial Amerindian peoples and their way of life.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Salt River Bay National Historical Park and Ecological Preserve protects an Amerindian village and the only known ceremonial stone-lined ballcourt/plaza in the Lesser Antilles providing opportunities for the interpretation of Caribbean life before and after the arrival of European explorers in 1493. • Salt River Bay is a confirmed site where members of Columbus’s second voyage (1493) landed on what is now U.S. territory, resulting in the earliest recorded armed resistance by Amerindians to European colonization. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park’s diverse resources.

Fundamental Resource or Value	Amerindian Village Site and Ballcourt/Plaza
Current Conditions and Trends	Conditions • The beach area near the Amerindian Village site is popular for recreational purposes. • The Amerindian Village site is in poor condition and requires improvements for visitor access and resource protection. • The Amerindian Village site provides both parking and beach access for the community. • The existing parking area has caused permanent loss of historical and cultural integrity including loss of irreplaceable Amerindian materials. • The ballcourt/plaza was excavated and documented in 1923. Artifacts and field notes from this excavation are stored in the Danish National Museum in Denmark. • Other fundamental park resources found near this site include Salt River Point / Columbus Landing and Fort Salé. Trends • In concert with improved Virgin Islands education standards, the contributions of Amerindian peoples to the Virgin Island's history are contemporary and topically relevant to an increasingly broad range of stakeholders. This site continues to grow in popularity with the local community for recreation, beach access, and fishing. • Camping at the Amerindian Village site has become popular in the last 20 years. • Historical and cultural materials continue to be damaged on a daily basis.
Threats and Opportunities	Threats • Numerous illegal activities occur near the Amerindian Village site including illegal dumping, looting archeological materials, smuggling, off-road vehicle activity, and fires. • Portions of the Amerindian Village site are overgrown with vegetation. • Sea level at Salt River Bay National Historical Park and Ecological Preserve is projected to rise 0.33 to 1.57 feet by 2050 and 0.59 to 4.92 feet by 2100. This combined with a projected increase in storm intensity could threaten the Amerindian village sites and ballcourt/plaza. • Private development, construction, and encroachment on the Amerindian Village site continue within the park's legislated boundary. • There is a lack of NPS presence at this location due to staff limitations and lack of wayside signage. • Lack of NPS jurisdictional power to enforce federal conservation protection laws. Opportunities • There are many opportunities to work collaboratively with the Department of Planning and Natural Resources (DPNR) on site protection, site stabilization, site condition assessment, archeological surveys, monitoring, and interpretation. • The Amerindian Village site has a high potential to yield valuable research and data through archeological investigations. • Educational and interpretive programming could provide better community connections to the importance and history of the Amerindian Village site. • Beach access and parking at the Amerindian Village site could be relocated and improved to better meet the needs of visitors while providing better resource protection and stewardship. • Artifacts and materials from the 1923 archeological excavation could be repatriated to the U.S. Virgin Islands and displayed at the park visitor contact station. • Reproductions of the stones lining the ballcourt/plaza could be installed at the site to better interpret this resource. • Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would provide better protection and interpretation of the Amerindian Village site and ballcourt/plaza.

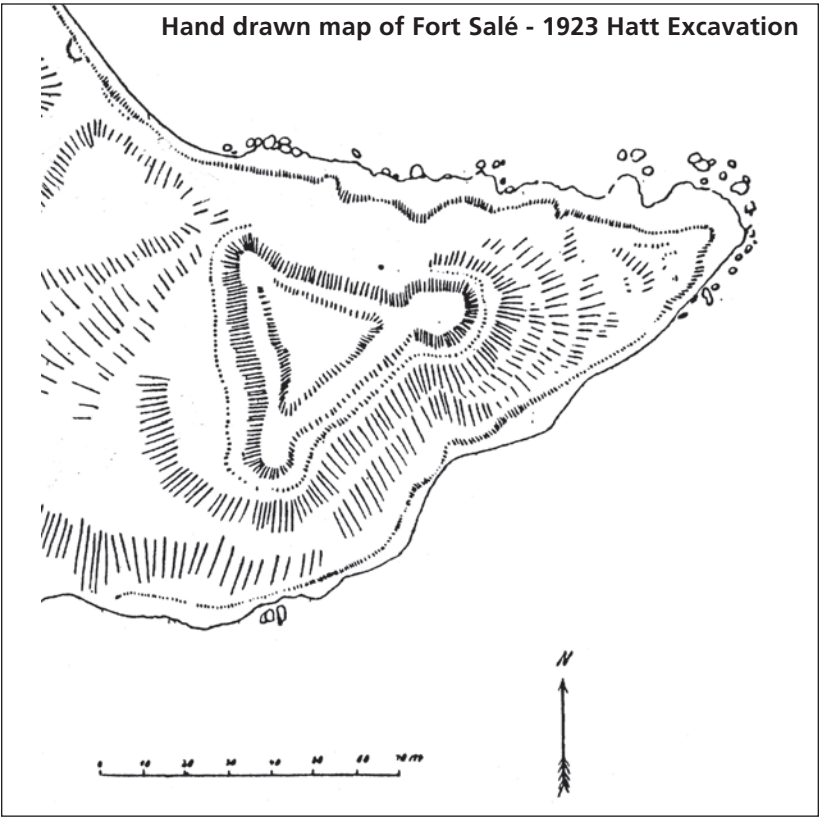
Fundamental Resource or Value	Amerindian Village Site and Ballcourt/Plaza
Data and/or GIS Needs	• Complete delineation of known archeological sites on Hemmers Peninsula and those surrounding the historic well tower. • Cultural landscape inventory. • Cultural resources survey / evaluation study for archeological sites. • Historic resource study. • Inventory of submerged resources within park boundaries. • Survey cultural holdings within park boundaries (section 110 compliance). • Survey of all archival materials.
Planning Needs	• Archeological overview and assessment (finalize plan). • Comprehensive signage plan. • Cultural landscape report. • Long-range interpretive plan. • Special resource study for Estate Concordia / Hubert Harrison birthplace. • General management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Antiquities and Cultural Properties Act • The U.S. Virgin Islands Coastal Management Zone Act • American Antiquities Act • Archaeological Resources Protection Act • Archeological and Historic Preservation Act • Historic Sites Act • National Historic Preservation Act, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13287, "Preserve America" • "National Register of Historic Places" (36 CFR 60) • "National Historic Landmarks Program" (36 CFR 65) • "Preservation of American Antiquities" (43 CFR 3) • "Protection of Archaeological Resources" (43 CFR 7) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>NPS Guidelines for the Treatment of Cultural Landscapes</i>



Fundamental Resource or Value	Salt River Point / Columbus Landing
Short Description	The beach at Salt River Point (also known as Columbus Landing) is recognized as the site where members of Columbus's second voyage landed on November 14, 1493. This place is one of two documented sites on what is now U.S. territory where a Columbus expedition made landfall. Cape of Arrows, on the east side of Salt River Bay, near Salt River Point, is distinguished as the site where the expedition skirmished with Amerindians, making it the site of the first recorded conflict between Europeans and Amerindians in the New World. The beach at Salt River Point remains an important local cultural resource for community use. This portion of the park is currently owned by the Government of the Virgin Islands and is co-managed with the National Park Service.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Salt River Bay National Historical Park and Ecological Preserve protects an Amerindian village and the only known ceremonial stone-lined ballcourt/plaza in the Lesser Antilles providing opportunities for the interpretation of Caribbean life before and after the arrival of European explorers in 1493. • Salt River Bay is a confirmed site where members of Columbus's second voyage (1493) landed on what is now U.S. territory, resulting in the earliest recorded armed resistance by Amerindians to European colonization. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.

Fundamental Resource or Value	Salt River Point / Columbus Landing
Current Conditions and Trends	Conditions • The beach at Salt River Point / Columbus Landing is popular for recreational purposes. • This is also a popular local camping area where over 40 families camp during Easter holiday causing extensive impacts to cultural and natural resources. • Salt River Point / Columbus Landing provides both parking and beach access for the community. • The existing parking area is directly impacting the Amerindian ballcourt/plaza and conch/shell midden. Vehicles are currently able to drive onto the Fort Salé earthen fortification. • Currently, conditions of archeological resources at Salt River Point / Columbus Landing are unknown because there has not been a formal survey or benchmark documentation conducted. • Other fundamental park resources are found at Salt River Point / Columbus Landing and include Fort Salé and the Amerindian ballcourt/plaza. Trends • There is growing interest in protecting Salt River Point / Columbus Landing as well as possible designation as a World Heritage Site in the future. • Salt River Point / Columbus Landing continues to grow in popularity with the local community for recreation, beach access, and fishing.
Threats and Opportunities	Threats • Numerous illegal activities occur at Salt River Point / Columbus Landing including illegal dumping, smuggling, off-road vehicle activity, and fires. • Archeological resources at Salt River Point / Columbus Landing have been looted in the past. • Sea level at Salt River Bay National Historical Park and Ecological Preserve is projected to rise 0.33 to 1.57 feet by 2050 and 0.59 to 4.92 feet by 2100. This, combined with a projected increase in storm intensity, could threaten Salt River Point / Columbus Landing. • Private development, construction, and encroachment on Salt River Point / Columbus Landing continue within the park's legislated boundary. • There is a lack of NPS presence at this location due to limited staffing and lack of wayside signage. • Uncontrolled public access to beach/shoreline, vehicular parking and driving, continue to contribute to prehistoric site degradation. Opportunities • There are many opportunities to work collaboratively with the Department of Planning and Natural Resources on Salt River Point / Columbus Landing protection, monitoring, and interpretation to ensure both archeological site protection and continued appropriate visitor access to the beach. • Salt River Point / Columbus Landing has a high potential to yield valuable research and data through archeological investigations. • Educational and interpretive programming could provide better community connections to the importance and history of Salt River Point / Columbus Landing. • Beach access and parking at the site could be relocated off the archeological site and improved to better meet visitor needs while providing better resource protection and stewardship. • Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would promote improved visitor access while providing better protection and stewardship of resources at this site.

Fundamental Resource or Value	Salt River Point / Columbus Landing
Data and/or GIS Needs	• Cultural resources survey. • Historic resource study. • Survey of all archival materials. • Mobility/transportation study. • Visitor use study.
Planning Needs	• Archeological overview and assessment (finalize plan). • Coastal management and use plan. • Climate change scenario plan. • Communication plan. • Comprehensive signage plan. • Development concept plan for Salt River Point / Columbus Landing. • Long-range interpretive plan. • Land acquisition plan update (parcel 12 and rest of shoreline). • Visitor use management plan. • General management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Antiquities and Cultural Properties Act • The U.S. Virgin Islands Coastal Management Zone Act • American Antiquities Act • Archaeological Resources Protection Act • Archeological and Historic Preservation Act • Historic Sites Act • National Historic Preservation Act, as amended • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • Executive Order 13287, "Preserve America" • "National Register of Historic Places" (36 CFR 60) • "National Historic Landmarks Program" (36 CFR 65) • "Preservation of American Antiquities" (43 CFR 3) • "Protection of Archaeological Resources" (43 CFR 7) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • <i>NPS Guidelines for the Treatment of Cultural Landscapes</i>



Fundamental Resource or Value	Fort Salé
Short Description	Construction of Fort Salé was started by the British in 1641 and eventually finished by the Dutch in 1642, making the earthwork one of the oldest extant European fortifications in the New World. This triangular-shaped earthen fort sits at the western entrance to Salt River Bay, adjacent to the prehistoric Amerindian village and ballcourt/plaza complex, providing a strategic location for competing European colonial interests in the Caribbean. Fort Salé and the surrounding settlement became an important center of colonizing efforts by a number of European powers on the Island of St. Croix, until the focus of shipping and settlement moved to Christiansted during the French occupation in the 1650s. The earthen embankments that compose the fort still contain undisturbed archeological materials and its unique defensive shape and ramparts are still evident on the landscape.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Guarding the inlet into Salt River Bay, Fort Salé was first constructed in 1641 and represents one of the earliest and few surviving European earthen fortifications in the New World.

Fundamental Resource or Value	Fort Salé
Current Conditions and Trends	Conditions - Fort Salé is within 60 feet of the beach/bay and sits above the bay on a rocky outcrop. - Currently, Fort Salé is overgrown with vegetation, which keeps the earthworks stabilized but is also considered a threat to the resource. - Fort Salé is not recognizable and looks like a hill. - Fort Salé has been impacted, but the extent of impacts is unknown because of a lack of data or a formal archeological survey. - There are limited data available from archeological excavations conducted in the 1970s/1980s. - There are no formal trails and no wayside signage interpreting Fort Salé. Trends - Fort Salé continues to degrade from random uncontrolled pedestrian and vehicle access. - Refuse and trash impacting Fort Salé visually as well as degrading the area around the fort. - Fort Salé is used for public urination/defecation as there are no restroom facilities available nearby.
Threats and Opportunities	Threats - Fort Salé experiences deterioration due to erosion from severe storm events. Increases in intensity of extreme precipitation events are projected for all U.S. regions (2014 National Climate Assessment). - Deterioration/erosion due to foot traffic and vehicles from random uncontrolled visitation. - Fort Salé is overgrown with vegetation, which impacts the resource in both positive and negative ways. - Unauthorized burning and fires occur near Fort Salé. - Illegal dumping has occurred at Fort Salé. - Fort Salé is in proximity to the Salt River Point / Columbus Landing parking area and traffic may impact this resource. - Unauthorized excavations and looting at Fort Salé are a significant threat to the archeology and stability of the site. Opportunities - Collaborate with partners to control access and stabilize Fort Salé, which are needed to provide better resource protection and would allow for improved opportunities for visitor enjoyment and experience. - There are significant opportunities for archeological survey and excavation at Fort Salé that would reveal important information about the history of colonial occupation. - Fort Salé provides outstanding opportunities for interpretation and educational programming. - Raised walkway would provide visitor accessibility, location for education signage, and protect earthen fortification from further erosion. - Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would provide better resource protection and interpretation of Fort Salé.
Data and/or GIS Needs	- Condition assessment of Fort Salé earthworks. - Cultural resource survey / evaluation study for archeological sites. - Historic resource study. - Survey of all archival materials. - Locate all documentation for Fort Salé (past archeological reports).

Fundamental Resource or Value	Fort Salé
Planning Needs	• Archeological overview and assessment (finalize plan). • Comprehensive signage plan. • Comprehensive trail development plan. • Development concept plan for Salt River Point / Columbus Landing site. • Earthwork management plan. • Long-range interpretive plan. • General management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Antiquities and Cultural Properties Act • The U.S. Virgin Islands Coastal Management Zone Act • American Antiquities Act • Archaeological Resources Protection Act • Archeological and Historic Preservation Act • Historic Sites Act • National Historic Preservation Act, as amended • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Executive Order 13287, “Preserve America” • “National Register of Historic Places” (36 CFR 60) • “National Historic Landmarks Program” (36 CFR 65) • “Preservation of American Antiquities” (43 CFR 3) • “Protection of Archaeological Resources” (43 CFR 7) • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders) • <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties</i> • <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i> • <i>Director’s Order 28: Cultural Resource Management</i> • <i>Director’s Order 28A: Archeology</i> • <i>NPS Guidelines for the Treatment of Cultural Landscapes</i> • <i>NPS Earthworks Landscape Management Manual</i>



Fundamental Resource or Value	Salt River Bay Watershed Complex (Ridge to Reef)
Short Description	Salt River Bay National Historical Park and Ecological Preserve protects a unique watershed complex where dynamic land and sea ecosystems are continuous from ridge to reef. This watershed complex includes uplands tropical dry forest sloping into mangrove estuary, which provides sheltered quiet waters supporting reef fish nursery and seagrass beds that are protected behind fringing coral reef at the entrance to the bay. The watershed's freshwater run-off enters Salt River Bay and mixes with saltwater from the ocean, creating a highly productive and ecologically diverse estuary. This relationship among terrestrial, estuarine, and marine habits set the stage for a wide range of cultural activity in the past and creates a rare opportunity to study an entire ecosystem and the coalescent impacts of humans from watersheds to coral reefs and into deepwater marine habitat.
Related Significance Statements	• Salt River Bay National Historical Park and Ecological Preserve contains an estuarine bay that flows into open marine conditions uniquely positioned on the edge of a world-class submarine canyon that empties into the 3-mile-deep basin (Virgin Islands Trough) north of St. Croix. • From terrestrial uplands to an estuarine bay, along the tropical shoreline, out to the coral reef and into the submarine canyon, Salt River Bay National Historical Park and Ecological Preserve protects a complete ridge-to-reef ecosystem that provides habitat and sustains rare, threatened, and endangered plant and wildlife species on the island of St. Croix. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.

Fundamental Resource or Value	Salt River Bay Watershed Complex (Ridge to Reef)
Current Conditions and Trends	Conditions - Majority of water within park legislated boundary is under GVI jurisdiction. - Salt River Bay water quality is listed as impaired. - The watershed complex encompasses a coral nursery, two protected, and seven threatened species of corals. - The park is part of the South Florida/Caribbean Inventory & Monitoring Program that provides guidance on long-term monitoring of critical park resources for park health assessment. - Benchmark data have not been compiled from historical sources, maps, and other potential monitoring sources. - The coral reefs, including two recently (2006) listed species (elkhorn and staghorn corals) extend to the east and west of the mouth of the bay. - Average annual temperature for the region has shown a statistically significant increase of 1.7°F over the past century. Sea level at Lime Tree Bay (Krausse Lagoon-South Shore), St. Croix, U.S. Virgin Islands has increased 0.09 inch per year 1977–2012. Trends - Development on private property continues within the watershed / legislated park boundary. - Nearby development also continues to increase, increasing artificial light and noise in the park environment. - There is increased noise from boats, nearby commercial activity, and generators. - There is an increased role for DPNR-building permits, DPNR-DEP, and the Coastal Zone Management Act to protect Salt River Bay watershed from further development. - DPNR as territorial agency has responsibility for water quality monitoring, fish and wildlife protection, cultural resource protection; however, staffing and funding limits the opportunities to effectively maintain these monitoring efforts. - There have been improvements to red mangrove forests through restoration. - Recreational activities have increased in the watershed. - Entire freshwater regime into bay continues to be altered, which affects the bay's stream flow/time.
Threats and Opportunities	Threats - Upland private development in the watershed and the removal of vegetation has resulted in weakening the buffer zone for stormwater runoff. - Illegal dumping of solid waste continues in the watershed. - Debris, chemicals, dirt, and other pollutants flow into Salt River Bay as a result of stormwater runoff from roads and driveways; along with sediment-laden stormwater from unpaved roads and driveways. - There are excess nutrients and pollutants from farms (livestock) and various agricultural activities upstream that impact the water quality in the bay. - Detrimental impact to the watershed from the inappropriate handling of waste (faulty septic systems), chemicals from commercial operations (fiberglass boat building), restaurants, marina, etc., in the watershed. - There are more than 30 abandoned and derelict boats in the bay left from hurricanes leaking fuels/hydrocarbons and solid waste trash throughout the bay. - A variety of terrestrial and marine plant and wildlife invasive species, especially the Indo-Pacific lionfish, present a significant threat to the overall health of the watershed complex / fish nursery habitat and coral reef system. - There are up to 35 boats at Salt River Marina docked in marina/mangroves leaking fuel oil, sewage, solid waste/trash impacting the bay year-round.

Fundamental Resource or Value	Salt River Bay Watershed Complex (Ridge to Reef)
Threats and Opportunities	Threats (continued) • Average annual temperature for the region is projected to increase 2.3°F to 3.7°F by 2100. Although more difficult to model than temperature, average annual precipitation is projected to decrease in most models, ranging from an 18% to 30% decrease. These changes in climate could influence the existing terrestrial ecology. • Sea level at Salt River Bay National Historical Park and Ecological Preserve is projected to rise 0.33 to 1.57 feet by 2050 and 0.59 to 4.92 feet by 2100. The oceans are currently absorbing about one-quarter of human-induced carbon dioxide emissions to the atmosphere and more than 90% of the heat associated with global warming, leading to ocean acidification and the alteration of marine ecosystems (2014 National Climate Assessment). • A rise in sea level will cause reef ecosystems at the depth limit of coral growth to experience diminished light conditions that will no longer sustain growth and will most likely result in death. Slow growing coral species are projected to be negatively impacted as they will be unable to grow fast enough to keep pace with rising ocean levels. • Deposition of nitrogen and sulfur, which contribute to ocean acidification, negatively impact coral reefs. • Sahara dusts contain particles contain viable bacteria and fungi, nutrients, metals, and persistent organic pollutants, some of which can result in coral mortality. An increase in artificial light has the potential to disrupt natural nocturnal patterns of wildlife species. • An increase in noise has the potential to negatively impact the park's acoustical environment, including natural resources and the cultural experience of the park. Opportunities • The park can work with partners to establish and maintain a Coastal Studies Outpost/ field research/education station for use by DPNR, the National Park Service, the University of the Virgin Islands, and K-12 for education opportunities. • Improving the accessibility and visibility of the visitor contact station and National Park Service presence could highlight impact of good resource stewardship and conservation through education. • Establishing the Marine Research and Education Center, a collaboration among the National Park Service, Government of the Virgin Islands, and university partners, would provide world-class science and research in the parks, support long-term natural and cultural resource monitoring, train the next generation of Virgin Island resource stewards, and provide critical public education. • Implementation of the NPS and GVI jointly developed 2012 Salt River Bay master plan would improve park visibility, identity, and visitor education and access. • There are ongoing opportunities through the regional haze and other air quality programs to work with state and federal air regulatory agencies and other stakeholders to address air quality impacts in parks from sources of air pollution. • The park has begun nonnative plant control and reintroduction of native plants; through partnerships the park can work with partners and private landowners to combat nonnative invasive plants and begin restoration of the landscape to improve native plant diversity and wildlife habitat.
Data and/or GIS Needs	• Acoustical monitoring. • Assessment of mangrove forests. • Comprehensive inventory of natural resources data. • Long-term water quality monitoring. • Monitoring of air quality and air quality resource values. • Native and nonnative species inventory. • Night sky inventory and indicators and standards. • Update South Florida / Caribbean Inventories and Vital Signs Monitoring document.

Fundamental Resource or Value	Salt River Bay Watershed Complex (Ridge to Reef)
Planning Needs	• Climate change scenario plan. • Coastal management and use plan. • Comprehensive signage plan. • Comprehensive trail development plan. • Emergency operation plan for hurricane preparedness (update). • Long-range interpretive plan. • Partnership plan. • Land acquisition plan update (parcel 12 and rest of shoreline). • General management plan. • Comprehensive watershed management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Coastal Management Zone Act • Clean Water Act • Coastal Zone Management Act • Endangered Species Act • Estuaries and Clean Water Act • Estuary Protection Act • Magnuson-Stevenson Fisheries Management and Conservation Act • National Environmental Policy Act • North American Wetlands Conservation Act • Park System Resources Protection Act • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” NPS Policy-level Guidance (NPS <i>Management Policies</i> 2006 and Director’s Orders) • Director’s Order 77: <i>Natural Resource Management</i> • NPS <i>Procedural Manual</i> 77-1: <i>Wetland Protection</i> • NPS-75 <i>Natural Resources Inventory and Monitoring Guide</i> • NPS <i>Natural Resource Management Reference Manual</i> #77





Fundamental Resource or Value	Scenic Views and Vistas
Short Description	From both sides of Salt River Bay's entrance, sweeping views and vistas extend out toward the Caribbean Sea, as well as across the bay and its watershed. The park's visitor contact station, located on a hill overlooking the bay is an ideal location to interpret the site and experience the scenic views. Because of the Salt River Bay National Historical Park and Ecological Preserve's co-management structure with the Government of the Virgin Islands there are numerous opportunities to develop strategies and foster stewardship of this important resource and protect the viewshed from further development in the coastal zone.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • From terrestrial uplands to an estuarine bay, along the tropical shoreline, out to the coral reef and into the submarine canyon, Salt River Bay National Historical Park and Ecological Preserve protects a complete ridge-to-reef ecosystem that provides habitat and sustains rare, threatened, and endangered plant and wildlife species on the island of St. Croix. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.
Current Conditions and Trends	Conditions • Maritime vistas remain the same and are in good condition. • Majority of viewshed lies outside park boundary and tractability to limit development is limited. • The park visitor contact station provides an outstanding location to experience and appreciate sweeping views into Salt River Bay and out to sea to the north of the U.S. Virgin Islands and British Virgin Islands. Puerto Rico, which is 90 miles away, is visible from the visitor contact station on clear days. Trends • Developments to the south and southeast, outside the park boundary, are impacting the view into the bay. • Nighttime views and vistas have seen an increase in light pollution. • Private homes built in the southern watershed are beginning to impact night skies.

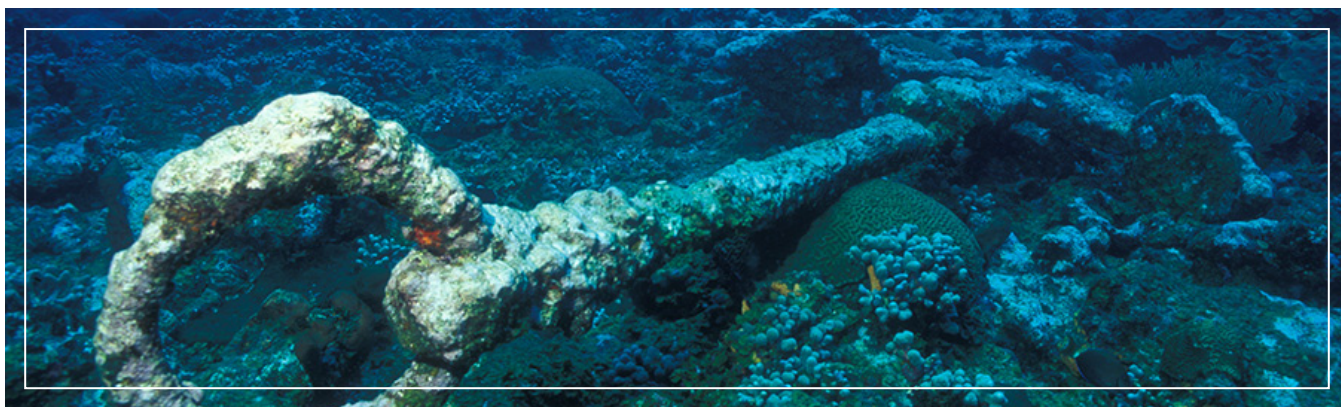
Fundamental Resource or Value	Scenic Views and Vistas
Threats and Opportunities	Threats - Views and vistas have been significantly impacted by ongoing private development. - Airborne pollutants (e.g., nitrogen, sulfur, dust) from regional and global sources such as industry and urban areas can contribute to impaired scenic views and vistas. - Upland development outside the legislated park boundary is also impacting this resource. - Increased light pollution is another threat to this resource. - Designation of key areas within the park's legislated boundary are identified as a tier II level of protection, which may present a threat because regulations for private development are less stringent than in tier I. Opportunities - There are opportunities to work with stakeholder groups and partners to protect scenic views and vistas of Salt River Bay. - There are opportunities to work closely with DPNR to strengthen and enforce existing regulations and zoning within the park's legislated boundary. - There are interpretation opportunities to educate park visitors on how the viewshed is changing as a result of climate change (e.g., changes in vegetation, erosional impacts due to increased storm intensity). - Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would enhance park identity and presence within the community and encourage the protection of important views and vistas in and around the park.
Data and/or GIS Needs	- Nigh sky inventory and indicators and standards. - Visual resource inventory and viewshed analysis.
Planning Needs	- Coastal management and use plan. - Partnership plan. - Land acquisition plan update (parcel 12 and rest of shoreline). - Viewshed management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV - P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government - The U.S. Virgin Islands Coastal Management Zone Act - Coastal Wetlands Planning Protection and Restoration Act - Coastal Zone Management Act - Estuary Protection Act - National Environmental Policy Act - North American Wetlands Conservation Act - Park System Resources Protection Act - Executive Order 11593, "Protection and Enhancement of the Cultural Environment" - Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) - Director's Order 25: <i>Land Protection</i> - Director's Order 28: <i>Cultural Resource Management</i> - Director's Order 32: <i>Cooperating Associations</i> <i>NPS-75 Natural Resources Inventory and Monitoring Guideline</i> <i>NPS Natural Resource Management Reference Manual #77</i>



Fundamental Resource or Value	Recreational Opportunities
Short Description	Salt River Bay National Historical Park and Ecological Preserve provides outstanding opportunities for recreational activities such as swimming, snorkeling, scuba diving, kayaking, surfing, boating, bird-watching, hiking, and fishing that allow visitors to experience and appreciate the park's diverse resources. Recreational use in the park can potentially create more interactions with park staff and strengthen the National Park Service presence within the community of St. Croix. These interactions and experiences in a National Park can foster local conservation and stewardship efforts for both cultural and natural resources.
Related Significance Statements	• Salt River Bay National Historical Park and Ecological Preserve contains an estuarine bay that flows into open marine conditions uniquely positioned on the edge of a world-class submarine canyon that empties into the 3-mile-deep basin (Virgin Islands Trough) north of St. Croix. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.
Current Conditions	Conditions • There are inconsistent levels of regulation enforcement and monitoring of recreational activities throughout the park's large legislated boundary. • The park is a popular SCUBA diving location to experience the vertical walls and has three designated SCUBA diving moorings for boats. There are no formal/established on-land trail networks within the park. • The park visitor contact station serves as the primary point of contact with visitors to Salt River Bay. • Recreational opportunities are focused more on the water than on land (fishing, boating, kayaking, diving, surfing). • Salt River Point / Columbus Landing is a popular beach for recreational activities and is easily accessible. • The site is one of few locations where residents conduct Spring/Easter camping at the beach. • Currently, commercial recreational opportunities operate under U.S. Virgin Islands Government business licenses only; there is no NPS commercial use authorization services permit structure currently in place at the park.

Fundamental Resource or Value	Recreational Opportunities
Trends	Trends • Visitation and recreational activities in the park are increasing. • The number of commercial services operating within the park's legislated boundary is increasing. • Beach access continues to be a primary focus for recreational use within the park. • Fishing activities within the park are increasing.
Threats and Opportunities	Threats • Due to the fragmented nature of the landscape, lack of concurrent jurisdiction, and and limited staffing, park management presence is limited within the legislated boundary (staff, signage, infrastructure, and programming). • Issues of illegal activities within Salt River Bay, including vandalism, dumping, fire, drug dealing, poaching, pot holding and smuggling, pose a threat to park resources and visitor experience. • Visitor conflicts between user groups have occurred within the park. • Park users have a lack of knowledge and understanding of park regulations and rules. Visitors do not realize they are in a national park. • The lack of park infrastructure (trails, signage, bathrooms, docks, contact stations) poses a threat and challenge to visitor and recreational experience. • Average annual temperature for the region is projected to increase 2.3°F to 3.7°F by 2100 while average annual precipitation is projected to decrease from 18% to 30%. These changes in climate would influence the existing terrestrial and marine ecology. • Sea level at Salt River Bay National Historical Park and Ecological Preserve is projected to rise 0.33 to 1.57 feet by 2050 and 0.59 to 4.92 feet by 2100. The oceans are currently absorbing about one-quarter of human-induced carbon dioxide emissions to the atmosphere and more than 90% of the heat associated with global warming, leading to ocean acidification and the alteration of marine ecosystems (2014 National Climate Assessment). • Deposition of nitrogen and sulfur, which contribute to ocean acidification, is negatively impacting coral reefs. • Trade wind dust particles contain viable bacteria and fungi, nutrients, metals, and persistent organic pollutants, some of which can result in coral mortality. • The combination of coral bleaching, ocean acidification, and diseases are expected to interact synergistically, and negatively influence coral reef ecosystems. Opportunities • Improved recreational use in the park can potentially create more interactions with park staff and strengthen the NPS presence within the community of St. Croix. These interactions and experiences in a national park system unit can foster local conservation and stewardship efforts for both cultural and natural resources. • Sharing and delegating responsibilities for co-management of Salt River Bay, including enforcement, education, monitoring, and community outreach to different user groups, would be advantageous to the park. • Educational and interpretive programming conducted by the National Park Service and the Government of the Virgin Islands can better engage recreational users in the importance of resource stewardship and protection of Salt River Bay. • Additional NPS signage and infrastructure would create an increased NPS presence that recreational users would recognize. • There are opportunities to work with partners and commercial service groups to both educate and raise awareness about the park. • Clearly defining the park boundary and jurisdictional issues would support enforcement efforts within the park. • Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would enhance recreational opportunities by providing improved access and new trails as well as new educational and interpretive activities within the park.

Fundamental Resource or Value	Recreational Opportunities
Data and/or GIS Needs	• Economic assessment of income generated through current commercial operations. • Mobility/transportation study. • Visitor use study.
Planning Needs	• Coastal management and use plan. • Commercial services plan. • Comprehensive trail development plan. • Development concept plan for Salt River Point / Columbus Landing site. • Long-range interpretive plan. • Partnership plan. • Vessel management plan. • Visitor use management plan. • General management plan. • Comprehensive watershed management plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the FRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Coastal Management Zone Act • Architectural Barriers Act Accessibility Guidelines and Standards • Americans with Disabilities Act • Architectural Barriers Act • Magnuson-Stevenson Fisheries Management and Conservation Act • National Environmental Policy Act • Executive Order 11593, "Protection and Enhancement of the Cultural Environment" • NPS Concessions Management Improvement Act • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • Director's Order 14: <i>Resource Damage Assessment and Restoration</i> • <i>NPS Damage Assessment and Restoration Handbook</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 25: <i>Land Protection</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 77: <i>Natural Resource Management</i> • <i>NPS-75 Natural Resources Inventory and Monitoring Guideline</i> • <i>Natural Resource Management Reference Manual #77</i> • <i>NPS Transportation Planning Guidebook</i> • <i>Park Road Standards</i>



Analysis of Other Important Resources and Values

Other Important Resource or Value	Natural and Historic Anchorage / Hurricane Hole
Short Description	Historically, Salt River Bay provides safe harbor/anchorage for vessels during tropical storm and hurricane events. This role as a place of refuge during impending storms is an important park resource for the boating community of St. Croix that enables Salt River Bay National Historical Park and Ecological Preserve to play a significant role in local disaster preparedness and management. As the frequency and strength of tropical storms are likely to increase in the future, this use as a hurricane hole remains an important and direct link between the boating community and the park.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Salt River Bay National Historical Park and Ecological Preserve contains an estuarine bay that flows into open marine conditions uniquely positioned on the edge of a world-class submarine canyon that empties into the 3-mile-deep basin, Virgin Islands Trough, north of St. Croix. • From terrestrial uplands to an estuarine bay, along the tropical shoreline, out to the coral reef and into the submarine canyon, Salt River Bay National Historical Park and Ecological Preserve protects a complete ridge to reef ecosystem that provides habitat and sustains rare, threatened and endangered plant and wildlife species on the island of St. Croix. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.
Current Conditions	Conditions • Salt River Bay is actively used as a safe harbor during severe storms and hurricanes. • Water quality within Salt River Bay has been identified as impaired. • The bay is a popular launch site for small boats used by local fishermen. • One commercial marina, restaurant, one boat building operation, two dive shops, and several kayak companies operate within Salt River Bay. • A submerged resources inventory was conducted in 1989, but only focused on the edges of the bay—a comprehensive survey is needed. • Conflicting use—mangroves are a protected species, use of mangroves for vessel anchoring during storms is a conflict with their protected status.

Other Important Resource or Value	Natural and Historic Anchorage / Hurricane Hole
Trends	Trends • Salt River Bay remains in steady use as a popular anchorage for the island of St. Croix. • The mangrove forests are recovering from past hurricane damage.
Threats and Opportunities	Threats • There are numerous safety hazards due to derelict and abandoned vessels left after severe storm events. Oil, fuel, and sewage spills are other significant post-storm issues that impact the bay as a result of its use as a hurricane hole. • Water pollution issues related to fuel storage and disposal threaten resources within the park's legislated boundary. • Additional water quality threats and impacts of faulty septic systems from private homes around the bay; oil, gasoline, stormwater run-off, and siltation. • Use as a hurricane hole has resulted in significant damage to the protected mangrove forests bordering the bay. • Climate change projections suggest that warming will cause tropical storms to be fewer in number globally, but stronger in force, with more Category 4 and 5 storms (2014 National Climate Assessment). Opportunities • There are opportunities to interpret the maritime heritage and history of Salt River Bay and its role as both a historic anchorage and smugglers cove. • The park can coordinate efforts with DPNR on permanent mooring locations in Salt River Bay. This would require a permitting system and additional costs to maintain hurricane moorings. • There are interpretation opportunities to educate the park visitors on how climate change is influencing the landscape and natural processes (e.g., changes in vegetation, erosional impacts due to increase storm intensity, sea level rise, ocean acidification). • The park's unique biological and physiological composition provides opportunities for climate change research (e.g., ecological responses, visitor use trends, invasive species trends, changes in hydrological patterns). • Implementation of the GVI and NPS jointly developed 2012 Salt River Bay master plan would provide better management of this important resource for boaters.
Data and/or GIS Needs	• Assessment of mangrove forests. • Inventory of submerged resources within park boundaries. • Visitor use study.
Planning Needs	• Climate change scenario plan. • Commercial services plan. • Communications plan. • Emergency management plan. • Vessel management plan.

Other Important Resource or Value	Natural and Historic Anchorage / Hurricane Hole
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the OIRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • The U.S. Virgin Islands Coastal Management Zone Act • Coastal Zone Management Act • Coastal Wetlands Planning Protection and Restoration Act • Estuaries and Clean Water Act • Estuary Protection Act • National Environmental Policy Act • North American Wetlands Conservation Act • Park System Resources Protection Act • Executive Order 11593, “Protection and Enhancement of the Cultural Environment” • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and Director’s Orders) • Director’s Order 77: <i>Natural Resource Management</i> • NPS Procedural Manual 77-1: <i>Wetland Protection</i> • <i>NPS-75 Natural Resources Inventory and Monitoring Guideline</i> • <i>NPS Natural Resource Management Reference Manual #77</i>





Other Important Resource or Value	Teaching Landscape
Short Description	Through co-management among the Government of the Virgin Islands, the National Park Service, local nongovernmental organizations, and public school educational programs, Salt River Bay National Historical Park and Ecological Preserve serves as a teaching landscape in the stewardship and management of diverse cultural and natural resources. By using the potential of this teaching landscape, the park can engage the local community in the protection of Salt River Bay resources.
Related Significance Statements	• The archeological resources at Salt River Bay National Historical Park and Ecological Preserve span all major periods of human habitation in the U.S. Virgin Islands from the first Amerindian settlements through European contact and colonial periods, generating unparalleled opportunities for scholarly research into the complete history of the Caribbean. • Salt River Bay National Historical Park and Ecological Preserve contains an estuarine bay that flows into open marine conditions uniquely positioned on the edge of a world-class submarine canyon, which empties into the 3-mile-deep basin, Virgin Islands Trough, north of St. Croix. • From terrestrial uplands to an estuarine bay, along the tropical shoreline, out to the coral reef and into the submarine canyon, Salt River Bay National Historical Park and Ecological Preserve protects a complete ridge to reef ecosystem that provides habitat and sustains rare, threatened and endangered plant and wildlife species on the island of St. Croix. • The co-management of Salt River Bay National Historical Park and Ecological Preserve is a collaboration among the federal government, the Government of the Virgin Islands, and the wider U.S. Virgin Islands community providing stewardship, research, and understanding of the park's diverse resources.

Other Important Resource or Value	Teaching Landscape
Current Conditions and Trends	Conditions • Currently the park is underutilized as a teaching landscape. • There is currently no formal trail system or wayside signs in the park, that would facilitate learning opportunities that allow visitors to experience park resources. • Education, mentorship, and outreach are key components of the legislated co-management strategy for the park. • South Florida/Caribbean Inventory & Monitoring Program Vital Signs Program provides guidance on long-term monitoring of critical park resources for park health assessment. Trends • There is increasing interest in using the park for K-12 educational programs. • The park is seeing increased interest in educational programming from park visitors.
Threats and Opportunities	Threats • The lack of a NPS presence due to staff limitations as well as the lack of signage impact visitor safety while limiting educational opportunities and the teaching potential of the park's landscape. • The lack of park infrastructure (trails, signage, bathrooms, docks, contact stations) poses a threat and challenge to any educational programming or teaching opportunities. • Illegal activities such as vandalism and smuggling are a threat to park resources, visitor safety, and to the overall park experience. • Lack of NPS or GVI facility on east side of bay impacting visitor contact and educational and research operations and visitor safety. Opportunities • There are opportunities to increase post-secondary educational and research programs with academic institutions. • The Coastal Studies Outpost will bring students to the park for learning, coastal habitat field experiences, and research opportunities. • The park's co-management structure fosters collaborative programs to address visitor experience and outreach programming. • There are opportunities to increase Cooperative Ecosystem Studies Unit (CESU) partnerships with other institutions. • There are numerous call to action initiatives that could be achieved through the learning landscape of Salt River Bay. • The occurrence of bioluminescence in the park is a unique opportunity to study and manage this resource. • Establishing the Marine Research and Education Center, a collaboration among the National Park Service, Government of the Virgin Islands, University of the Virgin Islands, and other university partners, would provide world-class science and research in the parks, support long-term natural and cultural resource monitoring, train the next generation of Virgin Island resource stewards, and provide critical public education. • Implementation of the 2012 Salt River Bay master plan trail system, signage, and parking/access objectives will facilitate a teaching landscape. • There are interpretation opportunities to educate park visitors on how climate change is influencing the landscape and natural processes (e.g., changes in vegetation, erosional impacts due to increase storm intensity, sea level rise, threats to archeological resources, and ocean acidification).

Other Important Resource or Value	Teaching Landscape
Data and/or GIS Needs	• Historic resource study. • Lionfish impact to natural resources. • Survey of all archival materials. • Visitor use study.
Planning Needs	• Climate change scenario plan. • Commercial services plan. • Communications plan. • Comprehensive trails development plan. • Comprehensive signage plan. • Long-range interpretive plan. • Partnership plan (including relation to coastal studies outpost). • Visitor use management plan.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	Laws, Executive Orders, and Regulations That Apply to the OIRV • P.L. 102-247, 106 Stat. 33, Sec. 105 – authorization to enter into cooperative agreements and establish partnership with the U.S. Virgin Islands Government • National Environmental Policy Act • NPS Concessions Management Improvement Act NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders) • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • NPS-75 <i>Natural Resources Inventory and Monitoring Guideline</i>



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view of the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions not directly related to purpose and significance, but still indirectly affects them. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Salt River Bay National Historical Park and Ecological Preserve and the associated planning and data needs to address them:

- Relevancy and Community Engagement.** The challenges of being relevant to the community of St. Croix and engaging local stakeholders in a meaningful and proactive way were identified as a parkwide issue facing Salt River Bay National Historical Park and Ecological Preserve. Recognition of the park as an official unit of the National Park Service, co-managed with the Government of the Virgin Islands, and promoting the park's mission and identity are contemporary substantive challenges to making the management successes and partnership opportunities known to the St. Croix community. The conceptual Salt River Bay master plan, developed in 2012, identifies key strategies for developing a stronger NPS presence as well as enhancing educational and interpretive opportunities within the park to better engage the local community. Building local support, engaging the community in stewardship of park resources, and developing meaningful outreach programs are all key goals the park is striving to achieve in order to address this issue. A visitor use management plan would help park staff understand how park visitors and the local community use and experience the park. A communication plan / civic engagement strategy, comprehensive signage plan, and a partnership plan were all identified as important planning tools that would help address this parkwide issue.
- Climate Change.** Salt River Bay National Historical Park and Ecological Preserve is a coastal park protecting the Salt River Bay watershed, making it particularly vulnerable to the potential impacts and effects of climate change. Average annual temperature for the region is projected to increase 2.3°F to 3.7°F by 2100 while average annual precipitation is projected to decrease from 18% to 30%. These changes in climate could influence the existing terrestrial ecology. The oceans are currently absorbing about one-quarter of the heat associated with global warming, leading to ocean acidification and the alteration of marine ecosystems (2014 National Climate Assessment). The potential of sea level rise could significantly impact multiple park resources that are at or near sea level. Climate change projections suggest that warming will cause tropical storms to be fewer in number globally, but stronger in force, with more Category 4 and 5 storms (2014 National Climate Assessment). Increases in severe storm events such as hurricanes and tropical storms are becoming more common in the Caribbean, posing a serious threat to all park resources. The park maintains an emergency operations plan, which requires updating and concurrent review with the Department of Planning and Natural Resources. A climate change scenario plan as well as a coastal zone management and use plan were two plans identified that would meet parkwide issues related to climate change.
- Security and Enforcement.** Because of many private inholdings, lack of concurrent jurisdiction on GVI lands, and limitations on NPS staffing/presence within the park's legislated boundary, Salt River Bay National Historical Park and Ecological Preserve faces many parkwide issues related to security and enforcement within its boundaries. The majority of the park is water-based and under GVI jurisdiction making enforcement of park rules and regulations challenging. Also, the geographic shape of the park around Salt River Bay and the connectivity of park owned property in relation to private property adds to the difficulty of enforcement. The conceptual Salt River Bay master plan, developed in 2012, addresses issues of connectivity within the park and identifies strategies to improve NPS presence through signage and other management goals.



Developing more of an NPS presence and working closely with additional partners and community groups are key strategies identified to meet these challenges. A comprehensive signage plan, partnership plan, and communication plan / civic engagement strategy were all planning tools that could help address issues of enforcement at the park.

- **Commercial Services.** Numerous commercial services operate within the Salt River Bay National Historical Park and Ecological Preserve's legislated boundaries. Because the majority of land within the park's legislated boundaries is privately owned, there are a wide variety of commercial services operating within the park ranging, from small business licensed kayak tours, boat marina (long-term liveaboards), restaurant, and scuba diving operations. Developing strategies with Government of Virgin Islands, Department of Planning and Natural Resources, to regulate these commercial services while limiting impacts on important park resources is a crucial parkwide issue that needs to be addressed. A general management plan, formal commercial services plan as well as a partnership plan would provide guidelines for park management and help build good working relationships with these services.
- **Water Quality.** Due to the nature of the bay and the management of a complete watershed system, water quality is a key parkwide issue facing Salt River Bay National Historical Park and Ecological Preserve. The area within the park has been designated as an area of particular concern by the Government of the Virgin Islands and is also part of the Coastal Zone Management Act program. Issues of sedimentation, low dissolved oxygen, development within as well as outside the park's legislated boundary, and runoff from storm events all impact Salt River Bay water quality, which can have a negative influence on visitor experience and enjoyment. Managing water quality is a challenge given all of the external influences that may play a factor. Working collaboratively on water quality monitoring and generating data is a key strategy for managing this parkwide issue. This data will influence both co-management decisions and future planning needs at the park.

Planning and Data Needs

To maintain connections between core elements of the foundation document and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium or low priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where a Decision-making Process is Needed			
Related to an FRV/ OIRV?	Planning Need	Priority (H,M,L)	Rationale
FRV	Archeological overview and assessment (finalize plan)	H	There is a substantial need to complete an overall archeological inventory and survey of all park resources within the legislated boundaries. Finalizing this overview and assessment is essential to document sites and resources, many of which are still unknown, in order to provide monitoring and protection. The park is working collaboratively with the Southeast Archeological Center to complete this assessment in 2014.
FRV & OIRV	Climate change scenario plan	H	Scenario planning uses models and available data to explore different “what if” scenarios for a range of reasonably possible outcomes of climate change and the resulting impacts on resources such as coral reefs and archeological sites. This type of planning allows park managers to develop strategies that are flexible enough to address each possibility. The outcomes of this planning effort would be used to support other planning needs including the coastal management and use plan. Additionally, outcomes from this plan can be integrated into park planning and management to bring appropriate climate change understanding and adaptation into other individual planning efforts.
FRV & OIRV	Commercial services plan	H	This plan would describe in detail the types and levels of activities, services, and facilities that will be provided and how they can be best managed by the National Park Service and the Government of the Virgin Islands, Department of Planning and Natural Resources, in the most effective and efficient manner. This is needed to provide oversight of existing commercial services, particularly in the interest of visitor safety and resource stewardship. The possibility of fee collection by the National Park Service would also be explored through this planning effort.
FRV & OIRV	Comprehensive signage plan	H	This plan would provide for entrance signage, wayfinding signage, and interpretive wayside signage/exhibits throughout the park. These signs would provide important visitor safety and directional information, inform visitors about the history and significance of resources in the park, and strengthen NPS identity and presence throughout the entire park.
FRV	Development concept plan for the Salt River Point / Columbus Landing	H	A development concept plan would evaluate multiple alternatives for addressing resource needs and stewardship challenges, while balancing important public uses in this area of the park. Full compliance would be included in this plan, providing the park with an actionable strategy for moving forward with site development. A high level of collaboration and support from the Department of Planning and Natural Resources would be required in this effort.
FRV	Earthwork management plan for Fort Salé	H	This plan would build on data from the conditions assessment for Fort Salé and develop implementation strategies for earthwork stabilization, outline treatment recommendations, and create long-term management and stewardship goals for this resource including protection from poaching, looting, and off-road vehicle damage.

Planning Needs – Where a Decision-making Process is Needed			
Related to an FRV/OIRV?	Planning Need	Priority (H,M,L)	Rationale
FRV	Comprehensive watershed management plan	H	This plan will develop a comprehensive watershed management plan for Salt River Bay, St. Croix, United States Virgin Islands. The plan will be developed in cooperation with all relevant local and federal agencies, the local community, and academics and will include developing management actions, mitigation strategies, and ecosystem-specific best management practices to reduce the negative impacts of land-based sources of pollution on estuary and nearshore coral reefs. The project will quantify sediment and nutrient loads as well as estimate load reduction benefits through potential restoration practices.
Key Parkwide Issue	General management plan	H	The completion of a general management plan was mandated in the park's enabling legislation and the park management team recognized the need for a comprehensive planning effort at the park. Such a plan would address multiple challenges facing the park, would provide both management guidance as well as resource stewardship objectives, and would meet legal requirements as a decision document. Because of the co-managed structure of the park, the development of a general management plan would require a high level of commitment from both the National Park Service as well as the Government of the Virgin Islands.
FRV & OIRV	Long-range interpretive plan	H	This plan is a high-priority need that would influence numerous other park planning efforts including exhibits at the visitor contact station, a wayside signage, and all educational and outreach programming. This plan would also explore thematic ties to Christiansted National Historic Site.
FRV & OIRV	Partnership plan	H	This plan would identify strategic partners for the park and the Department of Planning and Natural Resources to work with on stewardship efforts, community outreach, education, and fundraising. This plan would also explore opportunities to create a park "friends" group.
FRV	Coastal management and use plan	M	This plan would explore strategies for the best protection of the coastal zones within the park boundary, analyze the effectiveness of zoning on managing development in and around the bay, and identify goals for maintaining park resources while still providing appropriate beach access. A high level of collaboration and support from the Department of Planning and Natural Resources would be required in this effort.
FRV & OIRV	Comprehensive trail development plan	M	There are currently no trails or related infrastructure within the park. This plan would comprehensively evaluate locations for sustainable trail development, including the possibility of a water trail(s) within the park. This plan would be influenced by the comprehensive signage plan and the long-range interpretive plan.
FRV	Cultural landscape report	M	This plan would build on data from the cultural landscape inventory and would outline treatment plan for the ongoing maintenance and preservation of the park's cultural landscape resources. This report is especially needed as changes, such as new development, occur within the legislated park boundaries. More information is needed to understand and properly communicate with stakeholders on the impacts of these changes.

Planning Needs – Where a Decision-making Process is Needed			
Related to an FRV/ OIRV?	Planning Need	Priority (H,M,L)	Rationale
FRV & OIRV	Land acquisition plan update (parcel 12 and rest of shoreline)	M	The Amerindian ballcourt/plaza and substantial portions of Hatt's excavations are located on this property. It is a private inholding in the central portion of the most highly visited part of the park. There is a need for resource management and park land continuity.
FRV	Special resource study for Estate Concordia / Hubert Harrison birthplace	M	This plan would explore the national significance of the Estate Concordia site, while examining site suitability and feasibility as a national park unit. This study may make recommendations on possible inclusion within the existing national park boundary for Salt River Bay.
FRV & OIRV	Visitor use management plan	M	This plan would help park staff better manage local use of park resources, visitor capacity, and influence visitor experience at the site. Given the limited existing infrastructure that currently exists in the park, managers have many opportunities to influence desired visitor experience. This plan would be informed by the visitor use study.
FRV & OIRV	Communication plan	L	This plan would develop a range of ways to increase public awareness of the park and increase civic engagement by developing implementation strategies to better work with and communicate with park stakeholders and the general public. One of the focuses of the plan will be to address the identity challenges currently faced by the National Park Service at Salt River Bay.
FRV & OIRV	Emergency operations plan for hurricane preparedness (update)	L	This effort would update the current emergency response plan for the park, and would require review and guidance from the Department of Planning and Natural Resources.
FRV & OIRV	Vessel management plan	L	This plan would guide a long-term partnership effort to streamline and coordinate vessel management activities in Salt River Bay for the benefit of the public. The plan would aim to improve water quality, protect wildlife and habitat, protect public health and ensure recreational opportunities in park waters.
FRV	Viewshed management plan	L	This plan would evaluate options for maintaining important viewsheds in and around the park by working with park neighbors and monitoring compatible development within the park's legislated boundary. A high level of collaboration and support from the Department of Planning and Natural Resources would be required in this effort.



Data Needs – Where Information is Needed Before Decisions Can Be Made			
Related to an FRV/ OIRV?	Data and/or GIS Need	Priority (H,M,L)	Rationale
FRV	Conditions assessment of Fort Salé earthworks	H	This assessment would focus on generating baseline data documenting the fort, evaluating its structural stability, and identifying its overall needs for stabilization of the earthworks at Fort Salé. These data would directly support the formal earthworks management plan identified above.
FRV	Cultural landscape inventory	H	This comprehensive inventory of all historically significant landscapes within the park would provide baseline documentation for cultural landscapes including eligibility for the National Register of Historic Places. The inventory would also help assess the integrity and condition of the landscape.
FRV	Cultural resource survey / evaluation study for archeological sites	H	A comprehensive survey of all cultural resources (focusing on archeology and historic structures) within the park's legislated boundaries is needed. This baseline data would allow park staff to monitor the fundamental resources, while identifying priorities and site-specific needs.
FRV & OIRV	Inventory of submerged resources within park boundaries	H	This study, which would cover areas in and around the bay within park boundaries, would include bathymetry (underwater depth) mapping of the bay and GIS documentation of shipwrecks and other submerged resources. This information is important for natural and cultural resource management, as well as for vessel safety within the bay and would therefore help inform management decisions related to the waters within the bay. Study includes imaging shallow south end of Salt River Bay.
FRV	Long-term water quality monitoring	H	A water quality assessment of the entire bay is a high priority and would be conducted in cooperation with NOAA, DPNR, and local university and contractors. This effort would assess existing water quality conditions, identify land-based sources of pollution, and develop program to mitigate and begin restoration, and provide program for long-term monitoring of water quality throughout Salt River Bay. The program would provide data for the comprehensive watershed management plan.
FRV	Mobility / transportation study	H	This study would examine traffic and use patterns of the roads and waterways within the park's legislated boundary to better understand the circulation of users. These data would be used to address connectivity issues inherent in the U-shaped bay and the patchwork of parkland ownership. This study would support the comprehensive trail development plan and consider the conflicting visitor parking area at Salt River Point.
FRV	Survey cultural holdings within park boundary (section 110 compliance)	H	Necessary to develop park inventory of cultural resources, plan future archeological investigation, and develop preservation actions. Determine National Register of Historic Places eligibility of undocumented sites.
FRV	Update South Florida / Caribbean Inventories and Vital Signs Monitoring document	H	This information would help park managers better protect these species, while monitoring the impacts of nonnative species.

Data Needs – Where Information is Needed Before Decisions Can Be Made			
Related to an FRV/ OIRV?	Data and/or GIS Need	Priority (H,M,L)	Rationale
FRV	Acoustical monitoring	M	This study would provide a basis for assessing current status of acoustic resources, identify trends in resource conditions, quantify impacts from other actions, assess consistency with park management objectives and standards, and inform management decisions regarding desired future conditions.
FRV	Complete delineation of known archeological sites on Hemmers Peninsula and those surrounding the historic well tower	M	Necessary to plan future archaeological investigation and preservation actions. Determine National Register of Historic Places eligibility.
FRV	Historic resource study for Fort Salé	M	The historic resource study would be the primary document used to identify and manage the historic resources at Fort Salé. Following the condition assessment, this effort would gather all existing site inventories, surveys, and documented information related to the site.
FRV	Locate all documentation for Fort Salé (past archeological reports)	M	Need all information on this resource's past studies to manage this archeological site. Information necessary to plan future archeological investigation and preservation actions.
FRV & OIRV	Survey of all archival materials	M	This effort would be a large survey of museums and library archives to review and understand what documentation exists for all sites and resources with the park. This information would then be used to better manage and interpret the resources and history of the park. This study would complement the cultural resource survey.
FRV & OIRV	Visitor use study	M	This study would provide baseline data on the number of locals and visitors to the park and their use patterns within the legislated boundary of the park. Because there are multiple access points to the park and private land ownership within the legislated boundaries, this study would provide much needed information about how both visitors and locals access and circulate within the park.
FRV	Visual resource inventory and viewshed analysis	M	Views and vistas are a fundamental resource for the park. Because the National Park Service does not own the majority of the land within the legislated boundaries of the park, there is a high potential for developments within and adjacent to the park boundaries that could impact park views and vistas. A visual resource inventory would provide the baseline for protecting the scenic views important to the park's purpose, history, natural features, and recreation activities and assessing potential impacts of future development. Documenting viewsheds through this analysis could influence future management actions and planning for local zoning and permitting.

Data Needs – Where Information is Needed Before Decisions Can Be Made			
Related to an FRV/ OIRV?	Data and/or GIS Need	Priority (H,M,L)	Rationale
FRV & OIRV	Assessment of mangrove forests	L	This assessment would determine mangrove forest health and viability and would document damage as well as recovery from hurricanes and severe storms on existing mangrove populations. This assessment could also look at the effects of siltation and drainage from Salt River on mangrove populations. The study would also explore the role of mangroves as fish nurseries, an important habitat within Salt River Bay.
FRV	Comprehensive inventory of natural resources data	L	This comprehensive survey would compile all existing data, research, and natural resource inventories related to the park to ensure that the park has all existing information needed to make the best management decisions regarding these resources.
FRV & OIRV	Historic resource study	L	This study would focus on all archeological and historic resources within the park. It is necessary to provide a broader historical and landscape perspective related to the historic use of the area.
FRV	Economic assessment of income generated through current commercial operations	L	This study would provide estimates of economic impact associated with direct and indirect park visitor spending, including park related recreation and tourism contributions to the overall local economy.
OIRV	Lionfish impact on natural resources	L	The recent rapid invasion of lionfish throughout the Caribbean and into the park is of great concern and threat to park marine resources and values, for which the park was established to protect, and diminishes the quality of park visitor experience. This study would help understand the impact of lionfish invasion on the park marine resources which would in turn help inform management actions.
FRV	Monitoring of air quality and air quality resource values	L	This effort would establish current air quality conditions and help assess long-term trends of air pollutants that affect park resources. Effort would include special studies that examine pollution dose-response relationships in sensitive park ecosystems (e.g., coral reefs).
FRV	Native and nonnative species inventory	L	This study would provide baseline data on native and nonnative species found within the park.
FRV	Night sky inventory and indicators and standards	L	An assessment is needed to determine the baseline quality of the night sky around the park, and the development of indicators and standards would allow monitoring of the night sky quality going forward. These data could address concerns about light pollution from private developments by influencing future management actions and planning for local zoning and permitting. The NPS Natural Sounds and Night Skies Division can provide coordination assistance with local communities concerning lighting ordinances and best practices.

Part 3: Contributors

Salt River Bay National Historical Park and Ecological Preserve

Joel A. Tutein – Superintendent
Zandy Hillis-Starr – Chief of Resource Management
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Government of the U.S. Virgin Islands

Roy A. Pemberton Jr. – Director, Department of Planning and Natural Resources (DPNR) Fish and Wildlife
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Partners

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NPS Southeast Region

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Appendixes

Appendix A: Enabling Legislation for Salt River Bay National Historical Park and Ecological Preserve

PUBLIC LAW 102-247—FEB. 24, 1992	106 STAT. 33
Public Law 102-247 102d Congress	
An Act	
To provide for the establishment of the St. Croix, Virgin Islands Historical Park and Ecological Preserve, and for other purposes.	Feb. 24, 1992 [H.R. 2927]
<i>Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,</i>	
SECTION 1. SHORT TITLE.	Omnibus Insular Areas Act of 1992. 16 USC 410tt note.
This Act may be cited as the “Omnibus Insular Areas Act of 1992”.	
TITLE I—SALT RIVER BAY NATIONAL HISTORICAL PARK AND ECOLOGICAL PRESERVE AT ST. CROIX, VIRGIN ISLANDS	Salt River Bay National Historical Park and Ecological Preserve at St. Croix, Virgin Islands, Act of 1992. 16 USC 410tt note. 16 USC 410tt.
SEC. 101. SHORT TITLE.	
This title may be cited as the “Salt River Bay National Historical Park and Ecological Preserve at St. Croix, Virgin Islands, Act of 1992”.	
SEC. 102. FINDINGS.	
The Congress finds that the Salt River Bay area of the north central coast of St. Croix, United States Virgin Islands—	
(1) has been inhabited, possibly as far back as 2000 B.C., and encompasses all major cultural periods in the United States Virgin Islands;	
(2) contains the only ceremonial ball court ever discovered in the Lesser Antilles, village middens, and burial grounds which can provide evidence for the interpretation of Caribbean life prior to Columbus;	
(3) is the only known site where members of the Columbus expeditions set foot on what is now United States territory;	
(4) was a focal point of various European attempts to colonize the area during the post-Columbian period and contains sites of Spanish, French, Dutch, English, and Danish settlements, including Fort Sale, one of the few remaining earthwork fortifications in the Western Hemisphere;	
(5) presents an outstanding opportunity to preserve and interpret Caribbean history and culture, including the impact of European exploration and settlement;	
(6) has been a national natural landmark since February 1980 and has been nominated for acquisition as a nationally significant wildlife habitat;	
(7) contains the largest remaining mangrove forest in the United States Virgin Islands and a variety of tropical marine and terrestrial ecosystems which should be preserved and kept unimpaired for the benefit of present and future generations; and	
(8) is worthy of a comprehensive preservation effort that should be carried out in partnership between the Federal Government and the Government of the United States Virgin Islands.	

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16 USC 410tt-1. SEC. 103. SALT RIVER BAY NATIONAL HISTORICAL PARK AND ECOLOGICAL PRESERVE AT ST. CROIX, VIRGIN ISLANDS.

(a) **ESTABLISHMENT.**—In order to preserve, protect, and interpret for the benefit of present and future generations certain nationally significant historical, cultural, and natural sites and resources in the Virgin Islands, there is established the Salt River Bay National Historical Park and Ecological Preserve at St. Croix, Virgin Islands (hereafter in this Act referred to as the “park”).

(b) **AREA INCLUDED.**—The park shall consist of approximately 912 acres of land, waters, submerged lands, and interests therein within the area generally depicted on the map entitled “Salt River Study Area—Alternative ‘C’” in the “Alternatives Study and Environmental Assessment for the Columbus Landing Site, St. Croix, U.S. Virgin Islands”, prepared by the National Park Service and dated June 1990. The map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior, and the Offices of the Lieutenant Governor of St. Thomas and St. Croix, Virgin Islands.

16 USC 410tt-2. SEC. 104. ACQUISITION OF LAND.

(a) **GENERAL AUTHORITY.**—The Secretary of the Interior (hereafter in this title referred to as the “Secretary”) may acquire land and interests in land within the boundaries of the park by donation, purchase with donated or appropriated funds, or exchange. Nothing in this section shall be construed to prohibit the Government of the United States Virgin Islands from acquiring land or interest in land within the boundaries of the park.

(b) **LIMITATIONS ON AUTHORITY.**—Lands, and interests in lands, within the boundaries of the park which are owned by the United States Virgin Islands, or any political subdivision thereof, may be acquired only by donation or exchange. No lands, or interests therein, containing dwellings lying within the park boundary as of July 1, 1991, may be acquired without the consent of the owner, unless the Secretary determines, after consultation with the Government of the United States Virgin Islands, that the land is being developed or proposed to be developed in a manner which is detrimental to the natural, scenic, historic, and other values for which the park was established.

16 USC 410tt-3. SEC. 105. ADMINISTRATION.

(a) **IN GENERAL.**—The park shall be administered in accordance with this title and with the provisions of law generally applicable to units of the national park system, including, but not limited to, the Act entitled “An Act to establish a National Park Service, and for other purposes”, approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2–4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461–467). In the case of any conflict between the provisions of this Act and such generally applicable provisions of law, the provisions of this Act shall govern.

(b) **COOPERATIVE AGREEMENTS.**—The Secretary, after consulting with the Salt River Bay National Historical Park and Ecological Preserve at St. Croix, Virgin Islands, Commission (hereafter in this Act referred to as the “Commission”) established by section 106 of this title, is authorized to enter into cooperative agreements with the United States Virgin Islands, or any political subdivision thereof, for the management of the park and for other purposes.

(c) GENERAL MANAGEMENT PLAN.—(1) Not later than 3 years after the date funds are made available for this subsection, the Secretary, in consultation with the Commission, and with public involvement, shall develop and submit to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives a general management plan for the park. The general management plan shall describe the appropriate protection, management, uses, and development of the park consistent with the purposes of this title.

(2) The general management plan shall include, but not be limited to, the following:

(A) Plans for implementation of a continuing program of interpretation and visitor education about the resources and values of the park.

(B) Proposals for visitor use facilities to be developed for the park.

(C) Plans for management of the natural and cultural resources of the park, with particular emphasis on the preservation of both the cultural and natural resources and long-term scientific study of terrestrial, marine, and archeological resources, giving high priority to the enforcement of the provisions of the Archeological Resources Protection Act of 1979 (16 U.S.C. 470aa et seq.) and the National Historic Preservation Act (16 U.S.C. 470 et seq.) within the park. The natural and cultural resources management plans shall be prepared in consultation with the Virgin Islands Division of Archeology and Historic Preservation.

(D) Proposals for assessing the potential operation and supply of park concessions by qualified Virgin Islands-owned businesses.

(E) Plans for the training of personnel in accordance with subsection (e).

(d) TRAINING ASSISTANCE.—During the 10-year period beginning on the date of enactment of this title, the Secretary shall, subject to appropriations, provide the funds for the employees of the Government of the United States Virgin Islands directly engaged in the joint management of the park and shall implement, in consultation with the Government of the United States Virgin Islands, a program under which Virgin Islands citizens may be trained in all phases of park operations and management: *Provided, however,* That in no event shall the Secretary provide more than 50 percent of the funding for such purposes. A primary objective of the program shall be to train employees in the skills necessary for operating and managing a Virgin Islands Territorial Park System.

SEC. 106. SALT RIVER BAY NATIONAL HISTORICAL PARK AND
ECOLOGICAL PRESERVE AT ST. CROIX, VIRGIN ISLANDS,
COMMISSION. 16 USC 410tt-4.

(a) ESTABLISHMENT.—There is established a commission to be known as the Salt River Bay National Historical Park and Ecological Preserve at St. Croix, Virgin Islands, Commission.

(b) DUTIES.—The Commission shall—

(1) make recommendations on how all lands and waters within the boundaries of the park can be jointly managed

by the governments of the United States Virgin Islands and the United States in accordance with this title;

(2) consult with the Secretary on the development of the general management plan required by section 105 of this title; and

(3) provide advice and recommendations to the Government of the United States Virgin Islands, upon request of the Government of the United States Virgin Islands.

(c) **MEMBERSHIP.**—The Commission shall be composed of 10 members, as follows:

(1) The Governor of the United States Virgin Islands, or the designee of the Governor.

(2) The Secretary, or the designee of the Secretary.

(3) Four members appointed by the Secretary.

(4) Four members appointed by the Secretary from a list provided by the Governor of the United States Virgin Islands, at least one of whom shall be a member of the Legislature of the United States Virgin Islands.

Initial appointments made under this subsection shall be made within 120 days after the date of enactment of this title, except that the appointments made under paragraph (4) shall be made within 120 days after the date on which the Secretary receives such list.

(d) **TERMS.**—The members appointed under paragraphs (3) and (4) shall be appointed for terms of 4 years. A member of the Commission appointed for a definite term may serve after the expiration of the member's term until a successor is appointed. A vacancy in the Commission shall be filled in the same manner in which the original appointment was made and shall be filled within 60 days after the expiration of the term.

(e) **CHAIR.**—The Chair of the Commission shall alternate annually between the Secretary and the Governor of the United States Virgin Islands. All other officers of the Commission shall be elected by a majority of the members of the Commission to serve for terms established by the Commission.

(f) **MEETINGS.**—The Commission shall meet on a regular basis or at the call of the Chair. Notice of meetings and agenda shall be published in the Federal Register and local newspapers having a distribution that generally covers the United States Virgin Islands. Commission meetings shall be held at locations and in such a manner as to ensure adequate public involvement.

(g) **EXPENSES.**—Members of the Commission shall serve without compensation as such, but the Secretary may pay each member of the Commission travel expenses, including per diem in lieu of subsistence, in accordance with section 5703 of title 5, United States Code. Members of the Commission who are full-time officers or employees of the United States or the Virgin Islands Government may not receive additional pay, allowances, or benefits by reason of their service on the Commission. The Secretary shall provide the Commission with a budget for travel expenses and staff, and guidelines by which expenditures shall be accounted for.

(h) **FEDERAL ADVISORY COMMITTEE ACT.**—Except with respect to the provisions of section 14(b) of the Federal Advisory Committee Act, and except as otherwise provided in this title, the provisions of the Federal Advisory Committee Act (5 U.S.C. App.) shall apply to the Commission.

Federal
Register,
publication.

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(i) **TERMINATION.**—The Commission shall terminate 10 years after the date of enactment of this title unless the Secretary determines that it is necessary to continue consulting with the Commission in carrying out the purposes of this title.

SEC. 107. AUTHORIZATION OF APPROPRIATIONS.

16 USC 410tt-5.

There is authorized to be appropriated such sums as may be necessary to carry out this title.

TITLE II—INSULAR AREAS DISASTER SURVIVAL AND RECOVERY**SEC. 201. DEFINITIONS.**

42 USC 5204.

As used in this title—

(1) the term “insular area” means any of the following: American Samoa, the Federated States of Micronesia, Guam, the Marshall Islands, the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and the Virgin Islands;

(2) the term “disaster” means a declaration of a major disaster by the President after September 1, 1989, pursuant to section 401 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5170); and

(3) the term “Secretary” means the Secretary of the Interior.

SEC. 202. AUTHORIZATION.

42 USC 5204a.

There are hereby authorized to be appropriated to the Secretary such sums as may be necessary to—

(1) reconstruct essential public facilities damaged by disasters in the insular areas that occurred prior to the date of the enactment of this Act; and

(2) enhance the survivability of essential public facilities in the event of disasters in the insular areas,

except that with respect to the disaster declared by the President in the case of Hurricane Hugo, September 1989, amounts for any fiscal year shall not exceed 25 percent of the estimated aggregate amount of grants to be made under sections 403 and 406 of The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5170b, 5172) for such disaster. Such sums shall remain available until expended.

SEC. 203. TECHNICAL ASSISTANCE.

42 USC 5204b.

(a) Upon the declaration by the President of a disaster in an insular area, the President, acting through the Director of the Federal Emergency Management Agency, shall assess, in cooperation with the Secretary and chief executive of such insular area, the capability of the insular government to respond to the disaster, including the capability to assess damage; coordinate activities with Federal agencies, particularly the Federal Emergency Management Agency; develop recovery plans, including recommendations for enhancing the survivability of essential infrastructure; negotiate and manage reconstruction contracts; and prevent the misuse of funds. If the President finds that the insular government lacks any of these or other capabilities essential to the recovery effort, then the President shall provide technical assistance to the insular area which the President deems necessary for the recovery effort.

President.

(b) One year following the declaration by the President of a disaster in an insular area, the Secretary, in consultation with the Director of the Federal Emergency Management Agency, shall

Reports.

submit to the Senate Committee on Energy and Natural Resources and the House Committee on Interior and Insular Affairs a report on the status of the recovery effort, including an audit of Federal funds expended in the recovery effort and recommendations on how to improve public health and safety, survivability of infrastructure, recovery efforts, and effective use of funds in the event of future disasters.

42 USC 5204c.

SEC. 204. HAZARD MITIGATION.

President.

The total of contributions under the last sentence of section 404 of The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5170c) for the insular areas shall not exceed 10 percent of the estimated aggregate amounts of grants to be made under sections 403, 406, 407, 408, and 411 of such Act for any disaster: *Provided*, That the President shall require a 50 percent local match for assistance in excess of 10 percent of the estimated aggregate amount of grants to be made under section 406 of such Act for any disaster.

SEC. 205. TECHNICAL AMENDMENT.

Paragraphs (3) and (4) of section 102 of The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122) are each amended by inserting after "American Samoa," the following: "the Northern Mariana Islands,".

TITLE III—MISCELLANEOUS PROVISIONS**SEC. 301. AMERICAN SAMOA WATER AND POWER STUDY.**

Reports.

(a) The Secretary of the Interior shall undertake a comprehensive study, or as appropriate review and update existing studies, to determine the current and long-term water, power, and wastewater needs of American Samoa. Such study shall be conducted in consultation with the American Samoa government, and in consultation with those Federal agencies which have recent experience with the water, power and wastewater needs of American Samoa.

(b) The Secretary of the Interior shall report the results of this study to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives, before December 31, 1992. The report shall include—

- (1) an assessment of the water, power and wastewater needs of American Samoa both currently, and for the year 2000;
- (2) an assessment of, and recommendations regarding, how these needs can be met;
- (3) an assessment of, and recommendations regarding, any additional legal authority or funding which may be necessary to meet these needs; and
- (4) an assessment of, and recommendations regarding, the respective roles of the Federal and American Samoa governments in meeting these needs.

48 USC 1469e.

SEC. 302. INSULAR GOVERNMENT PURCHASES.

The Governments of American Samoa, Guam, the Northern Mariana Islands, the Trust Territory of the Pacific Islands, and the Virgin Islands are authorized to make purchases through the General Services Administration.

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SEC. 303. FREELY ASSOCIATED STATE CARRIER.Transportation.
48 USC 1681
note.

(a) In furtherance of the objectives of the Compact of Free Association Act of 1985 (Public Law 99-239) and notwithstanding any other provision of law, a Freely Associated State Air Carrier shall not be precluded from providing transportation, between a place in the United States and a place in a state in free association with the United States or between two places in such a freely associated state, by air of persons (and their personal effects) and property procured, contracted for, or otherwise obtained by any executive department or other agency or instrumentality of the United States for its own account or in furtherance of the purposes or pursuant to the terms of any contract, agreement, or other special arrangement made or entered into under which payment is made by the United States or payment is made from funds appropriated, owned, controlled, granted, or conditionally granted, or utilized by or otherwise established for the account of the United States, or shall be furnished to or for the account of any foreign nation, or any international agency, or other organization of whatever nationality, without provisions for reimbursement.

(b) The term "Freely Associated State Air Carrier" shall apply exclusively to a carrier referred to in Article IX(5)(b) of the Federal Programs and Services Agreement concluded pursuant to Article II of Title Two and Section 232 of the Compact of Free Association.

SEC. 304. MARSHALL ISLANDS FOOD ASSISTANCE.

Section 103(h)(2) of the Compact of Free Association Act of 1985 (48 U.S.C. 1681 note) is amended by striking out "five" and inserting in lieu thereof "ten".

SEC. 305. NORTHERN MARIANAS COLLEGE.

Section 9(a) of Public Law 99-396 is amended by striking out the period at the end and inserting in lieu thereof the following: "and in subsection (b), by striking out 'and Micronesia' each place it appears and inserting in lieu thereof 'Micronesia, and the Northern Mariana Islands' and by striking out 'and to Micronesia' and inserting in lieu thereof ', Micronesia, and to the Northern Mariana Islands'." 7 USC 301 note.

Approved February 24, 1992.

LEGISLATIVE HISTORY—H.R. 2927:

HOUSE REPORTS: No. 102-285 (Comm. on Interior and Insular Affairs).

SENATE REPORTS: No. 102-243 (Comm. on Energy and Natural Resources).

CONGRESSIONAL RECORD:

Vol. 137 (1991): Nov. 5, considered and passed House.

Vol. 138 (1992): Jan. 31, considered and passed Senate, amended.

Feb. 4, House concurred in Senate amendment.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 28 (1992):

Feb. 24, Presidential statement.

COOPERATIVE MANAGEMENT AGREEMENT
between
NATIONAL PARK SERVICE
and
GOVERNMENT OF THE VIRGIN ISLANDS OF THE UNITED STATES
for the
MANAGEMENT OF SALT RIVER BAY NATIONAL HISTORICAL PARK
AND ECOLOGICAL PRESERVE AT ST. CROIX, VIRGIN ISLANDS

ARTICLE I - BACKGROUND AND OBJECTIVES

This Cooperative Management Agreement (Agreement) is entered into by and between the National Park Service, Department of the Interior (NPS) and the Government of the Virgin Islands of the United States (GVI).

In 1992 Congress passed the Omnibus Insular Areas Act of 1992, 102 Public Law 247. Title 1 of this public law (referred to herein as "the Act") is known as the Salt River Bay national Historical Park and Ecological Preserve at St. Croix, Virgin Islands, Act of 1992. A copy of the Act is attached hereto as Exhibit A and incorporated herein by reference.

The Salt River National Historical Park and Ecological Preserve (the Park) was initially to comprise 912 acres of land, waters, submerged lands, and interests therein as shown on a map entitled "Salt River Study Area – Alternative C" in the "Alternatives Study and Environmental Assessment for the Columbus Landing Site, St. Croix, Virgin Islands" prepared by NPS and dated June 1990. The boundary of the Park now encompasses 1,015 acres, of which 55 acres are fast lands belonging to GVI, 600 acres are open waters belonging to GVI, 255 acres are fast lands belonging to the United States under the management of NPS, and the remainder is held privately. Within the Park, GVI operates and manages the Salt River Bay Marine Reserve and Wildlife Sanctuary (the Sanctuary).

In Section 103 of the Act, Congress established the Park in order to preserve, protect, and interpret, for the benefit of present and future generations, certain nationally significant historical, cultural and natural sites and resources in the Virgin Islands. Section 105(a) of the Act stipulates that the Park is to be managed in accordance with all laws applicable to units of the National Park System and to the Park, including without limitation, the National Historic Preservation Act, the Archaeological Resources Protection Act and the National Park Service Organic Act (see <http://www.nps.gov/legal/index.htm> for copies of the specifically referenced laws).

The Act contemplated joint management of the area within the Park by NPS and GVI, such management being necessary because not all real property and interests therein belonged to NPS. This intent of the Act is illustrated by provisions of the Act such as Section 106(b)(1), which established the Salt River National Historical Park and Ecological Preserve Commission (the Commission) to make recommendations about joint management of the Park. The Commission was comprised of representatives of NPS and GVI. Further evidence of this Congressional intent of joint management is found in Section 105(d) of the Act, which provides for training of GVI employees engaged in the joint management of the Park. Moreover, Section 102 of the Act sets forth a finding by Congress that the Salt River Bay area of the Virgin Islands was "worthy of a *comprehensive preservation effort* that should be carried out *in partnership between the Federal Government and the Government of the United States Virgin Islands*."

The historical, cultural, archeological and ecological resources of the Salt River Bay area have international significance. The Salt River Bay area has been a national natural landmark since 1980 and meets the criteria for designation as a world heritage site. In order to preserve, protect and interpret these resources for current and future generations, as well as to carry out the intent of Congress regarding joint management of the Park, NPS and GVI desire to cooperate to manage the lands and waters within the Park's boundary in a manner that will create and perpetuate its operation as a world class park.

In 1995, in order to ensure proper protection, development and management of the Park, NPS and GVI developed a Land Protection Plan (the LPP). The LPP outlined land acquisition priorities within the boundary of the Park. A copy of the current LPP is attached to this Agreement as Exhibit B and incorporated herein by reference.

In order to ensure proper management of the Park, Section 105(c) of the Act charged NPS with the task of developing a General Management Plan (GMP) to describe the appropriate protection, management, uses, and development of the Park in a way that achieves the purposes of the Act. The GMP is to be developed with public involvement, and in consultation with GVI.

The purpose of this Agreement is to set forth the roles and responsibilities of NPS and GVI in managing the Park and to document the formation of a cooperative management partnership for the Park. Further, with respect to the GMP, the purpose of this Agreement is to set forth provisions generally defining management at the Park and to set forth provisions for the development of a planning process to implement the GMP.

ARTICLE II. - AUTHORITY

NPS enters into this Agreement pursuant to the authorities provided in (1) Section 105(b) of the Act, which provides that NPS may enter into cooperative agreements with GVI for the management of the Park and other purposes; and (2) 16 U.S.C. 1a-2(l) (Cooperative Management Agreements), which allows NPS and state governments to enter into agreements for cooperative management of adjacent state and federal parks in order to allow for more effective and efficient management of the parks. GVI enters into this Agreement pursuant to the authorities provided in the Act.

ARTICLE III. - STATEMENT OF WORK

1

A. GVI agrees to:

1. Designate the Commissioner of the Department of Planning and Natural Resources (DPNR) to serve as the operations manager (GVI Operations Manager) and as GVI counterpart to the NPS operations manager (NPS Operations Manager), designated below, to provide general and broad coordination between the parties, including coordination of the implementation of the terms of this Agreement. GVI will also designate an alternate operations manager to serve in case the Commissioner of DPNR is unavailable to serve in the capacity of GVI Operations Manager.
2. Designate and make available appropriate GVI employees whose primary assignment will be to work at the Park in cooperation with NPS employees in all phases of Park operations and management.
3. Pay the cost of training for all GVI employees working at the Park.
4. Pay all salaries, benefits and associated employment costs for all GVI employees working at the Park.
5. Provide information to private property owners, developers, realtors, and others, regarding the laws, regulations and policies that affect land uses within the boundaries of the Park. GVI shall also provide

NPS with a copy of permit applications (e.g., Coastal Zone Management, agriculture, earth change, and building permits) from private parties for activities within the boundaries of the Park or abutting the boundaries of the Park. The GVI will seek input and assistance from NPS on the permits prior to issuance and work jointly with NPS to ensure that GVI permits issued are consistent with the protection of the Park's resources. Further, GVI shall consider the laws, regulations and policies that may affect land uses within the boundaries of the Park during the permitting process and when issuing a permit, particularly when such permit would allow a change in land use within the boundaries of the Park.

6. Work with the Virgin Islands Legislature to pass laws necessary so NPS and GVI have concurrent jurisdiction over all fast lands, waters, and submerged lands within the boundary of the Park whether those lands, waters and submerged lands are owned or managed by GVI or NPS.
7. Promulgate rules and regulations for the operation and management of the Sanctuary that are consistent with the purposes of the Act, this Agreement, and all laws and regulations applicable to units of the National Park System and to the Park, as such laws and regulations may from time to time be amended. Such laws shall include, but shall not be limited to, the National Historic Preservation Act, the Archaeological Resources Protection Act and the National Park Service Organic Act, which laws can be found at <http://www.nps.gov/legal/index.htm>.
8. Participate on a planning team for the Park's GMP (GMP Planning Team), which obligation shall include providing GVI staff to work on the GMP Planning Team, including, but not limited to, staff from the DPNR. The purpose of the GMP Planning Team shall be to develop procedures and processes for developing a draft GMP once funding for development is appropriated to NPS.

B. The NPS agrees to:

1. Designate the Superintendent of the Christiansted National Historical Site, Buck Island Reef National Monument and Salt River Bay National Historical Park and Ecological Preserve to serve as the NPS Operations Manager and as the NPS counterpart to GVI Operations Manager, designated above, to coordinate and implement the terms of this Agreement. NPS will also designate an alternate operations manager to serve in case the Superintendent is unavailable to serve in the capacity of NPS Operations Manager.
2. Designate and make available appropriate NPS employees whose primary assignment is to work at the Park with GVI employees in all phases of Park operations and management.
3. Pay all salaries, benefits and associated employment costs for all NPS employees of the Park.
4. Pay all training costs for NPS employees of the Park.
5. Assist GVI in providing training in park operations and management to GVI employees working at the Park, as well as assist GVI in identifying sources of funding to pay for training. As set forth below, however, GVI recognizes that NPS has no federally appropriated funds to provide for or pay for such training.
6. Provide funding and overall direction for the development of the GMP.

C. The GVI and NPS will jointly undertake the obligations below.

1. NPS and GVI will undertake all actions under this Agreement in a manner that is consistent and compatible with the purposes, objectives and operations of the Park.
2. The NPS Operations Manager will oversee and manage activities that occur on fast lands, waters, or submerged lands (collectively, the Lands) within or adjacent to the Park boundary (collectively, the Lands) that are owned or controlled by the United States. The GVI Operations Manager will oversee and manage activities that occur on the Lands that are owned or controlled by GVI. Each government will be responsible for day-to-day park operations in their respective Lands, in accordance with applicable Federal and Territorial laws, regulations, guidelines, policies, and directives.
3. NPS and GVI will keep each other informed about projects and activities, including, but not limited to, design and installation of signage, design and installation of interpretive exhibits, and construction of improvements, on the Lands owned, controlled, or under the independent, separate lawful jurisdiction of each and which are within the Park's boundary or adjacent to that boundary. NPS and GVI will each designate an employee(s) to work with an employee(s) of the other government on each such project or activity to ensure that the project or activity is consistent with the purposes of the Act, this Agreement and other standards adopted herein for the joint management of the Park.
4. The NPS Operations Manager and GVI Operations Manager will each designate staff to accomplish the specific coordination activities required by this Agreement and to accomplish other activities necessary to implement this Agreement, and shall make such staff available for such purposes to the extent personnel and budgetary resources permit. Employees designated to accomplish activities under this Agreement shall work together to develop joint plans, including, without limitation, joint plans (i) for the cooperative sharing of personnel, equipment, and operations space as necessary for implementing this Agreement; (ii) for coordination of planning of specific projects or activities; (iii) for achievement of compliance with applicable laws governing GVI and NPS; and (iv) for gathering and sharing data about the Park and its resources. Each party will designate an employee(s) to work on the GMP Planning Team. NPS and GVI shall implement these joint plans to the extent permissible under applicable laws.
5. Any joint plans developed pursuant to Article III, Section C, paragraph 4 of this Agreement, which provide for either party to assist the other by transfer of monies or something of value, and any specific requests for such assistance, must be explicitly approved by the NPS Operations Manager and GVI Operations Manager. Similarly, any joint plans providing for sharing of personnel, equipment or operations space must be approved and no such plans may be implemented unless personnel and funding is available for such purposes.
6. NPS and GVI will jointly develop a work force development plan to determine the type and amount of staffing needed to manage the Park and to set forth how all divisions of the Park, for example, Interpretive Services, should be appropriately staffed. The plan will assist the parties in determining priorities for filling positions, as and when funding for such hiring becomes available.
7. NPS and GVI will develop and implement a training curriculum for NPS and GVI employees to ensure that all employees working in the Park have the information and skills necessary to manage the Lands of each government in accordance with the standards applicable to units of the National Park System. Each government shall ensure that its employees receive training sufficient to meet NPS minimum training requirements for employees in each applicable job category or position. Other training may be identified and provided as appropriate. The obligations regarding training are subject to funding constraints set forth in Article III, Section B, Paragraph 5.

8. NPS and GVI will, within the limits of applicable laws, regulations and guidance, including ethical guidance, each seek land acquisition funds and expend such funds prudently and in a fiscally responsible manner. Land acquisition expenditures shall be made, to the extent practicable, in accordance with the LPP (as it may from time to time be amended). Each government will keep the other informed of all land acquisition and facility development initiatives and efforts. These efforts will be consistent with the provisions of the LPP and the GMP current at the time the efforts are undertaken.
9. NPS and GVI will each designate appropriate staff to jointly review proposals submitted for research within the boundaries of the Park. These employees will form a team to review research proposals and will recommend whether a permit should be issued by either government to implement a research proposal.
10. NPS and GVI will jointly identify appropriate uses for monetary donations to either party for the Park and for income from fees collected by either party resulting from activities in and on the Lands, such as commercial and non-commercial activities allowed through special use permits, contracts, or concessions. However, uses of such donations and fee income must comply with the applicable laws, regulations and guidance of both parties governing the use of such donations or fee income.
11. NPS and GVI will jointly identify projects that potential funding entities, such as Friends Groups, community organizations, and individuals might fund or undertake in the Park. Relationships with such entities, including, but not limited to approaching the groups and presenting projects, shall be governed by each party's applicable laws, regulations and guidance.
12. Upon receipt of funding to develop the GMP, NPS and GVI shall jointly prepare a draft GMP in accordance with the procedures and processes recommended by the GMP Planning Team. The GMP will be completed and submitted to Congress for approval within three (3) years of receipt of funds for development of the GMP, as provided in Section 105 (c) of the Act. The GMP will provide a framework for operations and development of the Park over the next fifteen (15) to twenty (20) years. The GMP will be developed in accordance with NPS Management Policies (2006), as the same may be from time to time be amended. The draft GMP will address, but not be limited to, the following topics: cultural and natural resource management, resource protection, interpretation and education, recreation, commercial services, visitor use and training of employees.
13. NPS and GVI will jointly update the LPP every 3 to 5 years and make each updated LPP available to the public.
14. NPS and GVI will each provide the other with the text of and design for all public educational materials, websites, promotional materials, and informational and warning signs to be posted within the boundary of the Park. All official signs and web connectivity will follow NPS standards. Notwithstanding the foregoing, each party will have the ultimate right to determine the actual text and design to be used in any public educational materials, websites, promotional materials, and informational and warning signs developed by that party.

ARTICLE IV. TERM OF AGREEMENT

This Agreement shall expire five (5) years from the date (the Effective Date) on which the last party to sign the Agreement does so sign, unless it is terminated earlier pursuant to the provisions of Article X of this Agreement or of any applicable Federal or Territorial law or regulation.

ARTICLE V. KEY OFFICIALS

Key officials (Key Officials) are essential to ensure maximum coordination and communications between the parties regarding activities being performed pursuant to this Agreement. As of the Effective Date, the Key Officials shall be as follows:

NATIONAL PARK SERVICE

Joel A. Tutein, Superintendent and NPS Operations Manager
 Christiansted NHS/Buck Island Reef NM/
 Salt River Bay NHP & EP
 2100 Church Street, #100
 Christiansted, St. Croix, VI 00820
 (340) 773-1460

GOVERNMENT OF THE VIRGIN ISLANDS

Honorable Commissioner Robert Mathes, GVI Operations Manager
 Department of Planning and Natural Resources
 45 Mars Hill
 Frederiksted, St. Croix, VI 00840
 (340) 773-1082 or (340) 773-3450

All written communications from one party to the other shall be provided to the recipient's Key Official. Neither the NPS nor GVI may make any permanent change in the designation of its Key Official without written notice to the other party reasonably in advance of the proposed change. The notice will include a justification with sufficient detail to permit evaluation of the impact of such a change on the implementation of this Agreement. Any permanent change in either party's designation of its Key Official will be made only by modification to this Agreement.

ARTICLE VI. EXPENDITURE OF FUNDS

Nothing in the Agreement shall be construed as obligating the NPS and GVI to expend any funds excess of appropriations for the purposes of this Agreement authorized by law. This Agreement does not obligate either party to transfer funds or anything of value to the other party. Transfer of funds or anything of value from NPS to GVI in furtherance of this Agreement shall be authorized by individual cooperative agreements, which may have individual task orders. Each such agreement shall include a description of the project, the authority for the expenditure/transfer, the specific funding source and amount(s), the requirements for funds to be reimbursed or advanced, and the names, addresses, and telephone numbers of contact persons. Any such agreements obligating NPS to transfer funds or anything of value will be developed and administered in accordance with applicable Federal laws and regulations governing cooperative agreements and grants. Notwithstanding the foregoing, the NPS may, to the extent permitted by applicable law and regulations, provide non-appropriated funds to assist in the training of GVI employees. Funds for training will be paid on behalf of GVI employee(s) directly to the training institution at the time GVI employee registers for approved training. Currently, without specific appropriations for providing training, NPS may use only non-appropriated funds for training of GVI employees.

ARTICLE VII. PRIOR APPROVAL

Prior approvals by either party are set forth elsewhere in this Agreement.

ARTICLE VIII. LIABILITY

The parties accept responsibility for any property damage, injury or death, caused by the acts or omissions of their respective employees, acting within the scope of their employment, to the fullest extent permitted by law.

ARTICLE IX. PROPERTY UTILIZATION AND DISPOSITION

Unless otherwise agreed to in writing by the parties, any property furnished by one party to the other shall remain the property of the furnishing party. Each party shall be responsible for the acquisition and disposition of its property in accordance with each party's governmental authorizations and requirements. However, any property furnished by the NPS to GVI shall be used and disposed of as set forth in NPS' regulations on management of personal property.

ARTICLE X. MODIFICATION AND TERMINATION

Either party may terminate this Agreement by providing the other party with ninety (180) days advance written notice. In the event that one party provides the other party with notice of its intention to terminate, the parties will meet promptly to discuss the reasons for the notice and to try to resolve their differences. This Agreement may also be terminated by written agreement of the parties.

ARTICLE XI. AGENCY

Neither party is an agent or representative of the other party's government and neither will represent itself to third parties as such an agent or representative.

ARTICLE XII. MERGER

The Agreement contains the parties' sole and entire agreement. No oral representations of any nature form the basis of or may amend this Agreement.

ARTICLE XIII. WAIVER

The failure to enforce any provision of this Agreement by either party will not constitute waiver of that provision or a waiver of a claim for subsequent breach of the same type or a waiver of any other term of this Agreement. The waiver of any provision must be expressed and evidenced in writing.

ARTICLE XIV. COMPLIANCE WITH APPLICABLE LAWS

This Agreement and its performance are subject to all laws, regulations and management policies governing the NPS, including those applicable to NPS property and resources, and the laws, regulations and policies of GVI, whether now in force or later enacted or promulgated. Nothing in this Agreement will be construed in any way as impairing the NPS' general powers for supervision, regulation, and control of its property under such applicable laws, regulations, and management policies.

ARTICLE XV. SEVERABILITY

If any provision of this Agreement is determined by a court of competent jurisdiction to be invalid or unenforceable, the remainder of the Agreement will nonetheless remain in effect.

ARTICLE XVI. SECTION HEADINGS

Section heading contained in the Agreement are for convenience only and will not be considered in interpreting or construing this Agreement.

ARTICLE XVII. REQUIRED AND SPECIAL/ADDITIONAL PROVISIONS

1. **Non-Discrimination:** All activities pursuant to this Agreement shall be undertaken in compliance with the provisions of Executive Order 11246, as it may from time to time be amended; the requirements of Title VI of the Civil Rights Act of 1964 (78 Stat. 252, 42 U.S.C. § 2000d, et seq.); title V, Section 504 of the Rehabilitation Act of 1973 (87 Stat. 394; 29 U.S.C. § 794); the Age Discrimination in Employment Act of 1975 (89 Stat. 728; 42 U.S.C. § 6101 et seq.), as these may from time to time be amended; and the requirements of all other Federal laws and regulations prohibiting discrimination on grounds of race, color, national origin, handicap, sexual orientation, religion or sex.
2. **Lobbying Prohibition:** The parties will abide by the provisions of 18 U.S.C. § 1913 (Lobbying with Appropriated Moneys). No part of the money appropriated by any enactment of Congress shall, in the absence of express authorization by Congress, be used directly or indirectly to pay for any personal service, advertisement, telegram, telephone, letter, printed or written matter, or other device, intended or designed to influence in any manner a Member of Congress, to favor or oppose, by vote or otherwise, any legislation or appropriation by Congress, whether before or after the introduction of any bill or resolution proposing such legislation or appropriation; but this shall not prevent officers or employees of the United States or of its departments or agencies from communicating to Members of Congress on the request of any Member or to Congress, through the proper official channels, requests for legislation or appropriations which they deem necessary for the efficient conduct of the public business.
3. **Appropriations (Anti-Deficiency Act, 31 U.S.C. § 1341):** Nothing herein contained shall be construed as binding the National Park Service to expend in any one fiscal year any sum in excess of appropriations made by Congress, for the purposes of this Agreement for that fiscal year, or as creating any obligation for the further expenditure of money in excess of such appropriations.
4. **Publication of Results of Studies:** No party will unilaterally publish a joint publication without consulting the other party. This restriction does not apply to popular publication of previously published technical matter. Publications pursuant to this Agreement may be produced independently or in collaboration with others; however, in all cases proper credit will be given to the efforts of those parties contributing to the publication. In the event no agreement is reached concerning the manner of publication or interpretation of results, either party may publish data after due notice and submission of the proposed manuscripts to the other. In such instances, the party publishing the data will give due credit to the cooperation but assume full responsibility for any statements on which there is a difference of opinion.
5. **Control and Supervision of Employees:** Employees of each party shall at all times remain under the authority and control of that party's supervisors. As a result of this Agreement, the employees of either party shall not under any circumstances be considered employees, agents or "borrowed servants" of the other party.
6. **Law Applicable to Employee:** Employees of the parties to this Agreement shall at all times be subject only to the laws, regulations, and rules governing their employment, regardless of Agency, and shall not be entitled to compensation or other benefits of any kind other than specifically provided by the terms of their employment.
7. **Disability or Death of Employees:** Any employee of GVI who participates in activities under this Agreement and who suffers disability or death as a result of personal injury arising out of and in the performance of duties in connection therewith, for the purpose of the Workmen's Compensation Act, is an employee of the State.
8. **Liability for Employee Actions:** Duties and actions undertaken by NPS personnel pursuant to and in compliance with the terms of this Agreement shall be deemed as occurring within the scope of their

federal employment; and duties and actions undertaken by GVI personnel pursuant to and in compliance with the terms of this Agreement shall be deemed as occurring within the scope of their employment. Neither NPS nor GVI assumes liability for duties and/or actions undertaken by personnel of the other unless such actions are undertaken at the direction of and under the direct supervision of the other.

9. Responsibility for Costs and Expenses: Except as otherwise provided herein or as otherwise negotiated on a case-by-case basis, any expenses incurred by either party in satisfaction of this Agreement shall be borne by the party incurring such expenses. Pursuant to the foregoing, each party shall bear its own costs for furnishing services under this Agreement, and neither party shall claim reimbursement for those costs from the other.

10. Waiver of Claims: To the extent permitted by applicable law and authorities, each party hereby waives any and all claims, demands, and causes of action against the other party and its employees, and releases the other party and its employees from any and all liability, arising out of or resulting from activities under this Agreement, including, but not limited to, liability for loss, damage and personal injury (including death) to each other's property, employees, agents and contractors occurring in the performance of this Agreement. Each party shall be solely responsible for any and all claims, demands, and causes of action filed by third parties arising out of or resulting from the activities of its employees under this Agreement, including, but not limited to, the costs of investigating and defending against such claims, demands, and causes of action and the costs of paying any compromise settlements, judgments, assessed costs, or fees (including attorney's fees). Any such liability to third parties which may arise from the performance of this Agreement shall be determined solely under the Federal Tort Claims Act as to the NPS and under the laws of the United States Virgin Islands as to GVI.

11. Fiscal Responsibility: GVI shall be under no obligation to incur expenditures in excess of local authorization.

ARTICLE XVIII. AUTHORIZING SIGNATURES

Agreed Upon and Approved by:

**DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE**

Signature

Name

Title

Date

Joel A. Teter
Joel A. Teter
Superintendent
11/20/09

GOVERNMENT OF THE VIRGIN ISLANDS OF THE UNITED STATES

Signature

Name

Title

Date

Robert S. Matthes
Robert S. Matthes
Commissioner DPNR
11/20/09

Appendix B: Related Federal Regulations

36 Code of Federal Register Chapter I – National Park Service, Department of the Interior

- Part 1 — General Provisions (§§ 1.1 - 1.10)
- Part 2 — Resource Protection, Public Use and Recreation (§§ 2.1 - 2.62)
- Part 3 — Boating and Water Use Activities (§§ 3.1 - 3.19)
- Part 4 — Vehicles and Traffic Safety (§§ 4.1 - 4.31)
- Part 5 — Commercial and Private Operations (§§ 5.1 - 5.14)
- Part 6 — Solid Waste Disposal Sites in Units of the National Park System (§§ 6.1 - 6.12)
- Part 7 — Special Regulations, Areas of the National Park System (§§ 7.1 - 7.100)
- Part 8 — Labor Standards Applicable to Employees of National Park Service
Concessioners (§§ 8.1 - 8.9)
- Part 9 — Minerals Management (§§ 9.1 - 9.89)
- Part 10 — Disposal of Certain Wild Animals (§§ 10.1 - 10.4)
- Part 11 — Arrowhead and Parkscape Symbols (§§ 11.1 - 11.4)
- Part 17 — Conveyance of Freehold and Leasehold Interests on Lands of the National Park
System (§§ 17.1 - 17.8)
- Part 18 — Leasing of Properties in Park Areas (§§ 18.1 - 18.12)
- Part 51 — Concession Contracts (§§ 51.1 - 51.104)
- Part 59 — Land and Water Conservation Fund Program of Assistance to States; Post-
Completion Compliance Responsibilities (§§ 59.1 - 59.5-59.6)
- Part 60 — National Register of Historic Places (§§ 60.1 - 60.15)
- Part 61 — Procedures for State, Tribal, and Local Government Historic Preservation
Programs (§§ 61.1 - 61.11)
- Part 62 — National Natural Landmarks Program (§§ 62.1 - 62.9)
- Part 63 — Determinations of Eligibility for Inclusion in the National Register Of Historic
Places (§§ 63.1 - 63.6)
- Part 65 — National Historic Landmarks Program (§§ 65.1 - 65.10)
- Part 67 — Historic Preservation Certifications under the Internal Revenue Code (§§ 67.1 -
67.11)
- Part 68 — The Secretary of the Interior’s Standards for the Treatment Of Historic
Properties (§§ 68.1 - 68.3)
- Part 71 — Recreation Fees (§§ 71.1 - 71.15)
- Part 72 — Urban Park and Recreation Recovery Act of 1978 (§§ 72.1 - 72.74-72.75)
- Part 73 — World Heritage Convention (§§ 73.1 - 73.17)
- Part 74 — 77 [Reserved]
- Part 78 — Waiver of Federal Agency Responsibilities under Section 110 of the National
Historic Preservation Act (§§ 78.1 - 78.5)
- Part 79 — Curation of Federally-Owned and Administered Archaeological Collections (§§
79.1 - 79.11)
- Part 80 — 199 [Reserved]

Appendix C: Inventory of Special Mandates and Administrative Commitments

Name	Type	Start Date / Expiration Date	Stakeholders	Purpose/Description
Cooperative Management Agreement	Cooperative Agreement	2009 / Every 5 years with option to renew	The National Park Service (NPS) and the Government of the Virgin Islands of the United States (GVI)	Sets forth the roles and responsibilities of the National Park Service and the Government of the Virgin Islands in managing the park and documents the formation of a cooperative management partnership for the park.
South Florida / Caribbean Cooperative Ecosystem Studies Unit	Cooperative Agreement	2000 [Amended 10/6/10] / As amended	The Bureau of Land Management, the U.S. Fish and Wildlife Service, the U.S. Geological Survey, the National Park Service, the Natural Resources Conservation Service, the U.S. Army Corps of Engineers – Civil Works, the Office of the Deputy Under Secretary of Defense, the National Oceanic and Atmospheric Administration, and the University of Miami and its partner institutions	Establish and maintain the South Florida / Caribbean Cooperative Ecosystem Studies Unit to provide research, technical assistance, and education to federal land management, environmental, and research agencies and their potential partners; and develop an interdisciplinary program of research, technical assistance, and education needed to address resource issues at multiple scales and impact levels.
Memorandum of Understanding (MOU)	MOU	1999 / No expiration date	The Department of the Interior and the Joint Institute of Caribbean Marine Studies	Aid in the understanding of the marine environment, including coral reef ecosystems; promote marine education and public awareness; and assist in the development of appropriate public policy within the Caribbean.
Salt River Marine Reserve and Wildlife Sanctuary	Management Commitment	Proposed in 1995; not yet enacted / No expiration date	The U.S. Virgin Islands Department of Planning and Natural Resources (DPNR), and the National Park Service	Proposed designation by the DPNR; would protect valuable fishery and wildlife resources, and the habitats on which those species depend. Also aims to provide marine viewing areas for commercial dive operators, recreational divers, students, and researchers. DPNR's Division of Fish and Wildlife has management authority over reserve and DPNR's Division of Environmental Enforcement is responsible for enforcing the reserve's regulation.
P.L. 102-247	Special mandate	1992 / No expiration date	Government of the Virgin Islands and the federal government	Mandates that preservation efforts to protect the park be carried out in partnership with the federal government and the GVI; authorizes entering into cooperative agreements with the GVI, or any political subdivision thereof, for the management of the park and for other purposes; established a commission to make recommendations on how all lands and waters within the boundaries of the park would be jointly managed which terminated 10 years after the date of enactment.
Salt River Area of Particular Concern	Administrative Commitment	1979 / No expiration date	Government of the Virgin Islands and the National Park Service	Designation allows for uniform multiple-use.

Southeast Region Foundation Document Recommendation Salt River Bay National Historical Park and Ecological Preserve

January 2015

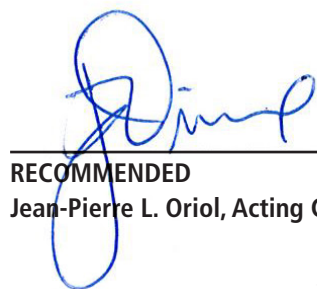
This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Southeast Regional Director.


RECOMMENDED

Joel A. Tutein, Superintendent, Salt River Bay National Historical Park and Ecological Preserve

1/21/15

Date


RECOMMENDED

Jean-Pierre L. Oriol, Acting Commissioner / SHPO, Department of Planning and Natural Resources

Date

13-Feb-2015


APPROVED

Stan Austin, Regional Director, Southeast Region

1/30/15

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

SARI 141/125644

February 2015

Foundation Document • Salt River Bay National Historical Park and Ecological Preserve

