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HEARINGS BEFORE THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETIETH CONGRESS

SECOND SESSION

ON

S. 3983

A BILL TO AUTHORIZE THE ESTABLISHMENT OF THE
BISCAYNE NATIONAL MONUMENT IN THE STATE OF
FLORIDA, AND FOR OTHER PURPOSES

SEPTEMBER 12 AND 18, 1968

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HEARINGS
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE

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BISCAYNE NATIONAL MONUMENT, FLA.

THURSDAY, SEPTEMBER 12, 1968

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to notice, at 10:05 a.m., in room 3110, New Senate Office Building, Senator Frank E. Moss presiding.

Present: Senators Moss, Allott, Fannin, and Hatfield.

Also present Jerry T. Verkler, staff director; Porter Ward, professional staff member, and E. Lewis Reid, minority counsel.

Senator Moss. The bill before us is S. 3983, to authorize the establishment of the Biscayne National Monument in the State of Florida. I have Senator Holland listed as a witness but I do not see him. I will ask the staff to call his office and see if he is coming, and also Congressman Fascell, whom I do not see. We will ask Mr. Black to testify in the interim.

We will begin by putting in the record at this point the bill and the departmental reports that have been rendered on it.

(The data referred to follow:)

[S. 3983, 90th Cong., second sess.]

A BILL To authorize the establishment of the Biscayne National Monument in the State of Florida, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve and protect for the education, inspiration, recreation, and enjoyment of present and future generations, a rare combination of terrestrial, marine, and amphibious life in a tropical setting of great natural beauty, the Secretary of the Interior may establish the Biscayne National Monument within so much of the area in the State of Florida as generally depicted on the drawing entitled "Biscayne National Monument Boundary Map," numbered NM-BIS 7101, and dated May 1966, which drawing is superimposed on a photographic reproduction of a portion of Coast and Geodetic Survey Chart Numbered 1249 (eighth edition, December 20, 1965, correction numbered 22, dated May 28, 1966) as lies north of the north boundary of the channel easement shown thereon. The drawing shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary may revise the boundaries of the national monument from time to time, but the total acreage of the national monument shall not exceed ninety-six thousand three hundred acres and no boundary shall be revised outward or in such a manner as to obstruct any seaport channel which may be hereafter constructed outside the boundaries hereinbefore referred to.

SEC. 2. (a) Within the boundaries of the Biscayne National Monument, the Secretary of the Interior may acquire lands, waters, or interests therein by donation, purchase with donated or appropriated funds, or exchange. The Secretary may in addition acquire by any of the above methods not more than eighty acres of land or interests therein on the mainland for a headquarters site, and not more than forty acres of land or interests therein on Key Largo for a visitor contact site.

(b) When acquiring property by exchange the Secretary may accept title to any non-Federal property within the boundaries of the national monument, and outside of such boundaries within the limits prescribed in subsection (a) of this section, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction in the State of Florida which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require.

SEC. 3. Notwithstanding any other provision of this Act, lands and interests in land owned by the State of Florida or Dade County may be acquired solely by donation, and the Secretary shall not declare the Biscayne National Monument established until the State has transferred or agreed to transfer to the United States its right, title and interest in and to its lands within the boundaries of said national monument. The Secretary shall not acquire any other lands or interests in land pursuant to this Act except by donation or with donated funds until the State has made or obligated itself to make the aforesaid transfer: *Provided*, That nothing contained in this sentence shall preclude the Secretary from acquiring options for the purchase of lands and interests in land, other than lands and interests in land held by the State of Florida or Dade County, which are to be acquired pursuant to this Act and, upon the State's transferring or obligating itself to transfer as aforesaid, he shall proceed as expeditiously as possible to acquire the other lands and interests in land which are necessary to carry out the purposes of this Act.

SEC. 4. The Secretary of the Interior shall preserve and administer the Biscayne National Monument in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented. The waters within the Biscayne National Monument shall continue to be open to fishing in conformity with the laws of the State of Florida except as the Secretary, after consultation with appropriate officials of said State, designates species for which, areas and times within which, and methods by which fishing is prohibited, limited or otherwise regulated in the interest of sound conservation or in order to achieve the purposes for which the national monument is established.

SEC. 5. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not to exceed \$24,575,000 for land acquisition and \$2,900,000 for development.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., September 24, 1968.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs, U.S. Senate, New Senate
Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on S. 3983, a bill "To authorize the establishment of the Biscayne National Monument in the State of Florida, and for other purposes."

We continue to be concerned about programming the acquisition of both already authorized areas and areas currently recommended for acquisition by the National Park Service. We believe that acquisition within areas authorized for inclusion in this system should be commenced promptly after authorizing legislation has been enacted both to minimize the effects of rapidly escalating recreation land prices and to assure the early availability of such areas for public use and enjoyment.

The Interior Department shares this concern, and in a report recommending enactment of this bill, the Department states it will program the acquisition of all of the land within the monument within a 5-year period after authorization and will make program adjustments necessary to accomplish this in an efficient manner with funds that will be available during that period from the recently augmented Land and Water Conservation Fund.

In the circumstances, we have no objection to enactment of this legislation.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

U. S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., September 11, 1968.

HON. HENRY M. JACKSON,
*Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your Committee has requested this Department's views on S. 3983, a bill "To authorize the establishment of the Biscayne National Monument in the State of Florida, and for other purposes." The bill is identical to H.R. 551 as reported by the Committee on Interior and Insular Affairs of the House of Representatives on July 25, 1968.

We recommend the enactment of S. 3983.

The bill would authorize the Secretary of the Interior to establish the Biscayne National Monument in Florida. The Secretary may revise the monument's boundaries from time to time so long as the total acreage does not exceed 96,300 acres. About 92,400 acres are submerged. Last year this Department recommended to the House Committee that the acreage not exceed 105,000 acres. S. 3983 reduces the acreage by changing the monument's southern boundary to coincide with the northern boundary of a possible shipping channel and thereby excludes Swan Key. We have no objection to this change.

The Secretary may acquire lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange. He may also acquire up to 80 acres on the mainland and 40 acres on Key Largo for administrative and visitor purposes.

The bill would provide that State or county owned lands may be acquired only by donation, and the Secretary shall not establish the monument until the State transfers or agrees to transfer its right, title, and interest in the lands within the monument boundaries. In addition, the Secretary may not acquire any other lands or interests therein except by donation or with donated funds until the State makes or agrees to make this transfer, although we may obtain options to purchase such lands.

By resolution dated July 9, 1968, the Internal Improvement Fund of the State of Florida agreed: "to donate said State-owned lands only after completion of (1) congressional authorization and designation of the proposed Biscayne National Monument, and (2) congressional authorization for the appropriation of Federal funds for acquisition of all nonfederally owned lands within the monument area, such acquisition to provide just compensation to said owners.

"The above determination by the Federal Government shall be made within 1 year from date hereof or this commitment will expire."

We have no objections to the conditions set forth in the bill relative to the establishment of the monument. The enactment of this legislation this year will satisfy the conditions in the above resolution, and insure the donation of these lands for the monument, since S. 3983 would authorize the monument and appropriations for the acquisition of non-Federal lands in the monument. We might add that we construe the resolution as satisfying the condition in section 3 of the bill that the State agree "to transfer" the lands to the United States.

The bill also would provide that the waters within the monument boundary be open to fishing in accordance with State laws. The Secretary, however, may, after consultation with State officials, regulate fishing in the interest of "sound conservation or in order to achieve the purposes for which the monument is established." With the transfer of the submerged lands and the interests therein to the United States for the monument purposes, we do not object to this provision. One of the main purposes of the monument will be to preserve and protect the marine life and environment. It has been our intention to continue commercial and sport fishing for designated species in conformity with State laws and regulations and regulations of this Department designed to protect natural conditions and to prevent damage to marine life and formations. Such fishing would also be regulated in accordance with sound conservation principles to assure continued protection of the marine ecology.

The bill would authorize \$24,575,000 for land acquisition and \$2,900,000 for development. Based on current estimates, we believe that these dollar ceilings are reasonable.

The land and water area included in the proposed monument is the best portion of the only complex of submerged living coral reef, emergent keys, and sheltered bay bottoms anywhere along either coast line of the continental United

States. This area supports a rare combination of terrestrial, marine, and amphibious life. Some of the best vestiges of south Florida's tropical forest are found on the upper Florida Keys, including some species which are not found on the mainland. The clear, pure, sparkling waters which vary in color from pastel greens to vivid blues are an important attraction. A wonderland of corals, sponges, sea grasses, crabs, shellfish, starfish, reef fish and numerous other types and kinds of marine life abound in the shallow waters. Unless early action is taken to bring the proposed monument within the National Park System, the opportunity to preserve this nationally significant marine resources may be lost forever.

Woody vegetation almost completely covers the lands within the proposed national monument. Red, white, and black mangroves, tropical hardwoods, mahoganies, hammock and two interesting palms, one of which was once thought to be exterminated, grow on the lands. While not occurring in large numbers several interesting birds including the rare Reddish Egret, Shallowtailed Kite and Short-tailed Hawk are seen particularly in that southern portion of the proposed monument.

Various marine habitats are vividly displayed in the waters of the proposed monument. The bay side of the upper Florida Keys is typically marl mud with marine grasses forming dense meadows. The meadows are the principal nursery grounds for shrimp, spiny lobsters, and many game and food fish.

The ocean side of the upper Florida Keys is rocky and exposed to moderate wave action. The ocean bottom deepens more rapidly than the bay bottom, and is covered with corallines, small cluster corals, algae, and marine grasses.

Outdoor recreation is today one of the principal attractions of the land and water area within the proposed national monument. Boating and sport fishing predominate, but snorkeling, scuba diving, picnicking, camping, and other activities are becoming increasingly popular. We believe that these activities at present levels are compatible with preservation of natural conditions. We expect, moreover, that these outdoor recreation activities may become even more popular in the future. Since there is a substantial area within the national monument, we believe the impact of such activities on the marine values will be minimal.

The headquarters and visitor contact sites, for which the bill authorizes the acquisition of land of interests therein outside of the national monument, will contain visitor centers with exhibits, parking spaces and marinas. Passenger ferry and water taxi service to the national monument will be available at these sites.

Within the proposed monument, the primary visitor contact point is planned in the vicinity of the Dade County Park on Elliott Key. The developments at this site will include shelters for changing clothing, docking facilities, and primitive campgrounds. Such developments will serve recreation activities such as fishing, diving, snorkeling, hiking and picnicking on the bay side as well as the oceanside of the upper Florida Keys. In addition, self-guiding nature trails, submerged viewing rooms, viewing piers, conducted snorkeling trips, and glass-bottom boat excursions will be available to the visiting public. Similar but less extensive developments are also planned on Sands Key and Adams Key.

The advisory Board on National Parks, Historic Sites, Buildings, and Monuments endorsed the establishment of the proposed national monument at its 50th meeting in April 1964 and again at its 54th meeting in April 1966.

With the recent augmentation of the Land and Water Conservation Fund, the Department will program the acquisition of all of the land within the monument within a 5-year period after authorization, and will make program adjustments necessary to accomplish this in an efficient manner with funds that will be available during that period from the augmented fund.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

DAVID S. BLACK,
Under Secretary of the Interior.

Senator Moss. Now, Mr. Black, you may proceed.

STATEMENT OF DAVID S. BLACK, UNDER SECRETARY OF THE INTERIOR; ACCOMPANIED BY FRANK HARRISON, ASSISTANT TO DIRECTOR (LEGISLATION), NATIONAL PARK SERVICE, AND ROBERT STEENHAGEN, NATIONAL PARK SERVICE

Mr. BLACK. I would like, if I may, Mr. Chairman, to have Mr. Harrison accompany me.

Senator Moss. That may be done.

Mr. BLACK. I am pleased to have this opportunity today to represent Secretary Udall and the Department of the Interior in support of S. 3983, to authorize the establishment of Biscayne National Monument. The area is located near the north end of the Florida Keys, about 20 miles south of Miami.

Mr. Chairman, this area is a combination of terrestrial, marine, and amphibious tropical life unique in the United States. On the keys are remnants of a once extensive tropical forest composed of vegetation not found on the U.S. mainland. The most significant resources of this hauntingly attractive place, so near, yet in ways so far from the bustle of the Miami metropolitan area, are the waters surrounding these keys. A variety of marine habitats exists in transparent waters still free of pollution. Marine-grass meadows fringe the bay side of the islands, forming principal nursery grounds for lobsters, shrimp, and a variety of fish. More than 250 species of marine fish occur along these shores and among the living coral reef.

I believe, Mr. Chairman, that you can envision this area much more graphically as you glance at the first 10 photographs in the album which we have provided members of the committee. Photographs 5 and 6 illustrate some of the tropical marine habitat in the waters of this proposed monument.

This proposal would include nearly 4,000 acres of land and about 92,000 acres of waters of southern Biscayne Bay and the Atlantic Ocean.

The primary purpose of the national monument would be to preserve and protect the marine life and its environment. Fishing for certain designated species would continue in conformity with State laws and departmental regulations designed to prevent damage to unique marine life and formations. There will be a need to establish zones where no fishing will be permitted in order to preserve certain superlative examples of marine resources. The Secretary, after consultation with appropriate officials of the State of Florida, might designate limitations on species, times of fishing, and methods of fishing, in order to achieve the purposes for which the monument is established. In other areas, resource-oriented outdoor recreation, such as boating, fishing, scuba diving, water skiing, camping, and related activities which are compatible with preservation of natural conditions, would be encouraged.

The photographs, numbered 11 through 16 in the album before you, depict some typical uses.

The Department proposes to acquire the 3,750 acres of private land on the islands. In addition, approximately 80 acres of land outside the monument proper at Homestead Bay Front County Park, and 40 acres on Key Largo would be acquired for development of a visitor

information center and for an administration and maintenance headquarters. Visitor access to the monument would be provided from these points by passenger ferry and water-taxi services.

Submerged lands in the bay and non-Federal submerged lands in the Atlantic area, of which all except about 400 acres are State owned, would be acquired. The lands owned by the State of Florida and Dade County may be acquired solely by donation. The terms of this legislation should meet the conditions set by the Internal Improvement Fund trustees, a State agency, and the Governor, as precedents to the donation of State-owned lands.

We have, Mr. Chairman, a resolution of the Internal Improvement Fund trustees which we would like to offer for the record.

(The resolution referred to follows:)

RESOLUTION RELATING TO DONATION, UNDER CERTAIN CONDITIONS, OF STATE-OWNED LANDS FOR INCLUSION IN PROPOSED BISCAYNE NATIONAL MONUMENT, DADE COUNTY, FLA.

Whereas the Governor and Cabinet Board of Commissioners of State Institutions of the State of Florida, at the request of the Board of County Commissioners of Dade County and of more than 30 civic, governmental and conservationist organizations, did adopt on June 13, 1967, a resolution reaffirming the State's interest in and support for the establishment of Biscayne National Monument in the Islandia area as proposed in House Resolution 551, and did request that the Congress of the United States expedite consideration of House Resolution 551 so that the preservation of this unique marine area in its pristine state may be assured through establishment of said Biscayne National Monument; and

Whereas the Secretary of the U.S. Department of the Interior has advised the Governor of Florida that the House Committee on Interior and Insular Affairs is now considering Department of Interior plans for the acquisition, development, and management of a proposed Biscayne National Monument; and

Whereas the Secretary of Interior has advised the Governor in a letter of June 7, 1968, which letter the Governor as chairman presented to the trustees of the Internal Improvement Fund on June 18, 1968, that "although it is not enunciated in House Resolution 551, the committee has a long-standing policy that State lands acquired for park purposes will be secured without a transfer of funds," and requesting "a statement as to the position of the State of Florida regarding the donation of the involved State lands in the event that this area is authorized by Congress"; and

Whereas the proposed area to be encompassed by Biscayne National Monument includes privately owned lands as well as State-owned lands; Now, therefore, be it

Resolved by the trustees of the Internal Improvement Fund of the State of Florida, That the trustees of the Internal Improvement Fund herewith agree to donate said State-owned lands only after completion of (1) congressional authorization and designation of the proposed Biscayne National Monument, and (2) congressional authorization for the appropriation of Federal funds for acquisition of all nonfederally owned lands within the monument area, such acquisition to provide just compensation to said owners.

The above determination by the Federal Government shall be made within 1 year from date hereof or this commitment will expire.

In witness whereof, this resolution is signed on this ninth day of July A.D. 1968, by Hon. Tom Adams, secretary of state, acting chairman of the trustees of the Internal Improvement Fund, and attested by Robert C. Parker, director-secretary.

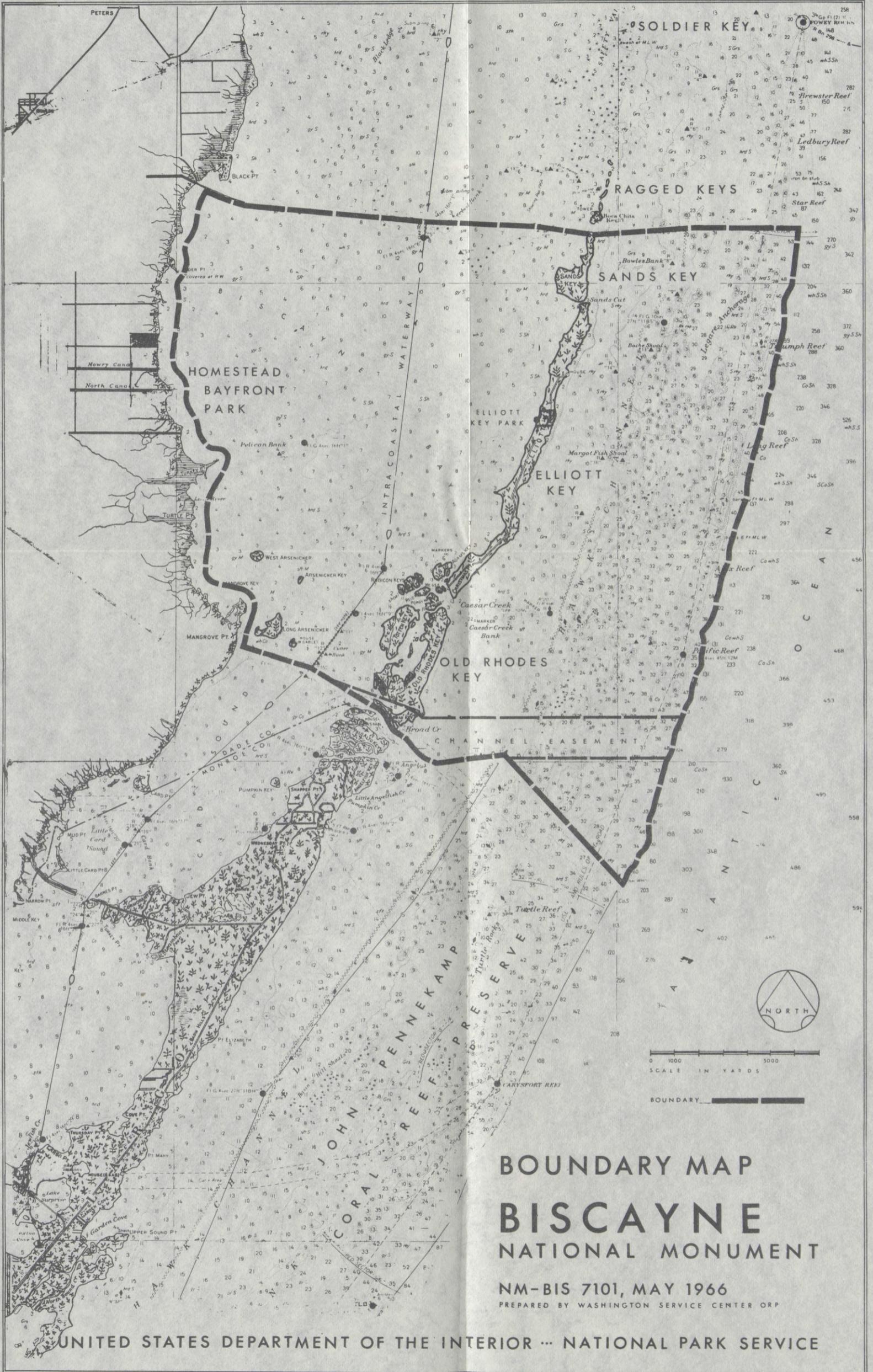
TOM ADAMS,
Secretary of State.

Attest:

ROBERT C. PARKER,
Director-Secretary.

[SEAL]

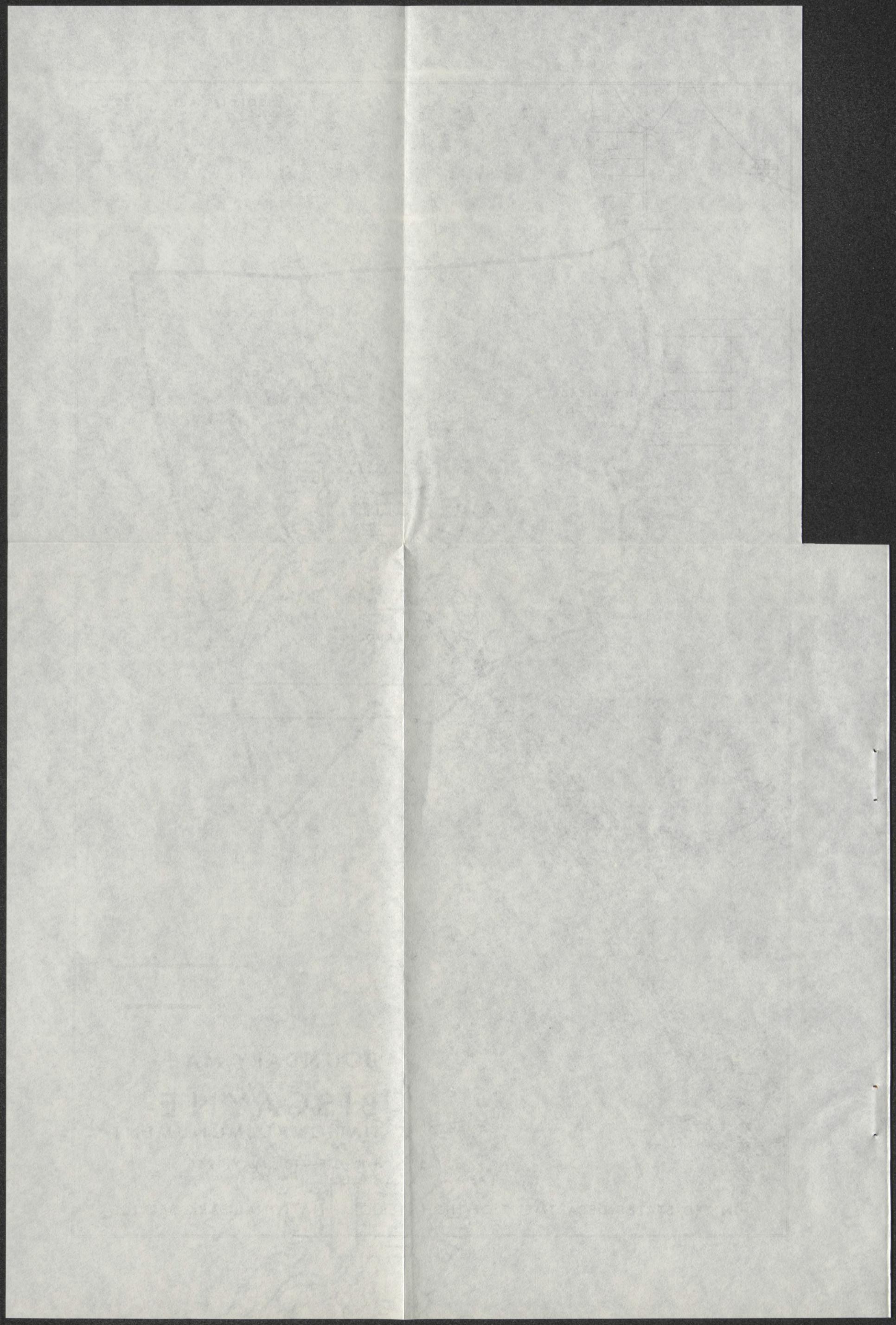
Trustees of the Internal Improvement Fund.



BOUNDARY MAP
BISCAYNE
NATIONAL MONUMENT

NM-BIS 7101, MAY 1966
 PREPARED BY WASHINGTON SERVICE CENTER ORP

UNITED STATES DEPARTMENT OF THE INTERIOR ... NATIONAL PARK SERVICE



Mr. BLACK. Within the monument proper, we have proposed to develop a primary visitor contact point on Old Rhodes Key, consisting of an interpretive center, docking facilities, launching facilities, and nature trails. National Park Service interpretive watercraft would depart from this point for cruises into the tidal passes and to areas of the patch and barrier reef where additional viewing and interpretive devices would be available. More modest interpretive facilities would also be available on Elliott and Sands Keys. At Elliott Key, developments would be provided for active recreation activities to include swimming, bicycling, and primitive camping.

Currently, there are proposals for industry, real estate development, and a causeway-bridge access for this area, posing an immediate threat to these ecological and public-use values. It is to my mind remarkable that this area has thus far escaped the change which has characterized most of our country's shoreline. Key Biscayne, lying a very few miles north near Miami, has undergone full development in the last two decades. Without an accurate crystal ball, it is impossible to state with authority what will take place within the proposed area if it is not protected as a national monument. However, by analyzing trends in nearby areas, one can state with some degree of authority what might take place: destruction of the unique natural value by urbanization and incompatible industrialization.

Private ownership of shoreland would largely prevent public access to waters; industrial development along the shores could create water and air pollution problems; residential development could expand southward from the Miami area; channel dredging, and associated fillings operations and filling in of the shallow mangrove fringe, could destroy bay life as we now know it; continuous collecting or harvesting of nonrenewable, or slowly renewable resources—for example, sponges and coral—could remove them from the Florida scene; and by the year 2000, the Miami megalopolis may have established another Miami Beach upon these last remaining vestiges of tropic hammock vegetation on the Florida Keys. The last four photographs in the album illustrate, I think, what could happen.

We anticipate that the necessary acquisition of the 3,750 acres of land and 385 acres of submerged land will cost approximately \$25 million. With the recently passed authorization to augment the land and water conservation fund, the Department intends to program all of the land acquisitions within the first 5 years after enactment. We estimate the total costs of development to be about \$2,900,000. Annual operating costs are expected to be about \$461,000 by the fifth year following establishment of the monument.

That concludes my formal testimony, Mr. Chairman. We will try to respond to the committee's question.

Senator Moss. Is there a comparable bill in the House on this?

Mr. BLACK. Yes, sir; H.R. 551, which has been reported out by the House committee.

Senator Moss. It has been reported but has not yet been acted on by the House?

Mr. BLACK. I understand that action on the Consent Calendar is expected Monday.

Senator Moss. I see.

The principal land involved in this legislation is Elliott Key?

Mr. BLACK. I am going to ask Mr. Steenhagen, our park planner, to step to the maps which we have put before the committee and point out the geography of this area.

Senator MOSS. Your name is what?

Mr. STEENHAGEN. Robert Steenhagen.

Senator MOSS. Thank you.

Would you orient me a little? I wondered where the Key Biscayne was. Is it off that map?

Mr. STEENHAGEN. Key Biscayne is in the area south of Miami. There is an expanse of water between Key Biscayne and the proposed park.

Senator MOSS. I see.

But the principal land in this proposal is Elliott Key, is that right?

Mr. STEENHAGEN. Elliott Key is the longest and largest key of the group that are included within the proposal.

Senator MOSS. But the bill then describes an area that includes all of that water shown within the dotted line in addition to the land area; is that right?

Mr. STEENHAGEN. That is correct.

Senator MOSS. What is the ownership now of Elliott Key? Is it in several people or largely in one?

Mr. STEENHAGEN. Several ownerships.

Senator MOSS. The acquisition would be at a cost of approximately \$25 million?

Mr. STEENHAGEN. Yes, sir.

Senator MOSS. Do you have any sort of options or anything that would stabilize it at that figure or around that figure?

Mr. STEENHAGEN. Not to my knowledge, sir.

Senator MOSS. We always are cognizant here of how land values go up once you begin to talk seriously about acquiring property for a recreation area, and I ask the question for that reason.

What is immediately to the south there? Is that Key Largo?

Mr. STEENHAGEN. Yes, sir; this is the north end of Key Largo. Further down U.S. 1 comes onto it and continues on down to Key West.

Senator MOSS. Key Largo is really just off the end of the Everglades; is that right?

Mr. STEENHAGEN. That is right.

Actually, we do have a ranger station at Key Largo that controls the bay area part of Everglades Park.

Mr. BLACK. The \$25 million figure, Mr. Chairman, results from appraisals by the Corps of Engineers, and does include some contingency for increase in acquisition cost.

Senator MOSS. What is your estimate on visitation of this area if it becomes a national monument?

Mr. BLACK. We have a schedule of visitation. If you will give me just one moment, I can give you the figures. Three quarters of a million visitors per year, Mr. Chairman, is the current estimate in the study that is now underway. We expect 387,000 in 1970, and predict the figures will go up to 633,600 by 1977.

Senator Moss. Is it your judgment that this should more properly be a national monument than to characterize it as a recreation area or one of the other designations?

Mr. BLACK. Well, recreation is stated as an equal purpose in this legislation, as I understand it, and recreation would be very important. I feel that the primary value of this area, however, is its very unique scientific and ecological makeup which probably suits it better for a classification as national monument than national recreation area. Recreation, as I have indicated, will be an important facet of this development.

Senator Moss. There would be water skiing, scuba diving, and so on, which would not be inconsistent with preserving it as a monument?

Mr. BLACK. No; we don't feel that it would be inconsistent at all, at least within certain areas of the proposed monument.

Senator Moss. This is, of course, offshore, and normally is open to fishing by any person, since it is in the ocean. Would you have any problem in closing some of the area you talked about or restricting the taking of some of the species of fish? What is your legal problem going to be?

Mr. BLACK. Well, I think that the legislation provides for regulation. It makes provision for control of fishing activities by the Interior Department, and we might have to close certain areas or close fishing to certain species. I don't know that the details for that have been worked out firmly. It is section 4 of the bill, Mr. Chairman, which sets forth what our operation would be with respect to the fishing. The State would retain in the State waters their right, their fishing regulations, except to the extent that we might have to close fishing.

Senator Moss. Does the Senator from Colorado have any questions?

Senator ALLOTT. I happened to fly over this area a couple of days ago and I didn't realize that we were going to be here discussing it this morning; but I did take a pretty good look at it.

Is there a housing development on Elliott Island?

Mr. BLACK. I will have to refer to Mr. Steenhagen.

Senator ALLOTT. What is the situation with respect to established homes or groups of homes or towns?

Mr. BLACK. It is very small, as I understand it; 12 or 15 dwellings on that area. There is very little in the way of residential development at the moment. We feel that this is an opportune time to bring this under national park management, because it minimizes the acquisition costs.

Senator ALLOTT. What is the total amount of improvement upon the land proposed to be taken?

Mr. STEENHAGEN. Marginal homes occupy a number of sites along the keys. There is a road the full length of Elliott Key.

Senator ALLOTT. Did you say marginal homes?

Mr. STEENHAGEN. I would consider them marginal homes. Most of them are weekend dwellings and that type of thing, subject to storm damage.

Senator ALLOTT. The land is not valuable for agriculture?

Mr. STEENHAGEN. No; not particularly. It was farmed some years ago but I think it gave out for lack of productivity.

Senator ALLOTT. Is it valuable for grazing?

Mr. STEENHAGEN. No, sir.

Senator ALLOTT. I see we have our good friend, Senator Holland, and I am going to ask him some questions about it.

I am concerned about the same thing that Senator Moss is; and we always remember the very disastrous situation that we got into in two instances—first with Point Reyes, and then we got into the same situation with Padre Island, over the objections of this Senator, where we started out with \$4 million acquisition costs and the Government is taking the burden of \$22 million, so far, which is over five times the amount given to us as acquisition by the Interior Department. Somehow or other we have to find a way to resolve this or we are going to have to put upon the States or somebody the problem of acquiring this property and letting the Federal Government manage it and perhaps develop it. But if we have a few more Point Reyes and a few more Padre Islands, there isn't going to be any money left for future development; and I think you people realize the problem as well as we do.

Mr. BLACK. Indeed we do.

Senator ALLOTT. Nobody has come up with anything yet which offers us a tangible way out of it. When you consider an increase of five times in the cost of Padre Island it is shocking. That is all I have.

Senator MOSS. Senator from Arizona.

Senator FANNIN. Yes, Mr. Chairman.

Do we have a Bureau of the Budget report on this project? I didn't see it here.

Senator MOSS. The last paragraph of the Interior report says the Budget Bureau has advised there is no objection.

Senator FANNIN. No objection; fine, that is what I wanted to determine.

As far as roadways are concerned, what is the situation as far as crossover ways to other areas?

Mr. STEENHAGEN. This is all isolated by water.

Senator FANNIN. I haven't any further questions until the distinguished Senator from Florida gives his testimony.

Senator MOSS. All right. Thank you very much, gentlemen.

Mr. BLACK. Thank you, Mr. Chairman.

Senator MOSS. We will ask Senator Holland, the Senator from Florida, to be our next witness. We are happy to have you here, Senator, and we look forward to your testimony on this bill, S. 3983, of which you are the author and sponsor.

Senator HOLLAND. Thank you very much.

Senator MOSS. Congressman Fascell, would you like to be seated right there and we will get to you next?

Mr. FASCELL. Thank you, Senator.

STATEMENT OF HON. SPESSARD L. HOLLAND, A U.S. SENATOR FROM THE STATE OF FLORIDA

Senator HOLLAND. I am here first of all, Mr. Chairman, to thank the committee for the expeditious setting of this matter which you have done and which I think was most considerate of you. I appreciate it. I am sure Congressman Fascell does and I am sure Senator Smathers does.

Incidentally, I introduced, for myself and Senator Smathers, the same bill that had been introduced some time ago by Congressman Fascell, in whose district this proposed project is situated.

Before I introduced the companion measure I had received something that is most unusual under our present political situation in Florida, a unanimous resolution signed by the Governor and all members of the cabinet, consisting of the State Board of Conservation of the State of Florida, strongly supporting the Fascell bill, House bill 551, which was introduced before we introduced ours.

I would like, at this time, to file as part of the record the resolution not only adopted by unanimous State board of conservation, but signed by Governor Kirk, Attorney General Faircloth, Secretary of State Adams, Commissioner of Agriculture Conner, Superintendent of Public Instruction Christian, and Fred Dickinson, State comptroller, constituting the unanimous members of the State board of conservation, and the full statewide selected officials of the State of Florida. That resolution I won't read at this time except to state you will note in the first paragraph it specifically supports House bill 551, which is the Fascell bill.

Senator Moss. Without objection that will be placed in the record.

Senator HOLLAND. I also had received, before I introduced the joint measure by Senator Smathers and myself, a resolution of the Metro Commission speaking for organized Dade County, which is a metropolitan government. That resolution offered by Commissioner Starnes, seconded by Commissioner Matheson, was unanimously adopted by all commissioners present, including Mayor Commissioner Chuck Hall. With the absence of two commissioners noted, Thomas D. O'Malley and Arthur H. Patten, Jr. The other seven commissioners were present, signed the resolution, and approved it, and that resolution also supports this effort which is referred to therein as the Fascell resolution.

(The resolutions referred to follow:)

RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF METROPOLITAN DADE COUNTY, FLA.

Whereas, the Board of County Commissioners has since the Spring of 1963 supported the concept that the federal government conserve the Islandia area at its present state for the benefit of the public; and

Whereas, Congressman Fascell has proposed a Bill to create the Biscayne National Monument at Islandia; and

Whereas, the designation of Islandia as part of the National Park System will provide an ideal recreational area for the future, as well as preserve the natural beauty of this chain of undeveloped islands unique in the nation.

Now, Therefore, be it resolved by the Board of County Commissioners of Dade County, Florida:

Section 1. This Board endorses and supports the Bill proposed by the Honorable Dante B. Fascell, United States Congressman, to create the Biscayne National Monument.

Section 2. This Board is most appreciative of the efforts of Congressman Fascell to preserve Islandia as a recreational area for the people of Florida and of the United States.

Section 3. The Clerk is directed to deliver certified copies of this Resolution to Congressmen Fascell and Pepper, Senators Holland and Smathers, and to Secretary of the Interior Udall.

The foregoing Resolution was offered by Commissioner Earl M. Starnes, who moved its adoption. The motion was seconded by Commissioner R. Hardy Matheson, and upon being put to a vote, the vote was as follows:

Joseph A. Boyd, Jr., Alexander S. Gordon, Harold A. Greene, R. Hardy Matheson, Earl M. Starnes, Lewis B. Whitworth, Jr., and Chuck Hall, Aye; Thomas D. O'Malley and Arthur H. Patten, Jr., absent.

The Mayor thereupon declared the Resolution duly passed and adopted this 20th day of September, 1966.

DADE COUNTY, FLA.
(By Its Board of County Commissioners).
E. B. LEATHERMAN,
Clerk.
By EDWARD D. PHELAN,
Deputy Clerk.

This Resolution was prepared at the direction of Commissioner Starnes.

JOAN ODELL FRANSELLA,
Assistant County Attorney.

RESOLUTION OF THE GOVERNOR AND CABINET OF THE STATE OF FLORIDA

Whereas, the Governor and Cabinet of the State of Florida fully share the desire of their conservation-minded fellow citizens to preserve the unique and invaluable natural resources of the State for the benefit of the citizens of this State and of the United States; and

Whereas, House Resolution 551, the product of many months of consultation and study by citizens throughout the State, is now pending in Congress, to authorize the establishment of a national monument to preserve and protect the Islandia area—a rare combination of terrestrial, marine and amphibious life in a tropical setting of a great natural beauty—for the education, inspiration and enjoyment of present and future generations; and

Whereas, the Secretary of the United States Department of the Interior has expressed strong interest in the establishment of the Islandia area as a national monument in order that this unique asset of the State of Florida may be preserved permanently for the citizens of the State and nation; and

Whereas, the Secretary of the Interior has advised the Dade County Commissioners that construction of a causeway across Biscayne Bay as proposed by officials of the city of Islandia is contrary to and destructive of the concept of a national monument; and

Whereas, the Board of County Commissioners of Dade County have, by resolution, requested that the Trustees of the Internal Improvement Fund of Florida take no action that would encourage or permit the construction of a causeway as requested by the city of Islandia; and

Whereas, more than thirty (30) civic, governmental and conservationist organizations have endorsed the concept of a national monument in the Islandia area; and

Whereas, the Governor and Cabinet of the State of Florida are aware of the area's highly significant water-related study and recreational opportunities of the type which the majority of new residents and visitors have repeatedly described as being Florida's strongest attractions for them;

Now, Therefore, be it resolved by the Governor and Cabinet of the State of Florida:

1. That the Governor and Cabinet reaffirm their interest in and support for the establishment of the Islandia area as a national monument as proposed in House Resolution 551;

2. That the Governor and Cabinet of the State of Florida respectfully request that the Congress of the United States expedite consideration of House Resolution 551 so that the preservation of this unique area in its pristine state may be assured by establishment of Biscayne National Monument.

In Witness Whereof, we place our hands and seals this 13th day of June, 1967.

CLAUDE R. KIRK, Jr.,
Governor.

EARL FAIRCLOTH,
Attorney General.

TOM ADAMS,
Secretary of State.

DOYLE CONNER,
Commissioner of Agriculture.

FLOYD T. CHRISTIAN,
Superintendent of Public Instruction.

FRED O. DICKINSON,
Comptroller.

Senator HOLLAND. I received many communications from such organizations as the Audubon Society and other conservation groups in the area, but I would like to mention one national group from which I received strong support for this proposal, and that is the Sierra Club. They did not send me a resolution but I do have their letter, which I answered in the affirmative that I was supporting it and I ask that the letter be filed as part of the record.

Senator Moss. Without objection that will be done.
(The letter referred to follows:)

SIERRA CLUB,
SANTA BARBARA, CALIF., August 4, 1967.

HON. SPESSARD L. HOLLAND,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HOLLAND: The Sierra Club endorses the Islandia-Biscayne National Monument concept and would appreciate knowing whether you intend to introduce or support monument legislation.

We notice that the Governor of Florida and his cabinet have memorialized Congress to establish the monument. With this bi-partisan approval and the backing of the Department of the Interior and conservation groups across the nation, the monument hopefully can become a reality this session.

Thank you for a statement of your position and your advice on ways we can assist in dedicating the reserve.

Cordially yours,

FREDERICK EISSLER, *Director.*

Senator HOLLAND. Now, Mr. Chairman, the real question here is whether there shall be any public seashore reserved in the area of Metropolitan Miami. Most of the seashore which exists there is at present either on Miami Beach—and I think everyone of this committee has been there and knows how fully developed it is, and I think you all know that the amount of public seashore available there is minuscule—or on the few islands which lie between Miami Beach and this proposed national monument. There is some public beach on Key Biscayne and I am sure most of you have been there and know that it is not very large.

Metropolitan Miami, which is Dade County, now has a population of a million and a quarter or better. The winter visitation, and now the summer visitation because many people of modest means prefer to be there in the summer, is so large that I would not attempt to state it in terms of exact figures, but it goes to a good many million each year.

The real question is: Shall we have a reservation of public seashore in that area? That is the question to which our legislation, that of Congressman Fascell which he has followed so faithfully and which I approve strongly his efforts, and the similar bill in the same words introduced more recently by Senator Smathers and myself.

Before I get into any further detail or before questions are asked, I want to say that, after I had learned that this committee could hear this matter this morning, I asked that the committee simply allow the affirmative showing by the Department, as I understand, which strongly supports the measure, by Congressman Fascell, and by any other witnesses who needed to be heard in support of the resolution. I also asked, however, that a clear opportunity be given to the dissident witnesses—and there will be some—who wish to appear. I asked that the committee arrange to hear the dissident witnesses not later than in the latter part of next week, if that be possible. I want

to say that from my own knowledge of the situation, and I have talked to dissident witnesses as well as those who are in support of this effort, I think that the hearing can be made a rather concise one by inviting the dissidents to appear in groups that would naturally be affected, and I think that there are at least three such groups, with a spokesman for each group and as many statements made in writing as might be needed to clearly show the position of each group.

One such group would, of course, be the property owners. The second such group would be the opponents from the Miami area, and there are some; and another such group would be the Homestead opponents, who come from the south end of Dade County.

I know of no other groups. If there are other groups, I think they should be heard. But I would suggest that, if you can find a half day in the latter part of next week, or let's say 2 or 3 hours, that that opportunity be given.

May I say from my familiarity with the situation, and I think I try to hear all people on any important project, and this is important, that the minority groups who are dissenting are a very clear minority in the Miami area, as shown, I think, by the fact that the Metro Commission has acted so unanimously, all seven of those present having supported this project. I do not know what the position of the two who were absent may be. It is also shown by the attitude of the State authorities, who would be very reluctant—they are all elected statewide—to take the position which they have in full support of this project if they did not regard it as by all means a strong majority request from the people affected and from the area affected.

I should say, before I present my very helpful colleague, Congressman Fascell, that I do not claim to have the close intimate knowledge of this situation possessed by Congressman Fascell. I simply wanted to appear to state my unqualified support of this position, in which my junior colleague joins me, and our strong feeling that we represent the vast majority of the people in the area, and the people in the State. Having said that, I will be glad to yield, before I present Congressman Fascell, if there are questions.

Senator Moss. I want to commend you, Senator, for your concern that we hear dissident members, and the committee is anxious to do that. We have tentatively set aside next Thursday, which is a week from today, to hear any who want to appear in opposition to the bill. Indeed, if there is any other followup information that we need to get we can also put it into the record next Thursday. We are happy to accept your suggestion, and recognize that today we are hearing really the pro witnesses who are in favor of the legislation but that there will be some who will come in and have another point of view. They are entitled to be heard and the committee always wants to consider all sides on these matters.

Senator HOLLAND. I know that the committee feels that way, and I know that we are all very much pressed for time. I want to simply make it clear that, in asking for the setting of this hearing today—which you graciously set at a time when you were hearing some other matters, as I understand it—I knew it would be an affirmative showing, so I also asked for the setting of the date for the hearing of dissidents. I appreciate the fact that you have done that. They are entitled to

be heard; they are fine people. I think they are very decidedly in the minority in the very fine area that is affected.

I myself strongly feel if we don't make some reservation of some seashore in that area we are soon going to find this area built up about like Miami Beach is now. While it is farther away and more difficult to reach, the same pumping process, the same filling-in process, and the same building upon coral rock which underlies all that foundation, and I am sure you all realize that none of the big buildings on Miami Beach are built on native sand at all, will continue. And I think it is a reasonable request to save something that resembles nature, and that is available to the whole public, within this vast area which is visited by so many people.

While I will be glad to answer any questions that I can, I shall not be able to contribute much on the question of value. I think it is undoubtedly true that these lands, while undeveloped now in large part, are valuable. I wouldn't seek to convey any different impression, because they are. As to what their value is, I am unqualified to speak. They are going to be worth less now than they will be in the future. I recall that the Congress has recently passed an act going a good deal further than I felt we should go at one time, to make available rather large sums for just such projects as this. And I know of no other project in our State which comes so near to measuring up to the objective of Congress in trying to save some virgin seashore as does this.

Senator Moss. Thank you, Senator.

We would like to hear from Congressman Fascell.

Senator HOLLAND. Well, I am glad to present him and to commend him for the way he has helped this project, and gone ahead with it. I didn't mean it idly when I said that some 3 years ago—or 2 years ago, whenever it was—when I satisfied myself about the attitude of the public units that were involved, I told him that I was with him and I backed him and that is exactly what I am doing. That is exactly what my colleague is doing. We think he has a good project and we would appreciate your hearing him at this time.

Senator Moss. We will be glad to hear from you, Congressman.

Will you tell us right to begin with where your companion measure is now on the House side?

**STATEMENT OF HON. DANTE B. FASCELL, A U.S. REPRESENTATIVE
FROM THE 12TH CONGRESSIONAL DISTRICT OF FLORIDA**

Mr. FASCELL. Yes, sir, Senator.

It is on the Suspension Calendar Monday. It came out of the House committee with one dissenting vote and has strong bipartisan support. We hope it will continue to have that.

Senator Moss. Thank you; you may proceed and tell us about this proposed monument.

Senator ALLOTT. Congressman, would you mind my asking you a couple of questions? I don't want to interrupt your statement, but I do have to go on to another meeting.

Mr. FASCELL. Certainly, Senator.

Senator ALLOTT. In the report of the Department of Interior on the second page it says:

The bill would provide the waters within the monument boundary be open to fishing in accordance with state laws. The Secretary, however, may, after consultation with state officials, regulate fishing in the interest of sound conservation or in order to achieve the purposes for which the monument is established.

In more recent legislation that we have had before us here, we have generally left the control of the fishing and hunting in the hands of the States subject to certain overall limitations. Is this particular section of the bill satisfactory to the State of Florida and will it still be left under State control or is the Federal Government going to control the fishing there?

Mr. FASCELL. Senator, there is no objection which has been raised to that, first of all, and, secondly, we believe that the State and Federal Government wouldn't have any difficulty in working out whatever State regulations would be desirable from a Federal standpoint. If you want to change the emphasis as far as control is concerned, I would find it perfectly satisfactory. But the point is that no objection has been raised, because the State does not anticipate any difficulty.

Senator ALLOTT. Will it leave the State making the regulations or will it leave the Federal Government making them?

Mr. FASCELL. Well, I think it will be both, Senator, as I understand that language. The State would be consulted and would lay down the primary regulations; but I think, in the ultimate, if that ever became necessary, since it would be Federal jurisdiction, the Federal Government would have the ultimate decision.

Senator MOSS. Wouldn't all your fishing be surf fishing?

Mr. FASCELL. That is about it. There is some off-the-bottom crawfish and stone crab.

Senator MOSS. By that I mean it is all salt-water fishing, is it not?

Mr. FASCELL. Right.

Senator ALLOTT. I note one other thing, Congressman.

Senator HOLLAND. May I interject something here, Senator? I was Governor of Florida when we went through this same argument with reference to the Everglades National Park with reference to the very large area of Florida Bay, sizable areas in the Gulf of Mexico, and waters on the west coast of Florida which were included in the park. I apprehended that we were going to have some real difficulties there.

My own feeling is that, as worked out on a joint basis under which certain close-in areas have been specially protected but the rest left under the proper provisions of the general State law, it has worked out and been most acceptable to both the Park Service and to the State fish and game people, the State salt water conservation people, and the sportsmen generally. They found it possible to utilize the area in vastly greater numbers for sport-fishing purposes, and, without assuming to speak for everybody, all I can say, as one who has fished there repeatedly with others, is that we regard it as one of the great values that has come to Florida's sportsmen. They have been able, on much easier, more convenient, more acceptable basis, to avail themselves of the natural fishing in the Florida Bay off Flamingo than was possible before. The fact that this was arranged on a joint basis, as Congressman Fascell has suggested, has resulted, I think, in a great additional asset to the park and to its enjoyment in general.

Senator ALLOTT. I don't think there is any question about this. The Senator knows that I am not unacquainted with this area. You may

recall asking me to go down there, and I hope I was of assistance in settling a boundary matter we had a few years ago. But I just wanted to be sure that this would not result in a problem.

One other thing: In looking at the acreage, if my arithmetic is correct, this comes to approximately \$6,300 per acre for the land to be purchased. Do you know how recently, Congressman Fascell, the appraisal was made?

Mr. FASCELL. I think the Department's appraisal was made a couple of years ago. I am not acquainted with just when that was taken, Senator, and obviously there will be a considerable amount of disagreement on value.

I personally think that particular value is on the high side. The opponents think it is extremely low. They think the value of this land ought to be four times greater than what the appraisal shows. I think that is extremely out of line. The last land sales, if you take those as a criterion, come nowhere near the figure you have quoted, if it is a criterion, and I am not saying it is a correct appraisal criterion.

Senator ALLOTT. Well, we will get to that. You heard what both the chairman and I said about this?

Mr. FASCELL. Yes, sir.

Senator ALLOTT. And I thank you for answering my questions.

Mr. FASCELL. I share your concern, Senator.

Senator ALLOTT. I didn't want to interrupt your discourse but I am in a position where I do have to leave.

Mr. FASCELL. Senator, I do appreciate your asking the questions and I share your concern, believe me. I really think that we and you gentlemen deserve a great deal of credit in the establishment of the land and water conservation fund. We must provide for the priorities of acquisition, that is obvious. Equally as important is the necessity as rapidly as possible to close the gap between authorization and acquisition. A wide gap of years is not fair to the property owners nor to the Government. I definitely agree with you.

Senator ALLOTT. That is all I have. Thank you very much.

Senator MOSS. Will you proceed then, Congressman Fascell?

Mr. FASCELL. Yes, sir.

Mr. Chairman, let me express my deep thanks to my distinguished senior Senator from Florida, who certainly has been a stalwart in the Senate and for the State of Florida, and certainly has been in my behalf, and I am deeply grateful to him. He is a man of his word and without his strong help and support I would not be able to get anything done in the Congress of the United States and especially with particular reference to this legislation.

I thank you also for taking the time to hear this matter at this busy time. Like every other one of these projects, there comes a time when it is the time for that project; no other time will do and it can't be some other time, and that is the urgency of this project.

I will discuss that in a little bit more detail, Mr. Chairman, but the factors which go to make this property valuable for the owners are the same factors which make it valuable for the public domain; and the same factors which light up the eyes of the owners are the same factors which make the time ripe now, to establish this area in the public domain. If this is not done now, it will be gone; it will be

used for some other purposes, because the pressure of urbanization is so great.

This is a classic example, if I ever saw one, of the constant struggle that we have in this country on the question of conservation and urbanization. This area is unique in many respects. We can't wait to acquire it. If it were a natural area in a mountain region that didn't have the pressure of population you could wait some time; you could strike some options and maybe have some alternatives.

But fortunately or unfortunately, depending on your position in this matter, this is not one of those areas. It is an area which is isolated; but isolated so close to one of the most dynamic, growing, phenomenal areas in the whole world that the pressures on the land use are just unbelievable.

The question is: Will this unusual, practically uninhabited area be preserved in the public domain for the whole country, or will it succumb to the pressures for urbanization?

This area is unique because of its geographic location. On the mainland, we have about a million people; we will have 2 million in a few short years. Yet these islands, some 30 of them, just a few miles off the coast and south of the great town of Miami, are practically uninhabited and undeveloped. There are a few buildings there, but no major improvements of any kind. One road, unpaved—an old trail which has recently been bulldozed. It is a dirt road. But that also adds to the urgency of the problem, because the pressure of development is there; the property owners want to use their property. Quite understandably, most of them, but not all, would like to block this legislation. That is one way to do it: develop the property and make it impossible for the Government to establish a park.

This is an unusual area by virtue of its composition. I doubt that there is another area like it anywhere in the United States. There is the unusual flora and fauna, which I won't discuss. I'll leave that to the departmental people. Suffice it to say that the departmental experts studied this matter for several years before they gave their approval. The Advisory Board on National Parks has also, of course, approved the proposal, as have all the conservation groups.

In addition, we have islands, a tremendous bay to the west, the country's last living coral reef on the ocean side, and all of it unspoiled.

The experts will testify on the scientific and natural values which went into the determination of whether this area was worthy to be included in a national park system. Suffice it to say, however, that seven of the 10 criteria laid down under the Department rules, regulations, and the laws of Congress, are fully met by this area. We have another unusual opportunity here, too, because it is an area which has important natural values to be preserved in the public interest and also lends itself to public enjoyment. As you heard the testimony from the Department, one of the principal purposes of this park is recreation and enjoyment. I am of the opinion that the estimated number of visitors is probably on the low side. We have had experiences with other areas, and the estimates have been lower than actual. Our general experience around the country tells us that, in this kind of an unusual water park, we would have high public use.

The general developments plan of the Department shows ferryboat transportation from the mainland side to several different sites on the

island; reef trips that could be taken by glass-bottom boats; nature trails; picnicking; camping; and underwater swimming. The potential there for public enjoyment and recreation is very high and quite unusual.

Now I would like to discuss the question of local contributions. Already on the island site is a county park of some 90 acres with a developed marina. The county of Dade by resolution heretofore adopted is prepared to transfer it without cost to the Federal Government. There will also be some acreage available for a headquarters site on the mainland and the county has agreed to transfer that to the Federal Government without cost.

A great part of the total acreage of this park is submerged land and bay bottom. Title to that is in the State of Florida.

Senator Moss. That is between the key and the coast?

Mr. FASCELL. Yes, sir; between the mainland and the island. Some 90,000-plus acres of bay bottom and submerged land. That, by the resolution which Senator Holland submitted to the committee, the State has agreed to transfer on the adoption of this legislation to the Federal Government without cost.

What is the worth of this contribution? First there are the ecological values, which are fantastic, upon which a whole system of fisheries depends. There are about 4,000 acres of highland. If the property owners got their riparian rights from the State and authority to fill the submerged lands they could double the value of their property by pumping in another 4,000 acres. So the value of submerged land is not significant. The local contribution, State and county, in actual land value, ecological value, and scientific value, is a very substantial financial contribution to this park.

So, let me just say in conclusion, Senator, that this is an urgent matter. That is why we deeply appreciate your taking the time to hear us. Support for this project is bipartisan. The Governor, of course, is Republican; the cabinet is Democratic, but we have had this kind of bipartisan support all through this project and we want to keep it that way because that is the way it ought to be. We have the county support which Senator Holland has told you about. This has not been just one time, but innumerable times over the years, by which the county by resolution has continued to support this project. It is also supported by the city of Miami, and other municipalities. It is not unanimous by any means. Some municipalities in the area—the city of Homestead, Coral Gables, and West Miami—are against it. But the majority are for it. The National Conservation Organizations, Audubon, Izaak Walton League, Sierra Club, are all for it. We have tremendous support among conservation and other groups, because this project has arrived at the right time for consideration.

If we go into another year on this project my opinion is, and this is strictly my opinion, that the pressures of development will be so great that it will become economically feasible to do the things that the property owners have been trying to do for years and have been unable to finance—for example, build a causeway, or bridges to the islands. When that happens the whole area will be developed immediately and it won't be for retirement homes.

Let me touch on one other point because it is going to be raised. Most of the high land, some of the submerged land, and water within

the park boundary, is within the limits of an incorporated town chartered by Dade County under a home rule measure. That town is called Islandia. The mayor will appear in opposition and, of course, he is able to speak for himself and does it with great gusto and great enthusiasm, so I will not presume to make his case. I just want to touch upon some points that will be raised so that we can keep them in perspective and then furnish whatever additional information the committee may desire after it has heard those points.

One of them is land values. I can't settle that question. This will be in dispute for some time and we will have to leave that to the experts, as I see it.

The other is the question of what is actually there in the way of municipal improvements. As far as I know, this map which I have received from Dade County reflects the only municipal improvement, which is a dirt road bulldozed the length of Elliott Key, which is the large key on this map.

Senator Moss. Will you identify that map by a number, a name, so that the record will identify it?

Mr. FASCELL. Yes, sir; I can do that.

Senator Moss. If not, just take your pen and we will mark it as an exhibit.

Mr. FASCELL. Right.

This is information obtained from the record of the Dade County tax assessor on July 11, 1968, and I will mark this, Mr. Chairman, as exhibit No. 1 for the committee files.

Senator Moss. Thank you; it will be in the committee files.

Mr. FASCELL. This red line indicates where the road is now. The road is in city ownership, based on easements from the property owners.

Senator FANNIN. What development is there so far as commercial enterprise is concerned?

Mr. FASCELL. None that I know of.

Senator FANNIN. Stores?

Mr. FASCELL. No, sir; no stores.

Senator FANNIN. Service stations?

Mr. FASCELL. No, sir, no filling stations. There is a yacht club, and I don't know what the extent of that is. I am under the impression that there is an old condemned building at one end of the island. I am not sure. I have not visited that particular project but this is called the Islandia Yacht Club. It is there and that is a facility which they make available to boaters and others who come there.

Mr. Chairman, there are no municipal facilities on these islands, although they are all within the boundaries of the town of Islandia. There are no municipal buildings there.

If you will note on the map there is another little parcel there sketched in red. This goes to the question of what does the city of Islandia own, because the city does not intend to convey anything to the Federal Government without cost.

This little triangular piece in red is submerged land which was deeded by the State of Florida to the city for municipal purposes under certain conditions, which, as far as I can tell, have not been fulfilled, and the term for the deed has expired. Here is a copy of the deed which I would like to mark as exhibit 2 and submit it for the committee files; at issue is ownership, of 190 acres more or less of al-

leged municipal ownership. I am saying the city does not own this property. It came from the State of Florida, with a reverter if certain conditions were not fulfilled within a certain time. The time has expired and the conditions have not been fulfilled.

Senator MOSS. It will be received for the files.

Senator FANNIN. Congressman Fascell, will you indicate where the city is located and if it is contiguous to the property?

Mr. FASCELL. Sir, there is no municipal site. But the city encompasses these islands.

Senator MOSS. No city hall any place?

Mr. FASCELL. No, sir; they have an office on the mainland.

Senator FANNIN. There is a mayor.

Mr. FASCELL. Yes, sir.

Senator FANNIN. Has he an office in his home or what?

Mr. FASCELL. No, he lives on the mainland but he does have a home here that his family has used and owned for a long time, and his testimony will speak for itself. But I would simply say that on the House side he repeated that he got there as often as he could. But I mean it is not a city in the normal sense that you recognize it. It is a city in that it is a legal entity.

Senator FANNIN. It is incorporated?

Mr. FASCELL. Yes, sir; definitely incorporated. They have the right to raise taxes. They just spent their entire budget to fight this bill.

Senator MOSS. How many people in the city?

Mr. FASCELL. Sir?

Senator MOSS. How many are there in the city?

Mr. FASCELL. That is under question right now, Senator. A lawsuit is pending and I am not really prepared to say. The court is going to have to decide, but the question arose as to how many registered voters there are in this municipality. That question is in the court and there are somewhere between 4 and 16.

Senator FANNIN. Is there a property owners association?

Mr. FASCELL. Yes, sir; there is a property owners association, as I understand it, a chamber of commerce, a women's group, and several others.

Senator FANNIN. Is the mayor chairman or president of the association?

Mr. FASCELL. That I can't answer, Senator. I really don't know. I know this: he is a longtime resident of the area, has been extremely interested in this property. He and his father before him both owned property on Elliott Key going back as long as I have been there, more than 30 years, looking forward to the day when it would develop at some time into an extremely valuable piece of property.

Senator FANNIN. Could you tell us, Congressman Fascell, how many property owners are involved? You say you don't know how many people?

Mr. FASCELL. Sir, I think there are over 400 ownerships; I don't have the exact number. We will submit the exact number for the record.

Senator MOSS. That will be submitted for the record.

(The information requested is as follows:)

There are 335 separate ownerships within the boundaries of the proposed Biscayne National Monument.

Mr. FASCELL. The reason I do this is because we have been through this before. I know the issues that will be raised and the questions that will have to be asked by the committee, so I have not tried to anticipate nor to defend. I have just simply been throwing up the issues as I see them: the question of value, the question of municipal ownership, the question of the existence of a municipality, and the question of municipal indebtedness. Whatever the indebtedness is, frankly, I don't know. The city doesn't have a bonded indebtedness. Under the charter if the city is dissolved, and this legislation does not presume to dissolve the city as a legal entity—also there are other lands which would still be within the municipal limits—but under the charter and laws of our State I am of the opinion that the chartering entity, being Dade County, would be responsible for whatever debt would be remaining on dissolution if it was dissolved by some legal effort, which this bill does not do, of course.

Senator Moss. The mayor, I understand, lives on the mainland, but gets over to Elliott Key as often as he can?

Mr. FASCELL. Yes, sir. I get there as frequently as I can, too, Senator. It is a lovely place and great fishing grounds. I don't get much opportunity but I will tell you it is a great area; it has beautiful clear water. It has tremendous ecological values, natural and historical values, and the recreation potential is great.

Nobody likes to go through these kinds of fights, least of all at this time—or any time, for that matter—but the choice is very clear, in my judgment. In an area around Miami where you have this potential, it is either conservation or urbanization, the question of what is the best land use for the majority of the people.

I made that choice. I believe it is the right choice, and I urge favorable consideration of this committee because, in my opinion, the time is right now. If we let things go 6 months or a year, who knows what will happen?

I want to thank you, Mr. Chairman.

Senator Moss. Thank you, Congressman.

The album of photographs here is very persuasive and beautiful and your description of the area is upheld by the pictures that we have to illustrate it. I think you have phrased it very well. The constant problem we have in this committee is how soon, and when, can we move to preserve some areas in their natural state for the people to enjoy as outdoor sites, rather than have them taken over by urbanization or put to other uses where they are gone forever, as far as recreation and scenic and scientific values are concerned.

The pictures here remind me somewhat of the islands in the Virgin Islands, where we have a natural park.

Mr. FASCELL. Senator, some of these pictures are from the Virgin Islands. They are illustrative of the kind of area we have. I don't know which ones they are. There is no claim that these pictures represent every facet of this area.

Senator Moss. I am well acquainted with the park on the Virgin Islands, having been down there.

Mr. FASCELL. Right; that is the reason we used the pictures in this album.

Senator Moss. Do you have any further questions of the Congressman or the Senator?

Senator FANNIN. Senator Holland and Congressman Fascell, you both have made a very convincing presentation. It is certainly an impressive one, and I want to commend you for your fairness in asking that others appear who oppose this legislation. I don't have anything further, or any further questions. I just commend you for your testimony.

Senator HOLLAND. Thank you, Mr. Chairman, and Senators. I do appreciate your early setting of this hearing, and I suggest again, if I may, that you may fully hear the dissidents by suggesting in any way you see fit that for each group there be a spokesman and that other statements be filed in support of the spokesman's statement. There will be at least three groups. There may be others who don't occur to me. I don't want us to cut off anybody. I am sure you don't want to cut off anybody; but in the very nature of things there are more than three people who are affected by this situation and I simply make that suggestion because I think it is a practical one from the standpoint of both the dissidents and the committee.

Senator MOSS. Thank you, Senator.

We will endeavor to do that. We will hear the dissidents one week from today, next Thursday.

Mr. FASCELL. Thank you, Mr. Chairman. I appreciate that very much.

Let me just say that any information or material which we can furnish the committee we stand ready to do so, of course. I have been requested to ask if the record would be open for statements to be submitted by various proponents. Obviously we have many who have not come and would like to indicate their support of this measure.

Senator MOSS. Well, that may be, within reason.

We will be glad to have additional statements in the record for those who are for it. As to the resolution that has been adopted by the Governor and cabinet, is this where reference is made to the fact that the State would donate the land in between?

Mr. FASCELL. Yes, sir.

Senator MOSS. The key and the mainland?

Mr. FASCELL. Yes, sir; that language is incorporated in that resolution and that offer from the State says it expires within a year.

Senator MOSS. I see.

Senator HOLLAND. May I add one thing here, Mr. Chairman, and that is, I know a good bit about the value of underwater lands because the State board which controls those lands and their sale for development purposes is headed by the Governor and I once had the responsibility of sitting as chairman of that board for 4 years. In my opinion, the value of the underwater lands vastly exceeds the value of the lands that are above water, because when you get to developing, throw out bulkheads and take fills up from out in the bay or out in the ocean, as the case may be, you create values that are so great not only around the islands but on the mainland side of this project, that I must say I think the values involved in the submerged lands over there largely exceed the values of the exposed but thin areas of land.

Senator MOSS. Thank you very much. We do appreciate your coming.

(Following the hearing, additional information was submitted by Congressman Fascell as follows:)

METROPOLITAN DADE COUNTY,
OFFICE OF COUNTY MANAGER,
Miami, Fla., September 23, 1968.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
Old Senate Building,
Washington, D.C.

DEAR SENATOR JACKSON: At the request of Dade County Commissioner R. Hardy Matheson, I am pleased to forward a history of the recent appraisal of properties located within the boundaries of the proposed Biscayne National Monument.

The net tax assessed value of all property within the City of Islandia for 1966 was \$2,430,460.

It was reappraised and reassessed in 1967 at \$9,038,030; and in 1968 at \$8,351,290.

The assessed valuation was lower in 1968 than in 1967 because of reductions extended to some owners for road right-of-way and minor corrections of land areas based upon newer surveys.

The 1968 assessment, \$8,351,290, includes all of the area within the so-called Islandia City limits. The area of the proposed Biscayne National Monument does not include Swan and Gold Keys on the south. These have an assessed value of \$124,050. The area of the proposed Biscayne National Monument also does not include the Ragged Keys No. 1 through No. 6, No. 6 being Boca Chica on the north end of the proposed monument. The assessed value of these keys is \$368,070. Since these areas are within the so-called Islandia City limits the \$368,070 and the \$124,050 must be deducted from the \$8,351,290. This means that the 1968 assessed value of these lands within the proposed Biscayne National Monument is \$7,859,170 exclusive of State and County owned lands.

J. N. Lummus, Jr., A.S.A., completed an independent appraisal, submitted in September, 1967, wherein he stated that "the total value ascribed to the property on a wholesale basis was \$9,600,000, plus a few small improvements which were not included in our estimate of value" . . . "It is this appraiser's opinion that as of this date the market value of these properties would not exceed a valuation range from \$15,000,000 to \$17,000,000." It is important here to note that this appraisal included the Ragged Keys No. 1 through No. 6 on the north end and Swan and Gold Keys on the south which are not included within the boundaries of the proposed Biscayne National Monument.

I appreciate the opportunity of providing you with this information.

Sincerely,

P. W. HOMER, *County Manager.*

BOARD OF COUNTY COMMISSIONERS,
DADE COUNTY, FLA.,
Miami, Fla., September 23, 1968.

HON. DANTE FASCELL,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN: I enclose herewith copies of "skins" which I have obtained from the Dade County Tax Assessor's Office. Although these papers are difficult to understand, they do reflect recent sales prices taken from the documentary stamps on recorded deeds and they also reflect the acreage involved. I have circled each one of these skins with a number in red pencil and make reference to them as follows:

- (1) Sale May 15, 1968, 13.81 acres at an average of \$3,620.50 per acre.
- (2) August 2, 1968, 15.12 acres at an average of \$4,960.00 per acre.
- (3) August 30, 1968, 3.7 acres at an average of \$5,125.00 per acre.
- (4) March 20, 1968, 3.65 acres at an average of \$6,027.39 per acre.
- (5) May 15, 1968, 14.05 acres at an average of \$2,241.99 per acre.
- (6) September 1, 1967, 19.59 acres at an average of \$1,929.56 per acre.
- (7) July 21, 1967, 66.91 acres at an average of \$3,497.24 per acre.
- (8) March 20, 1968, 60.9 acres at an average of \$5,747.12 per acre.

Trusting this information will be of assistance to you, I am

Sincerely,

R. HARDY MATHESON, *County Commissioner.*

(The "skins" referred to are in the files of the committee.)

R. HARDY MATHESON,
Miami, Fla., September 19, 1968.

Re Biscayne National Monument land values.

HON. DANTE B. FASCELL,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN FASCELL: While speaking in opposition to H.R. 551 (Biscayne National Monument, Fla.), Representative Kyl made the following statement:

"In 1959 the Internal Revenue Service valued one parcel of land which lies within the area to be acquired at \$27,350 per acre. That is a matter of record." (Congressional Record September 16, 1968, p. H8681).

In a written presentation to the Senate Committee on Interior and Insular Affairs on September 18, 1968, pertaining to Senate Bill 3983 (Biscayne National Monument) W. E. Greene, Jr., President, Islandia Chamber of Commerce, made the following statement:

"For example, prior to the threat of condemnation of Islandia as a National Monument, the Internal Revenue Service established a price of \$27,350.00 per acre, in 1959. This was done in the establishment of the estate of A. D. H. Fossey, and the Internal Revenue Service, under date of November 23, 1959, compelled a valuation of \$10,000 current market value for .37% of one (1) acre, which equates to approximately \$27,350.00 per acre." (Page 5 of Presentation of W. E. Greene, Jr.)

Based upon the above two counts, Representative Kyl and Mr. Greene would have one believe that the Internal Revenue Service determined that all of the land on Elliott Key in the City of Islandia has an evaluation of \$27,350.00 per acre. Such is far from true and no such determination has been made by the Internal Revenue Service. The property referred to by Representative Kyl and Mr. Greene was, as stated by Mr. Greene, an asset of the estate of A. D. H. Fossey, deceased. I have made an examination of the file in the County Judges Court of Dade County, (Probate Case No. 49167-B) and from such examination I am able to report to you the following.

Mr. A. D. H. Fossey died Intestate on November 23, 1959, a resident of Dade County. Letters of administration were issued appointing R. A. Fossey Administrator. This is the same R. A. Fossey who is presently Mayor of the City of Islandia.

Mr. Fossey's sworn Petition for Distribution and Discharge was filed on June 19, 1961 and shows "real estate located in Dade County, Florida—\$104,000."

An examination of the Tax Assessor's records for the year 1959, the year of Mr. Fossey's death, reflects that he was the owner of 28.07 acres of land on Elliott Key. Dividing 28.07 into \$104,000 results in a figure of \$3,705. This figure, which as I stated is arrived at from the sworn Petition of the Administrator, must then reflect the *average acreage value of land in the Fossey Estate* at that time.

The above findings do not in any way suggest that Mr. Greene was incorrect in his statement that I.R.S. placed a value of \$10,000 on .37 acre, but do strongly suggest that, apparently, the .37 acre parcel was unique or perhaps was improved. However, at the risk of repeating myself, there was no question whatsoever in my mind that the Probate Courts of Dade County indicate average acreage value at that time as \$3,705.

It was a pleasure to do this legal research for you. I trust you will feel free to call upon me at any time in the future.

Respectfully,

R. HARDY MATHESON.

Senator Moss. The committee has received a statement from the Honorable Claude Pepper, Congressman from the State of Florida, supporting this legislation. Congressman Pepper was unable to appear this morning but his statement will be included in the hearing record at this point.

(The statement referred to follows:)

STATEMENT OF HON. CLAUDE PEPPER, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. Chairman and Members of the Committee: It is a privilege to have this opportunity to appear before this distinguished committee on behalf of one of the great natural wonders of my state and of our country, a subtropical paradise

which is in danger of being destroyed before very many people have seen it, or heard of it.

Before I talk about the danger, I would like to try to evoke for you some of the wonder and beauty of what it is that this committee is being asked to save for future generations.

Through the eyes of a small child, it might be seen as a school of tiny, brightly colored fish swimming through delicate branches and fans of living coral. To the conservationists of my area and to conservationists throughout the country, it is a rich, irreplaceable treasure of rare and often unique forms of plant and animal life.

The area of the proposed Biscayne Bay National Monument, which this legislation would establish, is warmed by the Gulf Stream and fanned by the Trade Wind, and in this mild climate grow flowers and plants unknown elsewhere. Animals, plants, birds and trees, unknown elsewhere or nearly extinct, thrive on these wild islets or keys.

Some of this plant life was carried here in the unknown past from the West Indies, by the same Gulf Stream that brings the lower Biscayne Bay Keys their pleasant climate. In some areas, the original forests remain and the keys have by far the best remaining examples of the splendid tropical forests which once covered our state. There are even a few of the larger mahoganies, last vestiges of the fine stands almost entirely destroyed for shipbuilding over the past two hundred years.

The Sargent Palm, a close relative of the Royal Palm, and thought to be extinct for some years, has recently been seen again on Elliott Key. This same key is the northernmost breeding place of several beautiful West Indian birds, and also the breeding place for some exceedingly rare birds much in need of protection.

Of special interest to those conservationists who view with alarm the vanishing crocodile in Florida (as distinguished from our Florida alligator) is the fact that the American crocodile, now exceedingly rare, is still present here. There are also several species of very rare sea turtles.

As can be expected, the variety and quantity of marine life in the many different habitats which surround these keys is almost endless. In the marine grasses on the bay side, shrimp, spring lobster, and many game and food fishes live and breed. Sponges are numerous in the outcroppings of limestone.

On the seaside grow pastures of turtle grass, harboring 32 different kinds of starfish and such curiosities as the sea horse and sea cucumber. Nearby are "forests" of sea fans and sponges, miniature reefs and coral heads of any number of delicate forms. These different habitats are found in miniature, and within a few feet of one another, in two feet of water. Here children can watch in perfect safety a fairyland that even has its villains—sharks and barracuda less than eight inches long!

I could go on describing the beauties of this wonderland in Miami's backyard, and its historical interest as the home of pirates, Indians and shipwrecked sailors.

But I must instead discuss with you what could be in store for this natural wonderland of vanishing species. It, too, could vanish. If this were chosen as the path of a new channel, much of the underwater paradise would certainly be destroyed. If proposed industrial ventures on the mainland are carried out without an organized plan of protection for these keys, pollution could ruin our clear blue waters of lower Biscayne Bay and kill the delicate and sensitive marine life there. Real estate development on land now owned in small lots by over 300 people could not only ruin the wild area, but also raise the price of the land prohibitively for future park purposes.

One of the beauties and values of the area, beyond its boating and swimming uses, lies in its wild condition. Commercial development of the area would ruin it for all time.

We can save this precious and unique place for people all over the land to see, and future generations to enjoy. The Department of Interior, in its difficult task of establishing priorities on the building of National Parks and Monuments, has placed Biscayne Bay high on the list. The Department experts have noted, as we who live there have, that these keys are unique and that the dangers to them are great and immediately impending. If we lose these keys, we can never build another national park of this sort or preserve another similar area. There are none.

The proposed facilities of Biscayne Bay National Monument are simple—they are designed to make accessible and preserve what is already there. A visitors'

center on the mainland would provide boat service to the keys, and facilities on the island, such as camping areas, self-guiding nature trails, beaches, and boat facilities, would give greater recreational use without spoiling the wild beauty that attracts visitors.

We of the Miami area are anxious to share this beautiful measure of ours with the countless tourists who visit us every year. We hope that this committee and the Senate will share our enthusiasm and our task and that this committee will favorably report, and the Senate enact, H.R. 551.

Senator Moss. Lloyd Tupling of the Sierra Club has sent a statement endorsing this proposal. We have also received letters from Philip A. Douglas, executive secretary, Sport Fishing Institute; servation director, of the Izaak Walton League; Melvin Finn of the Florida Nature Conservancy; Herbert Hoover, Jr., chairman of the Hoover Foundation, and a telegram from Charles and Jacqueline Edelstein of Miami, Fla., in support of this bill. They will be included in the hearing record at this point.

(The data referred to follow:)

STATEMENT OF LLOYD TUPLING, WASHINGTON REPRESENTATIVE, SIERRA CLUB

Mr. Chairman and members of the Committee. My name is Lloyd Tupling and I am Washington Representative of the Sierra Club, whose 65,000 members in 23 chapters throughout the United States constitute the nation's largest outing organization.

Principal purposes of the Sierra Club are to explore and enjoy and preserve the scenic resources of the United States and its forests, waters, wildlife and wilderness. In attainment of these objectives, the Sierra Club favors action by the Federal government to protect ecological units where unique marine-life and scenic values are involved. The proposal for establishment of Biscayne Bay National Monument has national significance as an approach to this goal. The Biscayne Bay National Monument would represent a major marine sanctuary.

The area involved in the proposed national monument would bring into the National Park System an outstanding example of a clear-water estuary that supports tropical marine life. Naturalists have pointed out a distinct difference between the biological environment of Biscayne Bay and other marine areas under Park Service jurisdiction. For instance, they have found that differences in water nutrients and in water salinity at Biscayne Bay give support to many life forms different from those in the relatively nearby Everglades. The barrier reef included in the proposed national monument has living coral unlike any within continental units of the Park System. The land and submerged land provide habitat for endangered species of wildlife such as the Great White Heron.

But it is marine life and the combination of wetlands, rocky shoals, marine grass meadows, coral reefs and limestone outcroppings which give unique qualities to this section of Biscayne Bay.

Protection of these resources is important at this particular point in time. As an ecological unit it is fragile. The keys within the proposed boundaries are affected adversely by the intrusion of man to a greater degree, we urge favorable consideration for its inclusion in the National Park System.

The Sierra Club wishes to commend members of Congress from the State of Florida who have given recognition to the nationally significant marine resources of Biscayne Bay through the introduction of implementing legislation. Prompt action on the pending legislation will give needed protection to a unique combination of land and water resources.

SPORT FISHING INSTITUTE,
Washington, D.C., September 23, 1968.

Re S. 3983 to authorize the establishment of Biscayne National Monument in the State of Florida, and for other purposes

HON. HENRY JACKSON,
Chairman, Committee on Interior and Insular Affairs, New Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Sport Fishing Institute wishes to go on record in support of the bill proposed to establish a National Monument off the Southern Coast of Florida Keys and within portions of Biscayne Bay, with certain reservations.

This area constitutes a marine estuary—within such an environment approximately 65 percent of this nation's commercial fish and shell fish and most marine sport fish species are produced which are directly dependent upon the estuarine-type habitat during all or part of their life cycles. The obliteration or substantial modification of bays and estuaries would, therefore, wreak havoc with vitally important recreational, food and esthetic resources having great national significance, and would be clearly inimical to the public interest. The Sport Fishing Institute Board of Directors at its Annual Meeting on May 18, 1967, in Louisville, Kentucky, resolved "... that adequate consideration will be given in the issuance of dredging permits in coastal bays and estuaries, to the necessary protection and perpetuation in abundance of affected fish and wildlife resources ...". It was further resolved by our Directors that the Congress be urged to develop "... the additional authorizations necessary to adequately protect fish and wildlife values, with respect to possible dredging operations in bays and estuaries, to formulate any augmented dredging review authority in such manner that will in no wise encroach upon, weaken, dilute, or otherwise abrogate any of the existing statutory authorities or responsibilities now held by the state governments with respect to management of the fish and wildlife resources to be found in the subject coastal bays and estuaries."

Mr. Chairman, this, of course, would provide a basis for our strong objection to Section 3 of S. 3983 wherein the Secretary of the Interior "... shall make available such lands and waters in said southern portions (of the national monument), not exceeding a strip 1,760 yards (one mile) wide which runs from east to west, for the construction of such channel in accordance with the plans which are mutually acceptable to the Secretary of the Interior and the Secretary of the Army, and for the operation of such channel subsequent to its construction." Dredging has proven to be most harmful to much of our aquatic life so dependent on the shallow productive zones along our coasts. If this is to be a National Monument, we see no reason why it should not be prohibited from entry by any such channelization operation as the U.S. Army Corps of Engineers might propose at the given site. In addition, Mr. Chairman, we question the extremely wide channel being requested by the Army. In view of other shipping channels, such as the Cape Cod and the Chesapeake and Delaware Canals at 150 yards, and the new Mississippi River Gulf outlet at 200 yards, a mile-wide channel right-of-way through this monument seems exceptionally extensive. Even with spoil deposition in the channel right-of-way, we cannot see why a width ten times greater than these examples noted is necessary; particularly in a proposed national monument.

In addition, Mr. Chairman, the Sport Fishing Institute has noted total disregard of fishery resources when shoreline housing developments are allowed. The shoreline dredging and bulkheading in these cases is most detrimental to the aquatic resource inhabiting such areas. This is true especially for the shrimps. It is realized, too, that this proposed National Monument is just offshore from the Dade County real estate development (Homestead Bayfront Park) that received so much comment by all conservation agencies when it was first being proposed several years ago. Now it is "after the fact." We want to see no more of this!

In addition to the damage done by dredging, there is an actual pollution threat which is both chemical and physical. I am attaching SFI Bulletin No. 127 for June, 1962, which brings out pertinent facts in the lead article entitled "Biscayne Bay Pollution Threat" that helped defeat the construction of a huge \$40 million oil refinery on the shore of Southern Florida's Biscayne Bay—chemical and physical pollution. In the upper end of Biscayne Bay there is very likely a most damaging situation developing involving thermal pollution (physical) where steam electric generating plants by the Florida Power and Light Company are being permitted to operate. The development here embodies not only the fossil-fueled but the higher heat-generating nuclear-fueled electric power stations. In a shallow zone such as is prevalent in the upper Biscayne Bay area this could be most detrimental to all aquatic life.

These are the points we wish to make and do trust your committee will consider this bill as one which could set a prime example in such valuable natural resource areas as the waters in and around Biscayne Bay where man has shown his utter disregard for this aquatic resource.

Kindly include this letter in any record of testimony favoring adoption of S. 3983. Thank you.

Sincerely,

PHILIP A. DOUGLAS,
Executive Secretary.

[From the SFI Bulletin, June 1962]

BISCAYNE BAY POLLUTION THREAT

The planned construction of a huge \$40 million oil refinery on the shore of southern Florida's Biscayne Bay threatens the marine life and recreational use of that picturesque estuary. Pollution from the refinery could destroy the delicate ecological balance existing in this extremely important fish producing and scenic area. Only strong protests by local conservation groups and marine biologists early this year have temporarily blocked construction.

As a further result, an intensive study has been authorized by the Dade County Metropolitan Commission to develop regulations for control of air and water pollution from industrial wastes. According to County Manager Irving McNayr, experts will be called in from the University of Florida, state, federal and local health departments, and the Florida Department of Conservation.

Much more stringent controls than those existing are needed. Although the Metropolitan Commission last January unanimously approved unlimited industrial zoning for the 2,200-acre bayfront tract near Homestead, the realty company involved has promised not to seek a building permit until a pollution control ordinance is adopted.

This situation bears close scrutiny. In jeopardy are the natural resources which now make southern Florida a recreationist's mecca. Based on a Sport Fishing Institute-supported study by University of Miami graduate student Richard Wade, about 500,000 fisherman-days have been estimated to occur on Biscayne Bay annually. At this level, Bay angling generates at least \$3 million in local business activity yearly, and has a capital value not less than \$75 million.

The economy of the area could suffer a severe setback if fish breeding, nursery, and feeding areas are gradually destroyed by refinery wastes pollution and other environment-altering acts of man. Even with maximum known precautionary measures, some pollution from refinery operations is well nigh inevitable.

At a meeting of its Directors early this year, the Florida Wildlife Federation resolved (in part):

Whereas, the Seadade Realty Company has requested unlimited industrial County zoning for the construction of an oil refinery and satellite petro chemical industries on approximately 2,000 acres of land near South Biscayne Bay in Dade County, and

Whereas, the preliminary reports from recognized scientists and industrial specialists indicate that these industries cannot avoid polluting the surrounding air and water with this type of operation, and

Whereas, such pollutions would detrimentally affect, or even destroy, a great portion of the \$1¼ billion annual economy of South Florida's fishing and tourist industries, and

Whereas, the preliminary reports by experts show that the ocean currents and prevailing winds are capable of spreading pollution into the Everglades National Park and the newly established Key Largo Coral Reef Preserve, thereby effectively destroying marine life and wildlife.

Now, Therefore, be it resolved that the Florida Wildlife Federation, by action of the Executive Directors meeting in Tallahassee, Florida, February 17, 1962, go on record asking all county, state, and federal officials involved to obtain thorough biological studies from the Florida Board of Conservation, U.S. Fish & Wildlife Service and the U.S. Public Health Service to determine the damage caused by the operation of the proposed refinery and associated petro chemical industries.

Be it further resolved that if the consensus of these reports shows that marine life, or wildlife, or the health of the people in South Florida would be adversely affected, then the Florida Wildlife Federation asks all officials involved to see that the industries responsible shall not be built.

Reports on the biological studies are to be submitted this fall. Some of the sticky questions to be answered include: What is the exact chemical nature of the liquid refinery wastes to be dumped into the relatively sluggish Bay, and what will be their effect on aquatic life and recreation? What safeguards will be taken to assure there will be no oil spillage during loading operations? What will the proposed dredging operations do to marine life in the area? The answers must be faced forthrightly by the governmental authorities and developers involved if defilement of Biscayne Bay is to be avoided.

THE IZAAK WALTON LEAGUE OF AMERICA, INC.,
Fort Wayne, Ind., September 17, 1968.

HON. HENRY M. JACKSON,
Chairman, Interior and Insular Affairs Committee, Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: We were very pleased to learn that the House of Representatives has passed H.R. 551, a bill to establish the Biscayne Bay National Monument, and to know that this measure is now being considered by your Committee (S. 3983).

This bill presents perhaps the greatest remaining opportunity in the continental United States to preserve an outstanding marine ecological system and shoreline. We fully respect your Committee's long and exceptionally fine history, in which its members have understood perhaps better than any other public body in the nation the crushing imperatives of saving exceptional natural systems. It is probably superfluous, therefore, that we should point out the immediacy of need for authorization of Biscayne. While it is often said that such measures are "now or never" propositions, there is a ring of great validity to this at Biscayne (as it had been in the Indiana dunes, and as it is in the Redwoods).

We respectfully but strongly urge favorable action on Biscayne Bay National Monument, and ask for the most determined possible effort by the entire Senate toward authorization of this project before the present session of Congress adjourns. Thank you.

Sincerely yours,

THOMAS E. DUSTIN, *National Vice President.*

THE IZAAK WALTON LEAGUE OF AMERICA, INC.,
Glenview, Ill., September 19, 1968.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs, U.S. Senate, Wash-
ington, D.C.

DEAR MR. CHAIRMAN: The Izaak Walton League would like to appear on the record as supporting enthusiastically H.R. 551 to establish the Biscayne Bay National Monument. We are proud of the fact that Florida members of the League in the first place conceived the idea of a national monument to protect, preserve and utilize in the public interest the unique values of the area. It has been their steadfast interest and dedication over the years which focussed public attention on the area and its potentials and resulted in nearly unanimous approval by the public.

I am personally familiar with the area, having visited it many times; and I am satisfied that it would be a very fine addition to the National Park system, qualifying in every respect. Beyond its uniqueness, it is a remarkable area, in that it is capable of sustaining very heavy public recreation use without deterioration, and a wide variety of recreation activities.

One such activity—and a heart-triggering plea—is described in the attached marked copy of the April, 1965 issue of *Outdoor America*. In their open letter to then Park Service Director Conrad Wirth, Polly Redford makes the case for an issue for which there can only be one correct solution—to establish the Biscayne Bay National Monument.

We respectfully urge favorable action by the Committee.

Faithfully yours,

J. W. PENFOLD, *Conservation Director.*

FLORIDA NATURE CONSERVANCY,
Miami, Fla., September 19, 1968.

Re Biscayne National Monument.

HON. HENRY M. JACKSON,
Chairman, Senate Committee on Interior and Insular Affairs, Senate Office
Building, Washington, D.C.

Dear SENATOR JACKSON: Evan Olster, an attorney friend, who owns 61 acres on the upper keys, which are to be included within the proposed monument, appeared on WTVJ television yesterday with remarks favoring the proposition.

I spoke to him yesterday and asked why. He told me that he visited his holdings for the first time a short while ago and couldn't conceive of any justifiable reason to oppose such a worthwhile objective as preservation within a national monument. He explained to me that the land owners will be paid profits under the proposals, even though not as much as they would like to get.

There is no question but that all will gain in the long run. Even the economic justification is a sound reason for passing the present bill.

Please enter this letter in the permanent record.

Sincerely

MELVIN FINN,
(Former President, Florida Nature Conservancy).

THE HOOVER FOUNDATION,
North Canton, Ohio, September 11, 1968.

HON. HENRY M. JACKSON,
U.S. Senate,
Chairman, Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR SIR: For the past five years, conservationists throughout the United States have been aware of a movement in South Florida to preserve the northernmost portion of the upper Florida Keys.

This area, most often referred to as the Biscayne National Monument, contains 13 miles of the only coral reef in the United States, which if commercially developed will not only destroy a greater portion of the natural wonders but also do untold harm to aquatic life.

The Hoover Company Foundation has thoroughly investigated the Biscayne National Monument project . . . from its beginning to the present. We firmly believe that this project reflects the awakening realization of the value of our estuaries, not only on the Eastern Seaboard but throughout the United States.

We believe in this project so strongly that the Hoover Company Foundation has pledged a grant in the amount of \$100,000 to be applied to the purchase price for this National Monument or to be utilized in the extension of public facilities there.

Sincerely,

THE HOOVER COMPANY FOUNDATION,
HERBERT W. HOOVER, Jr., Chairman.

[Telegram]

MIAMI, FLA., September 26, 1968.

U.S. SENATE,
Committee on Interior and Insular Affairs,
Senate Office Building,
Washington, D.C.

GENTLEMEN: We urge your support of Senate bill 3983, establishing a national monument at Islandia.

CHARLES AND JACQUELINE EDELSTEIN.

Senator Moss. If there is no further business to come before the committee, we stand adjourned until Wednesday, September 18, 1968.

(Whereupon, at 12 noon, the hearing was adjourned, to reconvene Wednesday, September 18, 1968.)

BISCAYNE NATIONAL MONUMENT, FLA.

WEDNESDAY, SEPTEMBER 18, 1968

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to notice, at 10:10 a.m., in room 3110, New Senate Office Building, Senator Quentin N. Burdick presiding.

Present: Senator Burdick.

Also present: Representative Dante Fascell.

Staff members present: Jerry T. Verkler, staff director; James Gamble, professional staff member; and E. Lewis Reid, minority counsel.

Senator BURDICK. This is the time duly noted and set for the continuation of the hearing on S. 3983, the bill to authorize the establishment of Biscayne National Monument in the State of Florida, and for other purposes.

A day of hearings was conducted, on S. 3983, on September 12, when administration and other witnesses favoring the establishment of the monument testified. Today's hearing was scheduled so that Florida residents opposing the bill could be heard. The bill would authorize the Secretary of the Interior to establish the monument. He may revise the monument boundaries from time to time, so long as the total acreage does not exceed 96,300 acres. About 92,400 acres are submerged. The Secretary may acquire lands, waters, and interests therein, by donation, purchase with donated or appropriated funds, or by exchange. He may also acquire up to 80 acres on the mainland of Key Largo for administration and visitor purposes. The text of the bill and the executive reports have already been made part of the record. We can now proceed with our first witness, who is William C. Martin, special counsel for the city of Islandia, and representative of the Islandia Chamber of Commerce. Mr. Martin.

STATEMENT OF WILLIAM C. MARTIN, SPECIAL COUNSEL FOR THE CITY OF ISLANDIA, AND REPRESENTATIVE OF THE ISLANDIA CHAMBER OF COMMERCE

Mr. MARTIN. Thank you, Mr. Chairman.

Mr. Chairman, on behalf of the city of Islandia, we wish to express our appreciation to this committee for this opportunity to be heard here today. My name is William C. Martin. I am appearing here as special counsel for the city of Islandia and also as a representative of the Islandia Chamber of Commerce.

Mr. Chairman, we propose to have five witnesses, including myself, testify here today. I wonder if the Chair would be kind enough to tell me about how much time we can anticipate we might use.

Senator BURDICK. Mr. Martin, that is very difficult to ascertain at this moment because right now there is a quorum call. The Senate went in at 10 o'clock and I may have to leave for some votes. I am going to stay here at least until 12 o'clock.

Mr. MARTIN. Thank you very much.

Senator BURDICK. And I will hear as many as possible, with the reservation that I must take time out to vote.

Mr. MARTIN. Thank you very much, Mr. Chairman.

Senator BURDICK. Right now we will be in recess for about 5 minutes. I will answer the quorum call and then be back.

Mr. MARTIN. Thank you, sir.

(A short recess was taken.)

Senator BURDICK. Mr. Martin.

Mr. MARTIN. Mr. Chairman, the opponents of Senate bill 3983 and companion bill H.R. 551 received notice of this hearing only a week ago. Consequently, we have neither had sufficient time to gather together all of the witnesses that we would like to have called nor to have prepared all of the statements that we would like to have presented to this honorable body in order to show our position. So in view of the fact that we have not had this sufficient time and the short notice that we have had, we would respectfully request and urge this committee if they would, please, to keep the record open for the next week or 10 days in order that we might be given an opportunity to—

Senator BURDICK. It would appear that we could hold it open for 1 week, until midnight on next Tuesday.

Mr. MARTIN. Thank you very much, Mr. Chairman. We appreciate that because of the short time we had to prepare for this hearing.

Hearings have been held, of course, on the House side on the companion bill, H.R. 551. Some of our people did have the opportunity to appear and testify before the House Interior Committee. However, none of the people who testified on the House side are able to be present here today. So, we would respectfully ask of you, Mr. Chairman, and your committee, that you grant us permission to have inserted into the record all of the proceedings on the House side because I was advised this morning by the House Interior Committee that these hearings would not be printed and the only possible way that we might get them in the record here would be to have them inserted here.

Senator BURDICK. Are you referring to the statements placed in the record on the House side?

Mr. MARTIN. Yes, I am. The statements that were placed in the record as well as the testimony that was taken on the part of the opponents.

Senator BURDICK. If we cannot take it all in, we can include it by reference and just include statements. But we can only insert the proceedings by reference.

Mr. MARTIN. Yes; but do we have permission to insert the statements that were made over there?

Senator BURDICK. Yes.

Mr. MARTIN. Thank you very much.

Again, I would like to say, Mr. Chairman, that not one of those people who testified before the House committee is present here today. Unfortunately, they were unable to be here. But you have before you a list of five witnesses, including myself, that we propose to call here this morning. I might say that none of us has had the experience of

appearing before congressional hearings before, so if we appear to be a little nervous, awkward, or inept, I am sure you will understand.

Senator BURDICK. You are doing just fine.

Mr. MARTIN. Thank you very much.

Mr. Chairman, notwithstanding the impression that some may have, this is a very controversial bill. We, the property owners, very vigorously oppose H.R. 551 and Senate bill 3983, to establish the Biscayne National Monument. We have approximately 800 property owners that own these 4,000 acres of uplands that are proposed to be taken and placed in the boundaries of the Biscayne National Monument. I, until this day, have not found the first property owner who is in favor of turning his land into a national monument. So, Mr. Chairman, in the event that this bill should become law, it is going to end up in the courts because there is no property owner going to give up his property. It is going to have to be done through condemnation.

We would respectfully submit, inasmuch as this is such a controversial bill, that, inasmuch as both the House and the Senate have had so little time to study this bill; and that, as you well know, sir, this Senate bill 3983 was introduced just very recently, and with this rush toward adjournment and busy as you gentlemen are, it would appear that, in all fairness to you, the property owners, the State, the county, the Department of the Interior, everyone involved, that the proper thing to do would be to defer further consideration of this bill until the Congress has had more time to give it further study. So, we would respectfully suggest that maybe the answer to this thing is for Dade County to have a referendum on this question.

Now, that referendum could be held, as I understand it, without any additional expense or very nominal expense to the taxpayer, by having this referendum brought up during the coming November election. Then, gentlemen, you would have an answer to your question as to who favors and who does not favor, how many favor and how many do not favor, making this a national monument. Your question then will be answered.

We feel that in all fairness to everyone, that this is the procedure that should be followed and we respectfully ask that this matter be deferred until an election or referendum might be held in Dade County during the next coming November. Actually, it would not necessitate much delay or very little expense to the taxpayer.

Now, with the chairman's permission, I would like to briefly point out the geographical area that is involved in this matter being considered today. Mr. Chairman, the Department of the Interior has been very nice in supplying us with this map, an opportunity to use it, and make it available. I would like to point out to you, Mr. Chairman, and the committee, that the proposed boundaries of the Biscayne National Monument would consist of approximately 96,000 acres. Those 96,000 acres would be just to the south of Key Biscayne, which is not shown on this map, the northern boundary of the park beginning approximately 7 or 8 miles just to the south of Key Biscayne and extending all the way southward down to approximately the Monroe County line.

Now, I particularly would like to call to the Honorable Chairman's attention and the members of your committee the number of parks that we already have in Dade County. We have to the north of us

Cape Florida. I do not have the exact acreage but I would approximate probably 90 acres of State-owned land there, both on the ocean and the bay. Then to the south, already in Islandia, the county has the Elliot Key Park, which consists of approximately 90 acres of submerged land and upward. Just across the bay, 7 or 8 miles, we have the Homestead Bayfront Park, which consists of approximately 40 acres or more. Then, farther to the south, immediately adjacent to Islandia, we have this tremendous John Pennekamp coral reef preserve, which covers many, many hundreds of acres of submerged lands where the coral reef is being preserved.

Now, sir, I particularly would like to call to the attention of the chairman and the committee the fact that also almost adjacent, within just a few miles of the Biscayne National Monument area, is the Everglades National Park. Now, may it please you, Mr. Chairman and gentlemen of this committee, you will note from this map that the Everglades National Park extends all the way from the Atlantic Ocean on one side of the southern tip of Florida to the Gulf of Mexico on the other side of the State of Florida.

Sir, I would like to remind the committee, of course, that this is the third largest national park in the United States, right here at our doorstep. To the north of the Everglades National Park, which is not shown on this map, we have hundreds of square miles in the conservation area, just to the north of us. So again, I would like to point out, may it please you, Mr. Chairman, that in Dade County, as shown by the survey and study made by the Metro Land Planning Study, which you have there in front of you, 58 percent of the area in Dade County is now in public ownership—58 percent. And may it please you, sir, you will find that better than 50 percent of the entire south Florida is now in public ownership.

Mr. Chairman, we would respectfully urge upon this committee that this committee insist that the Department of the Interior show or prove that this additional monument is necessary before the Federal Government goes to the expenditure of spending millions and millions, and we believe it will be a hundred million dollars before this thing is over.

Now, as the chairman well knows, certainly I am not here to try to give a lecture on law because you gentlemen are the ones who make the law; but I would just like to refresh your memory on one point of law in regard to eminent domain and the condemnation of one's property—and this is going into condemnation, sir.

The law specifically provides on eminent domain: That the Federal agency may take one's real property against his will for due compensation provided the Congress, in its wisdom, authorizes the taking for public use as necessary. Provided it is necessary. The courts have consistently held that whether or not the taking on one's property is necessary is to be determined solely by you, the Members of the Congress, and not the courts. Therefore, this awesome responsibility of making this determination as to whether or not it is necessary for the Federal Government to take your property or my property against our will must be borne by each Member of Congress.

So may it please you, sir, and members of this committee, we respectfully urge and ask that you ask and you insist that the Department of the Interior be made to prove its case and show that this is

necessary before you start appropriating moneys to take our properties.

Mr. Chairman, with your permission, I would like to have this statement placed into the record that was made in the Islandia News just recently. I might say this, that I have quite a number of statements here that have been published that I would like to ask permission to place in the record and I will be guided by the chairman's directive as to whether or not I should at this time get permission to place each individual one in and designate it or shall we just submit them all in one.

Senator BURDICK. Well, we will take them all in but we will reserve the right to perhaps not include some matters which are not truly evidence.

Mr. MARTIN. Yes. I understand. Thank you very much, sir.

Mr. Chairman, with your permission, the witness would like to make a few further observations as to this bill, one of those observations being that the State of Florida, which holds right, title, and interest, in these 90-some-odd-thousand acres of bay bottom lands that will be donated to the Federal Government, has gone on record as saying it will not release these 90-odd-thousand acres of submerged lands until an appropriation has been authorized, until the individual property owners have been compensated, and they have put a 1-year limitation on it.

Now, I would respectfully refer you, sir, to the hearings before the Florida cabinet, sitting as the Trustees of the Internal Improvement Fund of the State of Florida, concerning this companion bill, H.R. 551, held on July 9, 1968, and I would ask that this be placed into evidence, into the record.

Senator BURDICK. Without objection, it will be received.
(The document referred to follows:)

MINUTES OF THE MEETING OF THE FLORIDA STATE CABINET, JULY 9, 1968

Attached is a photographic copy of that portion of the minutes of the July 9, 1968, meeting of the Florida State Cabinet, sitting as the Trustees of the Internal Improvement Fund of the State of Florida, which concern HR 551 and the State of Florida Resolution which defines the conditions under which the State of Florida would donate state-owned land for the Biscayne National Monument.

For the purposes of identification, those persons quoted in these minutes are:

- Mr. Adams (Secretary of State Tom Adams).
- Mr. Faircloth (Attorney General Earl Faircloth).
- Mr. Dickinson (Comptroller Fred O. Dickinson, Jr.).
- Mr. Williams (Treasurer Broward Williams).
- Mr. Christian (Superintendent of Public Instruction Floyd T. Christian).
- Mr. Conner (Commissioner of Agriculture Doyle Conner).
- Mr. Parker (Internal Improvement Fund Director Robert Parker).
- Mr. Fossey (Islandia Mayor Ralph A. Fossey).
- Mr. Redford (Izaak Walton League Chapter President James F. Redford).

(Note: Under Florida's Cabinet form of State Government, control of state-owned lands is vested in the Trustees of The Internal Improvement Fund, a State Agency on which each member of the Florida Cabinet, including the Governor, has a vote.)

Mr. ADAMS. Motion of the Treasurer, without objection, it is approved.

Mr. PARKER. This is an item agendaed before the Commissioners. * * *

Mr. DICKINSON. They want us to accept title to the property?

Mr. PARKER. Yes sir.

Mr. DICKINSON. I move on it.

Mr. WILLIAMS. Second.

Mr. ADAMS. Motion by the Comptroller, seconded by the Treasurer. Without objection, it is approved.

Mr. PARKER. Item 12 is self-explanatory, we are recommending that the appointments be made and we can so advise these individuals.

Mr. ADAMS. I advised the members of the Cabinet, Bob, that these are just suggestions, people that could implement the Committee—

Mr. DICKINSON. An excellent group and I move on it.

Mr. WILLIAMS. Second it.

Mr. ADAMS. Motion of the Comptroller and seconded by the Treasurer. The only other thing I would like to suggest at this time to get the matter out of a state of limbo is that since you supplied us last week with information, a documentation of answers to the matters brought before us by Representative Randall, it would appear appropriate that the Trustees designate someone of their number to consider these and come back with some appropriate recommendation, and I would like at this time that, if this be agreeable with the Board, to designate Commissioner Conner as Chairman of the group, members as Attorney General Faircloth and Comptroller Dickinson, to be a committee of three to review this situation and come back to us with recommendations so that we can resolve the matter.

I think as well the Attorney General has a matter that relates itself to our agenda, he would like to bring up at this time.

Mr. FAIRCLOTH. Mr. Secretary, last week when we adopted a Resolution concerning the National Monument at the City of Islandia and surrounding areas, since the Committee in Congress was then considering the matter, questions have arisen, and I believe we have some people here who can tell us what was wrong with our Resolution and why it might stymie the progress on the establishment of a National Monument, and I think it would be in order, Mr. Secretary, to hear from these people now.

Mr. ADAMS. We would be happy to. I would simply like to make it clear to all who intend to appear that the Cabinet has gone on record on several occasions as favoring the National Monument idea, and I think that we were not aware of the fact that the words that we were using in our Resolution would abrogate this intent. It is rather difficult to know just how thoroughly closely defined some of the congressional committee's responsibilities are, and to use the word "federal appropriation" in the wrong place creates problems. But I don't think that the Cabinet has ever wavered in its intent to support the National Monument idea.

Mr. FAIRCLOTH. No, and I think that is abundantly clear from our actions in the past and also from a telegram which I believe the Governor sent to the congressional committee yesterday confirming our support of the National Monument and trying to explain our position on the waiving of the Resolution. I think it is a matter of semantics, really, and to the extent that we could accommodate them, at the same time preserving our right to some 85,000 acres of submerged land that is involved in the area, I thought we should hear from the people that want to be heard and consider the possibility of amending the Resolution. I don't know.

Mr. ADAMS. We would be happy to hear anyone who desires to appear.

Mr. FAIRCLOTH. I think Mr. Redford is here.

Mr. ADAMS. Jim, we would be pleased to hear from you.

Mr. J. F. REDFORD. My name is Redford, initials J. F., State President of the Izaak Walton League and have been actively engaged in this Islandia question, I guess, since its inception in 1963. I will join with the Cabinet in the confusion over this matter. I must say that until I was told of the troubles of the semantics, I hadn't stumbled onto it either. Perhaps I should have. As you may know, now that it has all been brought out, the difficulty was that last week the first notice of the Cabinet's action was a telegram that was received, and I think you may have copies or have seen copies of it from the Mayor of Islandia, and it was this that postponed the action one week. I compliment Mr. Fossey on his effectiveness. I know he is a very effective man having seen him for a number of years now. The difficulty is that this Islandia is not to be paid for by an appropriation. It is to be paid for by a—what is known as the Land and Water Conservation Bill, which takes the money in from offshore oil leases, I think to the sum of something like \$200,000,000, and makes them available for the purchase of just about anything that the Department of Interior wishes to purchase, scenic rivers, parks, monuments, recreation areas, national seashores, etc. Then you have to go to the Department of the Interior where the priorities of

purchases are set up. No. 1, the California Redwoods, No. 2, the Biscayne National Monument, therefore the terminology "a congressional appropriation" is inappropriate because this does not have to be considered by either the House or Senate Appropriations Committee. The money as it is spent is overseen by them, but it is not appropriated by them, and there is no action needed by the Appropriations Committee.

This bill, to be perfectly honest with you, has passed the House overwhelmingly. I think there were only 13 votes against it. It has passed the Senate, and I believe it was at three o'clock yesterday afternoon it went to the White House where, presumably it will be signed, because it was being pushed very strongly by the President. I have understood, and I believe that some of you may have later information, having spoken possibly to Congressman Fascell or his Assistants later than I have, this, tomorrow, I believe it is, will be the last crack for it. Even then, the Bill will have to come before the House on convention rules, therefore, if you wish to change the semantics of your Resolution to suit whatever feelings you have in the matter, and if possible, those of the Chairman of that House Interior Insular Affairs Committee, Chairman Wayne Aspinall, then I would suggest that such Resolution or revision be sent to the Committee, with possibly a copy to Mr. Fascell who is pushing this, today. And perhaps, even if you make no changes at all, I would suggest that such intention be sent coming from you rather than from a second or third party.

Mr. FAIRCLOTH. Would the telegram, which I understand the Governor sent yesterday, as the Chairman of the Board, suffice?

Mr. REDFORD. I don't know, sir. I met Mr. Aspinall. I had the privilege of having dinner with him and Mr. Hoover several years ago, and I have seen his operation in Washington, and he runs, as they say, a tight ship.

Mr. FAIRCLOTH. Mr. Redford, as I understand it, it has been suggested that in Part I of the Resolving Clause here, the way it reads now in the Resolution before the Committee is: "Congressional authorization and designation of the proposed Biscayne National Monument." And, II, "Congressional appropriation of federal funds for acquisition of all the privately owned lands within the monument area or just compensation to the private owners." And that a substitution in here in No. II, "Congressional authorization for the appropriation."

Mr. REDFORD. That would be better, yes sir. That would be more accurate.

Mr. FAIRCLOTH. Well now, I will tell you what confuses me. I understand the business of the \$200,000,000 which is now on the President's desk in the land fund that can be used for this purpose, but Congressman Haley, who is on the Committee, said when it was brought up considering the conditions we put in our Resolution, he said, "I see no way," at least this is the way he is quoted in the press. "I see no way that this Committee could guarantee Congressional appropriation of federal funds for the acquisition of the monument lands." And then later, Chairman Aspinall said that congressional action would still be required to appropriate funds.

Mr. REDFORD. I believe that what Chairman Aspinall is referring to, sir, I don't know the date of that particular article.

Mr. FAIRCLOTH. July 4th.

Mr. REDFORD. I believe that the Bill referred to is Senate Bill 1401, which has subsequently passed, sir.

Mr. FAIRCLOTH. No, he was talking about 551.

Mr. REDFORD. I mean Senate Bill 1401 is a land and water conservation bill, which at that time was running back and forth between conference committee, House, and I believe, had not been passed for the third time by the House of Representatives at the time Chairman Aspinall was making the reference to this.

Mr. FAIRCLOTH. I believe it is the consensus of the Board that what we wanted to do was to be sure that there would be no foot-dragging and that they would draw a line and designate the area involved and guarantee to these citizens that they would be compensated for their land, and we put a time limit on our offer. After all, it is no light thing to be talking about 85,000 acres of state land that we are willing to donate. I think we have an obligation to keep as tight a reign as we can, but as long as they are going forward in good faith, I would be willing to amend it to substitute these words in between "Congressional and appropriation" in the second Part, "authorization for the appropriation." If that solves their problem, fine. But I think the Resolution still stands for our support of the monument and we hope they will go forward in good faith.

Mr. REDFORD. As I say, sir, I haven't spoken to Congressman Fascell for a day or so and I do not know what his feelings are presently on this one year time limit which was put into the Resolution. The only possibility, as I remember, the original Bill was to be paid over a five year period, and however that fits in, Congressman Fascell would know best.

Mr. ADAMS. I think, Jim, what the General is suggesting is not that that necessarily, be included, but he wants the record to show that if there does appear to be a dilatory effort on the part of the federal authorities to move forward, that then the state is not necessarily bound by the action we take. We recall rather vividly the situation that still exists in the Everglades National Park. Some people still have not been paid. What he is saying is that this is a good faith effort on the part of the state, as long as it is a good faith effort on the part of the federal authorities, and if they desire to move forward, appraise the land, pay the people, fine; our 85,000 acres are available, and that is what we are saying, and I think he doesn't want to write in the time limit, but he wants the record to express our concern that this thing move forward with dispatch. Is that right, General?

Mr. FAIRCLOTH. That's right.

Mr. REDFORD. I think that is perfectly fair for both sides. I think it certainly is something if the Federal Government doesn't wish to take this, it would be merely fighting with us on a matter of semantics, which we couldn't handle anyway.

Mr. ADAMS. We certainly appreciate your being here and appearing before us. Is there any further question, Jim? Is there anyone else to be heard?

Mr. FAIRCLOTH. I think Mayor Fossey of Islandia.

Mr. RALPH FOSSEY. I am Ralph Fossey, Mayor of City of Islandia, and I just want to emphasize this one thing that, of course, as Mayor of Islandia and representing Islandian property owners, we are not asking for a thing, we don't want a thing but fair and above board treatment. Right out in the open, on the table, so that everybody knows what is going on, and plus the opportunity to be heard and to be heard on a public forum. Now we believe, our concern was this, that this word of "authorization" and "appropriation," I hold in my hand a report from a statement from Edward C. Craft, Bureau of Outdoor Recreation, this was made in 1966, "there are 48 different areas in the country that were authorized and have not yet been paid for, including the 74,000 acres left in Everglades National Park." This word, I think, is important, and I believe that the Committee or the Board here was very right in making sure that the property owners of this state were going to get fair and equitable treatment and just compensation for their lands within a reasonable time. Now they have been working on this since 1963. We think the reasonable time has already expired, and so again, I think that the way that the Resolution read was right and that you folks were protecting the interest of all of the people of the State of Florida in withholding a donation of another big batch of land.

Mr. ADAMS. Could I just add at this point, so that you can understand the position of the Board, that we concur with your position completely. And the General has not eliminated the word "appropriation." All he has done is conform to a style that indicates where the funds are. He suggested that "congressional authorization for the appropriation of federal funds for acquisition of all privately owned lands within the monument area," the acquisition to provide "just compensation to the private owners." Now what we are doing here, so that you and the other owners will clearly understand, is simply telling the Federal Government that if they go forward with a national monument idea, that if these funds are available and if these lands are purchased, then we will make the state lines available, whether it may be a year or it may two years, I would think whatever is reasonable, but we are not deeded any land, we are only committing ourselves to a process that when you get your money, then we will give the state land. That's all.

Mr. FOSSEY. It is the general interpretation that you were trying to do was to tell them that we want to see and have something concrete and in writing that the appropriation was there to pay these people. And that is my point.

Mr. ADAMS. Well, it can very well be that, before we give any deeds to any state land, there will not only be money appropriated but you will have your money.

Mr. FOSSEY. Well, that's fine. We are not asking for any more, we are not here to debate the merits though, for I disagree with your stand, on the monument. I haven't changed my opinion there, but I still think we have to look out for the people of the, the 800 property owners in our little section. Now, there is one other

thing, I don't know, this hasn't even been thought of, apparently, it has been thought of by me many times, and I don't know whether it should be added to this Resolution, and that is that Congress make provision for the orderly transfer of all the obligations of the City of Islandia, a municipal corporation and major land owner, incidentally, and assist in the obvious necessity of dissolution of the municipality, if HR 551 becomes law. I might say that we, on several occasions, attempted to get Mr. Udall down to talk to him about this problem. He never showed up, never sent his representatives, never discussed it with us. We do have obligations. We have just recently built a—cleared a 120 foot right-of-way, eight miles down the main island, and we have made all of this in preparation of developing our area, so we have obligations with planners, with engineers, plus the obligations to the actual owners of properties in the area. Now I am just wondering how that could be handled. I mean it is pretty bad when they just start, I think that the City of Tallahassee—

Mr. FAIRCLOTH. Who has the obligations? The City of Islandia?

Mr. FOSSEY. The City of Islandia.

Mr. FAIRCLOTH. And the improvements that have been made by the City?

Mr. FOSSEY. That's right.

Mr. FAIRCLOTH. Then they are one of the owners that would be included in our Resolution, would they not?

Mr. FOSSEY. Well, I don't know. This has "private owners." It doesn't say other governmental agencies. It doesn't say public agencies at all.

Mr. DICKINSON. Mr. Mayor, you obviously realize that you and your State Cabinet operate at a disadvantage in this area with the Federal Government, since what you have tried to do is go through the orderly process of government, as ladies and gentlemen, without protests and card burnings and flag tearings-down, and therefore, our job is far more complicated than those who get preferential treatment.

Mr. FOSSEY. I was just wondering how do you suggest that that be handled.

Mr. CONNER. Mr. Secretary, I would have no objection to or the General probably would prefer to appraise it, I would have no objection to the Resolution including the municipality if they are a major land owner and have these obligations, I think adequate restitution is only fair.

Mr. ADAMS. Might I suggest these words, General, to make it all inclusive. Rather than saying, "for acquisition of all privately owned lands," say, "for acquisition of all non-federally owned lands within the monument area. Said acquisition to provide just compensation to said owners."

Mr. FAIRCLOTH. I think that would be perfect wording.

Mr. ADAMS. That would include you and anybody else. The County might have some in there.

Mr. FOSSEY. That is one reason why we think this should actually go to the Appropriations Committee, because there has been no, I mean they have picked a figure out of the air, yes; three years ago they picked a figure of \$14,000,000; today they pick a figure of \$27,000,000. In the discussion before the Committee, and I was at every hearing, that was questioned pretty closely and they said, "what do you do, take into consideration the sales around the area, within Dade County?" Well, yes, there was a sale just recently reported in the paper of Mr. Harry Madison's property at \$100,000 an acre. Now if they start taking things like that into consideration, where do we stand when they say they have an appropriation of \$27,000,000? When it should be nearer \$50,000,000 or \$100,000,000.

Mr. ADAMS. Mr. Mayor, part of our problem was not being able to control the depository of federal funds. They say that the monies are already available and I would suggest to you and any other owners that the taking of these lands by a governmental body, in this case the Federal Government, would be subject to the same procedures as is the case with our own Road Department. And you are much better off in a judicial determination than you are in a political determination, whether it be the Department of Interior or the Appropriations Committee.

Mr. FOSSEY. Yes, I agree.

Mr. ADAMS. So, I think this covers the whole procedure as it has been amended.

Mr. FOSSEY. Alright, fine. As long as it is clear that there shall be a clear appropriation available to give just compensation to all property owners. That is the intent of your . . . ?

Mr. ADAMS. That is what we are saying here now.

Mr. FOSSEY. I hope you are saying that.

Mr. FAIRCLOTH. I still can't get away from what the Chairman of the Committee said, that regardless of what else is done, congressional action would still be required to appropriate the funds.

Mr. FOSSEY. Yes, Mr. Aspinall made that comment, and this, of course, I must confess, not being an attorney and not being a big educator, I am not used to the semantics that are used in all of these governmental phrases but I just wanted to be clear, and crystal clear, that since we are going this far with it, that we get compensated properly and justly and fairly and within a limited time.

Mr. FAIRCLOTH. Well, I think it is the intent of the Board to do that, and I move that Section II, or Clause II, be amended with the wording that I suggested, together with the wording the Secretary suggested.

Mr. CHRISTIAN. Second the motion.

Mr. CONNER. One question, has reasonable time been interpreted?

Mr. PARKER. We are still using the one year period.

Mr. CONNER. The one year period? Alright.

Mr. ADAMS. Well, did you want to suggest that such determinations be made within the one year period, General?

Mr. FAIRCLOTH. Yes, the last phrase of the original Resolution, I think, after we consider the motion that was just made, then we could consider the time limit, if you wanted to.

Mr. WILLIAMS. Second the motion.

Mr. CHRISTIAN. I have already seconded it.

Mr. ADAMS. Gentlemen, you have heard the suggested amendments to the Resolution passed last week as proposed by the Attorney General. Is there any further question or objection? If not, they are approved. Now, General, I think wants to discuss the matter of time.

Mr. FAIRCLOTH. Some questions was made, I have had two different versions of it, as to whether a one year limitation, as we now have in the Resolution would affect it; some saying it would not; some saying it would. So I have no recommendation on that.

Mr. ADAMS. I think the reason the question was raised, if they get into the program and want to spend the money, which we assume they would. It is a matter of determining what just value is, and I am satisfied that what is offered is not going to be what is accepted, and there is going to be some necessary judicial determination, litigation or whatnot in this matter, and we were thinking terms of the Federal Government making a decision that they wanted to proceed within a year, and then reasonable time to close out the deal.

Mr. FAIRCLOTH. I think that is the sense of the Resolution. The one year limitation did not refer to a total conclusion of all of the rotation, but just to see whether they, in good faith, were going to designate the metes and bounds of the park, of the monument, and have the money to do it with, and properly earmarked and designated, and then we will give them the land. I think that is only fair.

Mr. FOSSEY. Gentlemen, I would like to point out this, Frank Valenti came up from Homestead and who is acting President of the Homestead Chamber of Commerce and represents considerable business interest in South Florida, I just want to recognize him.

Mr. ADAMS. Fine, indeed Frank, we are glad to see you. Mayor, before you sit down, let me make this observation for the Board. Granted that if we disagree as to the basic premise, you folks would much prefer not to have the monument, we of course, have gone on record as being in favor of it. Beyond that point, let me assure you that we are in total agreement on the other points that have been made. We don't want a repeat of the Everglades National Park situation. We want the program if they desire to develop it, to move along with dispatch, for decisions to be made as to value, for those non-federal owners to be paid and then the state—if this is done—is offering 85,000 acres of state land.

Mr. FOSSEY. Actually, Mr. Chairman, first of all think that we would much prefer to see the state retain that property, the 85,000 acres, because we think that you could do just exactly the same thing that the Federal Government is planning to do, to preserve it, and better, and at less cost, and I just think that we would be much happier to have it in the hands of our Cabinet, our own elected officials rather than send it up to Washington where the dollar comes back diluted by ten times.

Mr. ADAMS. We agree with the philosophy of what you say completely, but as long as we are struggling to pay Secretary III's enough to keep them in State Government, we are having a big problem developing a monument.

Mr. FOSSEY. It is also nice to be able to disagree with being disagreeable. Thank you very much.

Mr. MARTIN. I would like to allude, with your permission, sir, to the statement that has been made by Mr. Adams. Mr. Adams is the Secretary of State of Florida.

He says that, "If these funds are available and if these lands are purchased, then we will make the State lands available, whether it be a year or maybe 2 years." I would think whatever is reasonable, but we are not deeding any land, we are only committing ourselves to a process that when you get your money, then we will give the State land."

That, Mr. Chairman, is on page 39 of the proceedings before the Internal Improvement Fund trustees.

Now, of course, I would not dare put words in the mouth of the proponent of H.R. 551, Mr. Fascell, but may it please you, gentlemen, I would like to refer you to the proceedings held here on Thursday, September 12, 1968, before this body, in which Mr. Fascell at page 44, line 1, says: "Yes, sir, that language is incorporated in that resolution and that offer from the State says it expires within 1 year."

Mr. Black, the Under Secretary of the Interior, when he appeared before this committee, also made the observation on September 12 that:

The lands owned by the State of Florida in Dade County may be acquired solely by donation. The terms of this legislation should meet the conditions set by the Internal Development Fund trustees, a State agency, and the Governor as precedents to the donation of State-owned lands.

Now, Mr. Chairman, with your permission I would like to move on to another observation and that is this: We have 12 or 15 property owners in the city of Islandia that now have dwellings there. They have homes or cottages there. And it is our observation and our feeling that it would be unfair to just uproot those people. So we would respectfully urge upon this committee that if this bill is approved—we certainly hope it will not be approved—that at least you give some consideration to these people and see that they are not rushed out. I believe that there has been some wordage in the Redwoods National Parks bill as well as other park bills whereby these people were taken care of for a period of 25 years, permitted to stay there, or members of their family, and their children permitted to stay there for life. We feel that this is important. We feel that it would not upset and disturb the proposed national monument.

A second observation that we respectfully would like to make is this: You have heard that the State, under these conditions that have just been set forth, is willing to donate these 90-odd thousand acres of land to the Federal Government. Within the not too far distance from the boundaries of this proposed Islandia Biscayne National Monument we have had some oil discoveries, no big gushing wells, nothing like that, but we have had some oil. There is some potential, I understand, all over south Florida, that we may have oil once we can dig down and penetrate far enough into the earth to get it out. And we would respectfully submit that the State of Florida, the county of Dade, or any individual property owner that gave up all right, title, and interest to his property without there being a reservation of any oil, gas, or mineral rights, and even treasure rights, in the taking of this property, or in the donation, or the purchase of this property, might appear to

be pretty silly later on if we were to find that we really had oil in Biscayne Bay within the boundaries of this national monument, and had not reserved our oil, gas, and mineral rights. So, we do not feel that this is an unusual request, an unfair request; that some reservation should be made to the State, to the county of Dade, and to the individual property owners as to the gas, oil, mineral rights, and treasure rights.

We also respectfully submit that the control over Biscayne Bay and along the Atlantic Ocean side should be left to the State of Florida, and I was delighted to hear Congressman Fascell in his statement before this committee at the hearings on September 12, 1968, state that: "If you want to change the emphasis as far as control is concerned, I find it perfectly satisfactory."

So we are delighted to know that Congressman Fascell apparently is in agreement with us on that and apparently would not insist on the Federal Government taking control of these bay bottom lands.

Mr. Chairman, there has been lots of talk as to the uniqueness of the land and the waters that are within the area of the Biscayne National Monument. The under secretary has stated that:

This area is a combination of terrestrial, marine, and amphibious tropical life unique in the United States. On the keys are remnants of the once extensive tropical forest composed of vegetation not found in the United States mainland. Marine grass meadows fringe the bay side of the island forming principal nursing grounds for lobster, shrimp, and varieties of fish.

In another pamphlet that has been distributed by the National Park Service they say that the entire area is an enormous underwater area where reef and pelagic fish hatch and grow before venturing out into the ocean.

Mr. Chairman, gentlemen of this committee, that is absolutely false. There is nothing unique about this area, and I would challenge the Interior Committee to show to this committee proof that this particular area is any different insofar as the flora, the fauna, marine, and wildlife are concerned than you have on any of the islands of the keys in south Florida.

In support of that I would like to show you the statement and introduce into evidence a study made by the marine laboratories of the University of Miami at the request of the Florida State Board of Conservation a few years ago in which they said in the report to the Florida State Board of Conservation, prepared by Mr. Ernest Mitts, who was at that time director of the University of Miami marine laboratory:

There is no evidence that the proposed dredging and filling will harm the local shrimp population since salinities are too high to suggest that the area is a desirable "nursery" ground for small shrimp.

Mr. Reginald Waters, a gentleman who is highly respected in our community, one of our outstanding businessmen, has lived in Dade County, I guess, 70 years, all of his life practically. He is the father of the Greater Miami aviation industry, an avid sportsman. This is what he has said in regard to this so-called unique situation:

Islandia's land animals consist of racoons, opossums, and squirrels that were introduced at the Elliott Key some years ago. Those species are found in every county in Florida and in many communities. Everglades National Park has a generous widely dispersed supply of those animals. They are not rare.

As to marine life: The same species that are found in Biscayne Bay are also found in contiguous Hawk Channel, Card, Barnes, Blackwater and Buttonwood Sounds and other connected water areas of Dade and Monroe Counties and especially in vast Florida Bay in nearby Everglades National Park, which indicates that those species are not rare nor in danger of extinction.

As to amphibious life: There are no amphibians at Islandia. Years ago there were crocodiles, possibly alligators, but none in recent years. Nearby Everglades National Park is bountifully stocked by nature with alligators, crocodiles, and sea-turtles come ashore on the Gulf side of Everglades National Park to bury their eggs for hatching in the high sand beaches. Actually, the wildlife status and potential of Islandia have been blown up far out of proportion to their reasonable capabilities as a sanctuary for animals and nursery for marine life.

And, Mr. Chairman, I cannot recall who in the Department of the Interior made the statement but someone has stated that one of the rare plants, the flora and fauna, we have in the city of Islandia, I believe, is a particular type of palm. It is the sargent palm. Mr. Chairman, I respectfully submit that you can go to any nursery in south Florida and find those palms for sale any day in the week. So there is nothing rare or unusual as to the flora and fauna there in Islandia.

Mr. E. Lewis Maxwell, who is president of the Oceanic Research and Development Corp. of Miami, has said that:

It is my considered opinion that the Biscayne National Monument bill is not needed nor should even be desired by the U.S. Government or the State of Florida.

There is not one parcel of truth that there is any species of marine life that does not occur in far greater abundance throughout the Florida Keys.

So, Mr. Chairman, and gentlemen of this committee, we ask that you insist the Department of the Interior show you some evidence, some proof, that this wildlife, these species of fish, this flora, this fauna they say is so unique, is an actual fact. The Department of Interior is basing its whole case on the uniqueness of this particular area.

Also while I am on that point, I would like to call to this committee's attention the statement of Mr. William Whitman. Mr. William Whitman, may it please the chairman and this committee, is a lifelong resident of Florida. He has lived there since 1916. He has gained quite a reputation for his underwater photography. He filmed one-third of the underwater sequences for the academy winning film, "The Sea Around Us." He has diving and underwater photography experience all over the world. He lived and grew up in the Dade County area. For 5 years he was president of the Rare Fruit Council of South Florida. He is a member of the Florida State Park Horticultural Society. Here is what he says about sports fishing down there. He says:

Much of South Bay's undersea bed adjacent to Islandia is made up of vast stretches of white sands with an occasional patch of the underwater sea grass known as turtle grass.

Sir, again I would like to remind you that the Department of the Interior has told you about all of the sea grasses, all of this fine nursing area for the fishes. You see what Mr. Whitman says about it. He says that:

Extensive areas appear to the underwater observer as a marine desert with no sign of any fish that would be of interest to sports fishermen.

Mr. Chairman, if you have in front of you, and I hope you do, the brochure that we have supplied you will find in this presentation an air photo that is representative of the bay side of Islandia. Mr. Chairman, do you see any grasses there? You see only patches here and there. Where is this nursery of grass that these little fishes feed on that the Department of the Interior has referred to?

Mr. Chairman, I shall have to rush because we have some other witnesses, but I would like to briefly refer to the report of Mr. William E. Green, who is president of the Islandia Chamber of Commerce, in which he has made observations as to current market values of land down there. As a businessman Mr. Green is very much interested, of course, in the cost, what this is going to cost the taxpayers. He has estimated that, in accordance with the capital outlay, assuming it at \$25 million, and then the maintenance and upkeep over the coming years, using as a basis the estimate of 50,000 people who would go into this park annually, that it would cost the Government \$50.43 for every person who went into this park. Now, that does not account for the cost of transporting them 7 or 8 miles across the bay back and forth, which is a total of 14 or 15 miles. That cost is not included. Mr. Green has further projected these figures and as he maintains this is going to cost the Government \$100 million in acquisition before it is over. Then, Mr. Chairman, he has figured that, based on that figure, it is going to cost the Government \$136.82 for every visitor that goes in this park during the next few coming years.

I regret that I do not have further time to devote to Mr. Green's testimony, but, again, I would like to have his remarks inserted into the record, sir.

Senator BURDICK. At this point I would like to ask a question. I do not want to take any of your time to speak of.

One question occurs to me now. This area, I understand from the report of the Department, is composed mainly of 92,400 acres of submerged land. If this property is so devoid of any value, as you say it is—it has no fish, and one expression you used was that it is kind of a desert area under the water—why is it so valuable?

Mr. MARTIN. Why is the land and water so valuable? Well, of course, it has its value, sir, for boating purposes and for swimming purposes and, of course, if the upland owners were permitted to fill out to the bulkhead line that, too, would increase the value of the property. And incidentally, the way the bulkhead lines are presently set by the Dade County government, and adopted by the State of Florida, the water is shallow enough that if the property owners were permitted to fill out to the bulkhead lines they could just double the amount of acreage within the city of Islandia.

Does that answer your question, sir?

Senator BURDICK. Well, that gives me some view of it.

Mr. MARTIN. Mr. Chairman, there appeared at the committee hearings over on the other side Mayor Dickinson from the Homestead City Council and in his statement—I would like to quote him—he says:

I am here as a result of unanimous action by the Homestead City Council to advise you that the great majority of the citizens of Homestead, and of South Dade County generally, are opposed to House bill 551 proposing to turn off-shore island, comprising the incorporated City of Islandia and all of South Biscayne Bay, into a national monument.

Please do not misunderstand. We in Homestead are for parks and public recreation. We have a well developed system of parks in Homestead and on a per

capita basis spend more for the operation of our Recreation Department than does Metro or the City of Miami.

But we do not believe that Islandia, as a National Monument without access by automobile, will provide the kind and scope of recreational opportunities that it can for large numbers of people if developed by private enterprise.

Senator BURDICK. I might say, Mr. Martin, I also received a telegram from Mayor Dickinson which will also be made a part of the record which is substantially the same in tone.

(The telegram and statement referred to follow:)

[Telegram]

SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building, Washington, D.C.:

Regret unable attend hearing on S.B. 3983. Please accept for record same testimony we presented to House subcommittee. Biscayne National Monument would virtually surround South Dade County with parks and seriously curtail future growth potential of south Florida's only remaining "frontier" area. Request the issue be submitted to a local referendum which we believe would show strong opposition.

WILLIAM F. DICKINSON,
Mayor, City of Homestead.
ZEKE C. O'FARRELL,
President, Homestead/South Dade Chamber of Commerce.

STATEMENT OF WILLIAM F. DICKINSON, MAYOR, CITY OF HOMESTEAD, FLA.

Gentlemen, I am Bill Dickinson, Mayor of the City of Homestead, Florida. I am here as a result of unanimous action by the Homestead City Council (Resolution No. 65-12-23, Dec. 16, 1965) to advise you that the great majority of the citizens of Homestead, and of South Dade generally, are opposed to the Biscayne National Monument which proposes to turn our off-shore islands, comprising the incorporated City of Islandia, and all of South Biscayne Bay, into a National Monument.

Homestead, population 12,000, is located 30 miles south of Miami in a largely agricultural area. Thus far we have not participated in the tremendous population growth and economic progress of the Miami Urban area to the north of us, but we bought property and settled in South Dade in the expectation that eventually we would. Now the expectation of orderly growth and progress is threatened by this National Monument proposal.

The communities in Florida that have prospered most and grown the fastest are, for the most part, those that have had access by causeway to nearby off-shore islands with ocean and bay beaches and recreation and resort facilities.

Nowhere is this more evident than in the Miami area—where 90 per cent of the population (861,730 out of 935,050, according to the 1960 census) live in the north one-third of the county where they have access to the Key Biscayne and Miami Beach off-shore island recreation areas by no less than seven causeways.

If the Upper Keys—Islandia—are turned into a National Monument, Homestead, and South Dade will be virtually surrounded by parks. Already we are bounded on the west and south by the vast Everglades National Park, comprising 1.4 million acres, the third largest national park in the country.

Just below Islandia in the Keys to the south east of Homestead is John Pennkamp Coral Reef Park, a state park that is already preserving for posterity all of the unique underwater ecological elements that are claimed for Islandia. Further down in the Florida Keys—all of which are similar to Islandia in their flora and fauna and ecological "uniqueness"—are Key Largo State Park, Bahia Honda State Park and Key Deer Refuge Park. To the north of Islandia, the State of Florida has just completed purchase of 100 acres on the southern tip of Key Biscayne for Cape Florida State Park. In addition, of course, there are countless neighborhood parks, golf courses and other recreational facilities—many as yet undeveloped—throughout Dade County.

Please don't misunderstand, we in Homestead are for parks and public recreation. We have a well developed system of parks in Homestead and, on a per

capita basis, spend more for the operation of our Recreation Department than does Metro or the City of Miami.

But we do not believe that Islandia, as a National Monument without access by automobile, will provide the kind and scope of recreational opportunities that it can for large numbers of people if developed by private enterprise.

The fact of the matter is, as has been pointed out, more than 58 per cent of Dade County—and 70 per cent of Monroe County to the south—already are in public ownership. We are in favor of parks, but enough is enough—let's leave some room for the habitations of man.

The Dade County Planning Department has predicted a population increase in Dade County from one million in 1960 to 2.5 million in 1985. We need all the room we can find for them—especially prime, waterfront property, which is everybody's dream of a Florida home.

Tourism also is on the increase, with a sharp acceleration anticipated when Disney World opens in Florida. We will need the kind of resort facilities that will be built on Islandia by private enterprise to accommodate these new visitors.

How will Homestead benefit from the development of Islandia? In the same way that Miami and the whole north Dade urban complex has benefited from Miami Beach. We will be the service and distribution area for the Islandia resort islands and many new permanent residents will be attracted to South Dade because of proximity to this new resort development.

And, finally, there is our dream in South Dade of creating a great industrial seaport to serve South America and, indeed, the world. While Congressman Fascell has included a provision in his bill for an access channel, many of us have grave doubts that the National Park Service and Department of the Interior would ever permit construction of a deep water channel once south Biscayne Bay becomes a National Monument.

For these and other reasons, such as the total drain on the Treasury caused by the war in Vietnam and the war against poverty at home, we urge you not to commit more millions of dollars for the acquisition and development of this Biscayne National Monument, which is simply not needed or justified.

Let South Dade develop its own natural resources, which we propose to do in an orderly manner with due regard to conservation and the preservation of natural beauty.

Let Homestead and South Dade find their own place in the Florida sun.

Thank you.

RESOLUTION No. 65-12-23

Whereas it has been proposed that a National Monument be created in the South Dade area, consisting of some 340 square miles, more or less, and embracing the chain of islands incorporated as the City of Islandia, and

Whereas turning over such a vast area of land and water resources of Dade County to the Federal Government would inevitably work extreme economic hardship on the citizens of South Dade and the Homestead-Florida City area: Therefore, be it

Resolved that the City Council of Homestead hereby declares its unanimous opposition to the National Monument proposal for the following reasons:

1. It would severely restrict the tourist, industrial, and residential growth potentials of the Homestead area.
2. It would immediately remove from the county tax rolls much valuable property which, if permitted to develop in the normal Florida growth pattern, would add untold millions more to the tax resources of the county.
3. Access to Islandia by bridge or causeway and its subsequent development would be forever precluded and even access by boat would be subject to severe government restrictions.
4. The development of a deep water port and an industrial complex in South Dade, which is sorely needed to boost the economy of the area, would be severely hampered, if not entirely precluded.
5. With the vast Everglades National Park at our backdoor, John Pennekamp Coral Reef Park, Pine Key Deer Refuge, Homestead Bayfront Park, and Elliott Key Park, all located in the extreme South Florida area, and withdrawal of additional land and water areas from the possibility of private development is neither necessary nor desirable.

Furthermore, we call on the Dade County Commission and our elected United States representatives to cease and desist in their efforts to create an Islandia National Monument and request that the County Commission cooperate with the

Islandia property owners to devise a feasible plan for the development of Islandia in such a manner that it may become an economic asset to Homestead and South Dade County area, in the same way Miami Beach is to Miami and North Dade County by establishing a bridge or causeway to Elliott Key in the vicinity of Homestead Bayfront Park.

Passed and adopted, this 16th day of December, A.D., 1965.

BILL DICKINSON, *Mayor-Councilman.*

Attest:

CHARLES C. ANDERSON, Jr., *City Clerk.*

Approved as to form and correctness:

[SEAL]

VERNON W. TURNER, *City Attorney.*

Mr. MARTIN. Now, Mr. Chairman, I respectfully submit to the committee that this "Metro Planning Department Land Use Study of January 1961," which you have in front of you, is one of the most demonstrative pieces of evidence, shall I say, that we have to offer here today in opposition to this Biscayne National Monument. I hope that the committee will give it thorough study because it outlines that this Dade County national conservation area takes up 15.6 percent of Dade County, the Everglades National Park takes up 27 percent of Dade County, the ocean and waters in public domain take up 15 percent. There is 58 percent of Dade County taken up by public domain and this does not include the 5,000 acres of existing or reserve Dade County parks such as Greynolds, Bakers, Crandon, Homestead, or the 1,700 acres in Interama or the 6,000-plus acres in the Air Force or any of the municipal parks or any of the public golf courses or the lands occupied by schools, public safety facilities, libraries, et cetera.

This is a very interesting study, sir, and I respectfully submit and request and urge upon the committee that they examine that statement very closely.

Senator BURDICK. Do you have any evidence of the assessed values of these submerged lands presently?

Mr. MARTIN. Mr. Chairman, I cannot answer that but we would be delighted to obtain that information for you if we can supply it.

Senator BURDICK. I wonder if you could supply that before midnight Tuesday, also.

Mr. MARTIN. We will certainly make an effort, sir. We certainly will. We would be delighted to.

Mr. Chairman, I also have a statement here of Mr. Arthur Green that we would like to have inserted into the record as it appeared in the Islandia News.

Senator BURDICK. It will be received. I think you understand, Mr. Martin, that the pictures we do not include in the record.

Mr. MARTIN. I understand.

Senator BURDICK. We will include them in the file.

Mr. MARTIN. Yes, sir. Thank you, sir. I understand.

Mr. Chairman and members of the committee, I have here in my hand two editorials that appeared in the Miami Herald. These are reprints from the editorials. The first appeared March 25 and the second appeared May 30. I call that to your attention.

One of the editorials, if I may quote it very briefly, is headed "Monumental Islandia."

In Washington the House has authorized funds for the purchase of Islandia as a national monument, or restricted national park, once the project itself is authorized.

We wonder if anyone was told that the naturalization of Islandia, one of the large private tracts available for a booming population, would put national parks back-to-back in Dade County?

Is Congress aware that 58 percent of Dade is under Government ownership? Does it know that there are five national or state parks within a dozen miles of Islandia? Was it told that Islandia itself already has a 93-acre county park plus 80 acres of submerged land?

Surely there are better uses for spending Government revenues in an area already more parkland than not. And for a project which, like certain areas of existing parks, would be denied to a public led to believe that parks are for recreation.

Mr. Chairman, I apologize for having been so lengthy, but we are very much concerned, those of us in Islandia, the property owners of Islandia. I might also say this, may it please the chairman and gentlemen of this committee, that I am a new property owner in Islandia. I have owned my property down there only about 12 or 13 years. Most of the property owners down there have owned property 20, 30, 40, or 50 years. They had aspirations that they might some day be able to build a causeway over there, build themselves homes, bring up their children there, or retire there.

And I say to you, Mr. Chairman, and gentlemen of this committee, their aspirations would have been fulfilled by now had it not been for the fact that those who have sponsored this bill during the last few years have made it impossible for us to obtain proper financing to construct a causeway to get there, or to develop our lands.

The heavy hand of the Metro government has been placed on us to the extent that every time we made one effort to get proper financing, we were turned aside because of the efforts on the part of our local county commissioners, on the part of the Federal Government, the Department of the Interior, who have been holding over our heads the possibility of this being turned into a national monument.

Consequently, sir, we have not been able to sell our property, we have not been able to develop our property, and we have received nothing on our investment, but we have paid taxes and mortgage payments in the meantime.

Sir, at this time I would like, with your permission, to ask the next witness, Mr. Don Petit, who is our city manager, to make a few remarks. He is appearing here in behalf of Mr. Ralph Fossey, our mayor, who unfortunately was unable to be here due to influenza.

Senator BURDICK. Mr. Petit.

STATEMENT OF DON R. PETIT, CITY MANAGER, ISLANDIA, FLA.

Mr. PETIT. Mr. Chairman, my name is Don Petit, from Miami, Fla.

Very briefly for purposes of perhaps identification for the committee, my background is this: My company, Don Petit Associates, Inc., is in the management consultant and public relations business. We hold a management contract with the municipality of Islandia. We perform the administrative functions for the property owners, the city council, and its administrative staff.

By way of background, for 4 years I served as administrative assistant to each of the two county managers, each of the first two county managers in Dade County in the metropolitan government, Mr. O. W. Campbell and then his successor, Mr. Irving McNair. Subsequent to that I worked in Washington in the Congress on the

House side. And still subsequent to that I returned to Florida where I am engaged in my business; and the council 23 months ago retained me to perform such administrative functions as could be performed under the circumstances that exist today.

Very briefly and for the information of the committee, there has been a great deal of conversation about the city itself. Why does not the mayor live there? Why do not we have any municipal buildings there? What is this city of Islandia?

The previous witness has testified with regard to the hardships that the city has had because of the pendency and the difficulties we have had through the pendency of Biscayne National Monument bill to move in any direction toward development essentially because of the difficulty in obtaining any sort of financing with the danger of Federal acquisition pending in Congress.

As one example, a little over a year ago we had a tremendous \$6-million marina project. There were some national investors and State investors that were interested in providing this huge marina facility in Islandia on Elliott Key. They were not concerned whether there was road access to the islands or not. Their concept was that this would be a boat-type marina.

The plans progressed nearly up to the point of ground being broken and the marina facility getting underway when the group itself discovered that the financing through banking institutions was impossible because of the possibility that this would become a Federal national park with restrictions toward the use of the properties for that purpose.

This has been almost the singular major interest we have had with regard to development in the city up to this point. We have had a number of other projects in which a number of people have expressed interest. However, we have the same difficulties in undertaking those as we have had with regard to the matter I just mentioned.

The city does have on the drawing board a very elaborate municipal program including budgeted funds for the construction of a city hall, for improved police and fire protection. Admittedly we have very little police and fire protection there. Frankly we do not have any necessity for any expanded police or fire protection at this point because we do not have much to protect and we do not have much to police, but the very fact remains that Islandia is chartered by the State of Florida, Mr. Chairman. It is recognized as one of the 27 municipalities in Dade County and with specific reference to the fact that we may not have the city hall, we may not have municipal buildings, but the basic structure for a city is there.

Senator BURDICK. Are there corporate limits?

Mr. PETT. Yes, sir.

Senator BURDICK. What is the size of—

Mr. PETT. The corporate limits extend beyond the proposed boundaries of the Biscayne National Monument and all of the incorporated area of the city of Islandia is within the boundaries of the Biscayne National Monument.

Senator BURDICK. How big is the city of Islandia in acres?

Mr. PETT. In acres, approximately 4,000 acres.

Senator BURDICK. And what is the population in that 4,000 acres?

Mr. PETT. The present population within the 4,000 acres is approximately 14 dwellings on the island at present.

Senator BURDICK. 14 dwellings?

Mr. PETT. 14 dwellings.

Now, Mr. Chairman, with regard to that point there has been a great deal of discussion from time to time where Islandia has been presented almost as a laughable situation so far as hearings before the committees are concerned. What we would like to emphasize just as strongly as we can is that most of the people who own property in Islandia want to build homes there and want to live there but they also have to make a living. It is impossible for anyone to even consider that a person could travel across Biscayne Bay, an hour's crossing in the morning, and travel back to the island, an hour's crossing at night, engage in their employment, and physically live in a city with no access to it.

The property owners about 8 months ago had approved a road and bridge program for the city. It is \$3.5 million bond issue which the taxpayers themselves would pay, which would give them access to these islands through the north end of Key Largo. There would be constructed a series of five bridges, and our engineers, Post, Buckley, Mooney & Schuh, have developed this engineering plan where there is a minimal disturbance to the bay in connecting the north end of Key Largo on the mainland to Elliott Key and the other southern keys in that complex.

Once we are able to provide road access by automobile to those islands, there is no question that the majority of the people who own properties there will live there. They will construct their homes and they will live there.

There is also this point to be made. We have been pictured largely in some areas as a group of greedy real estate speculators who are looking to make a lot of money through the development of Islandia. Two of our property owners are in the room today, Mrs. Belland, who also serves as one of our councilwomen, and Mrs. Annabell Smith, who is a property owner, and their desire is to live on the island. A majority of our property owners are senior citizens. They have no great desire to speculate in land, to get rich. Ordinarily, people would be promoting the bill, trying to unload these lands on the Federal Government, trying to get some money from them. They have been paying taxes for years and they simply say that the purposes spelled out in the bill are already in existence in the areas surrounding the land, if you will.

In order to do anything, they first have to go to the board of county commissioners which retains control of all permits issued. They go to the internal improvement fund trustees in the State of Florida, which has jurisdiction and complete authority and control over all of the waters in Biscayne Bay. We cannot build anything there now without the approval of our municipal and State authorities. We maintain that Biscayne Bay is being preserved under the identical things spelled out in the bay today.

We maintain also that the State of Florida, through the trustees of the internal improvement funds, can continue to protect Biscayne Bay and provide all of the desirable things spelled out in the proposed legislation simply by refusing to grant permits which would disturb the bay. We are not saying that we are insisting on building a causeway

across Biscayne Bay from Homestead. This plan was abandoned long ago. The present plan for road access to Islandia, as I say, is from the north end of Key Largo to the south end of Old Rhodes Key, which will give these owners the opportunity to commute to their island from their places of employment.

The other point that we would like to make would be with regard to the matter that the previous witness testified to, as to the authorization figure in the bill. We respectfully call the committee's attention to the fact that there is a great deal of disagreement with regard to what this would cost the Federal Government through actual acquisition. We maintain that no one really knows. The proponents of the bill, through the Department of the Interior, have told the committee that appraisals have been made by the Corps of Engineers. However, we notice from the House hearings and also from the Senate hearings last week that there have been no witnesses from the Corps of Engineers who made the appraisals to present their worksheets or their data as to when the appraisals were made, what the formulas were that were made, what properties were compared. There is really no hard testimony other than hearsay testimony from the Department quoting another department. But in the record we call the committees attention to the fact that the \$25 million figure is simply an estimate of which there is no factual evidence before the committee.

With regard to the appraised value of the properties in Islandia on the House side, one member of the House committee made some investigations and has available to him data with comparable land sale prices in other parts of Dade County, in adjacent areas and other areas, and he estimated that the actual cost might ultimately be \$100 million.

We do not say that. We do not know. We say that before legislation such as this is enacted, if it is finally determined that these islands and the bay waters are unique, that there should be factual data developed by the Interior Committee or by some other appropriate agency and presented for the record so that the U.S. Senate and the U.S. Congress will know that they have verifiable data on which the authorization figure is based.

The other point that ties in with that is that there are two representations being made. One, there is the preservation concept which, as I have stated a moment ago, can be accomplished through existing Federal and State regulations. We cannot do a thing to Biscayne, even if we wanted to. We do not have the authority. Our authority is strictly limited under the provisions of our city charter.

Senator BURDICK. Mr. Martin suggested building of bulkheads to reclaim some of the land. Could that be done?

Mr. PETT. Yes, sir, it could be; but this is still subject to the approval of the county commission and the State of Florida. We cannot build to our bulkhead line without first obtaining approval from the trustees of the internal improvement fund, which is the State cabinet; and, as you know, in Florida we have an elected State cabinet. The Governor and State cabinet are elected together and at the present time they constitute the trustees of the internal improvement fund. We cannot dig the first yard of Biscayne Bay without their specific approval. So, we say all of the control necessary to preserve this area exists today under the county and State regulations.

Senator BURDICK. Is it possible that a wide use of bulkheads would disturb the bay?

Mr. PETTIT. It is difficult to say, Senator, because we are not aware of any testimony other than representations again by the Interior Department that it would. So we are not aware of the record showing any expert testimony from ecologists on that point.

We make reference in our statement to the presentation made by the Department of the Interior in its brochure which contains a number of photographs which—actually they are not photographs depicting Islandia. They are illustrative and persuasive but we maintain that the photographs that should be used representing what this bill tends to accomplish ought to be those of the actual area we are talking about and not some area that resembles the area in question under the bill.

Another point the proponents make is visitation to the islands during the first several years, with a minimal visitation of 387,000 people the first year, 633,000 by 1977. We say it is just physically and absolutely impossible to transport that number of people across Biscayne Bay to those islands if you had the Sixth Fleet down there doing it. It is an hour to cross the place; and what would they do when they get there if it is a preservation?

Senator BURDICK. How do the residents cross now?

Mr. PETTIT. By small boat. At one time the city did operate a ferry service from Homestead at its own expense which was very successful but then the troubles began. The Biscayne National Monument bill was introduced. Year by year during the pendency of the bill they have been frustrated at every turn with regard to doing anything meaningful with regard to developing the city for which they hold a charter. And the access is their principal manner of moving forward.

We also call the committee's attention to the following fact: On the islands themselves there is a 90-acre county park today. Previously, as I said, the State can preserve Biscayne Bay through its present authority.

Now, so far as visitor use is concerned, the board of county commissioners' interest is to open up the islands for visitor and tourist use. They can do that tomorrow at no expense to the Federal Government simply by doing what the city of Islandia owners did before they were forced to discontinue this service, by operating a ferry service between Homestead Bayfront Park to its own county-maintained park in Elliott Key at no cost to the Federal Government and at small cost to the taxpayers of Dade County. They could transport whoever wants to go to Islandia simply with the initiation of a simple ferry service between the mainland and the park, their own park. And we have repeatedly on three specific occasions requested the board of county commissioners to initiate this ferry service if part of the purposes of the bill is to provide visitation by tourists and by Dade Countians to the islands.

We also point out that under the visitation schedule or estimated visitation schedule by the Department, bearing in mind more than 600,000 people which is half the population in terms of bodies of Dade County itself, the Department would probably have to do eventually the same thing that they say we would be doing. They would have to build docking facilities to accommodate the boats to transport the 600,000 people there and to do that they are going to have to dredge

into Biscayne Bay to put the pilings down and provide the docking space, something that they object to us even talking about. Those boats have to land there some place.

Another point, Mr. Chairman and members of the committee, for the record, is that there is a picture of the Islandia ocean front being comparable to Miami Beach. There are no sandy beaches on the ocean side of Islandia. It is 8 miles out offshore in the ocean. There isn't the slightest resemblance to any swimming beach in the entire area. The bottomland on the ocean side is coral rock. If you don't cut your feet when you step in the water, the sharks or barracuda will get you. It is a highly dangerous area. There can never be any swimming in that ocean. It is infested with sharks and infested with barracuda, and there is a strong coral rock foundation through the entire side.

The other point; in the committee report that came out on the House side, there was reference to preserving the wildlife on the island. There is no fresh water on the island. There is minimal type of wildlife to which the previous witness referred.

They mentioned preserving the rare American crocodile. There hasn't been a crocodile in Islandia in 100 years, which on the surface is rather amusing, but when you consider that one of the purposes of the bill is to preserve the rare American crocodile which does not exist we say that it may be amusing but at the same time serious.

The fauna and flora to which reference was made included a palm tree, a rare American palm tree. One of our aides checked with the nurseries in south Dade County and discovered that this is a commercial item on the open market that can be purchased in at least a half dozen nurseries. We would be happy to purchase samplings of the Sargent Palm, which is mentioned in the House committee report, and send them to the committee as a gift of the city.

The other reference that we are very disturbed about is the State of Florida's contribution of Biscayne Bay, which is really what is involved here. The State owns no upland properties.

As we pointed out previously, they can already preserve it through their authority under the internal improvement fund. But at the cabinet hearing in Tallahassee some time ago in which Mayor Fossey, who is ill with the flu today, appeared the cabinet did make it very clear that they were very concerned about these property owners not being hung up on an authorization bill and having to continue to pay county taxes over a long period of years. And the dialogue, from the minutes themselves, make it abundantly clear, Mr. Chairman, that the cabinet said its property would be donated to the Federal Government as part of the Biscayne National Monument only after there had been an appropriation to pay just compensation to these owners for their property.

One thing that concerns the owners greatly is the history, with which they are very aware, of the Everglades National Park. Many of the owners there still have not been compensated under a somewhat similar set of circumstances, an authorization and a budgeted item, a line item from year to year, to take up whatever properties came within that fiscal period.

This is a matter which is of real deep concern to these owners because there is no moratorium on their taxes during the 5 years estimated by the Department for acquiring these properties. Their taxes

come up from the county and from the city every year until such time as there has been an acquisition of some type.

None of them want to sell. They do not want to sell their properties. They are not speculating, at the risk of being repetitious. There is no interest on the part of the Islandians to part with their property, and it would probably be an insufferable hardship on many of them, particularly the small owners.

Mr. Chairman, the balance of my comments is contained in the written material, and in the interest of saving some time, unless there are some questions—

Senator BURDICK. It will be made a part of the record in toto.

Mr. PETTIT. Thank you, sir.

Senator BURDICK. I just have one or two questions. I know nothing about this area, just what you gentlemen have told me this morning, but I get the impression that 90,000 acres of the 100-some-thousand acres are submerged. There isn't anything unusual about the flora or the fauna, so I am told, and the bottom looks like a desert. You say the waters are infested with sharks and barracuda and there is no swimming.

What is the value of the area? Is it just a place to live?

Mr. PETTIT. Mr. Chairman, it is a place to live but with the population explosion we are having in south Florida, which is projected, I think, at 2 million within the next several years, and with the great desire of preserving areas for those who are going to live there, these lands will become homesites. We honestly believe there are going to be people who want to live near the ocean and near the bay as well as those who want to visit there. We believe we can accomplish both. We don't think there are two classes, if you will, of citizens. There is a class of citizens that we will let visit these islands but they may not be permitted to live there.

We say that with the proper controls by the State with regard to preserving whatever they want to preserve of Biscayne Bay and permitting the Islandians to go ahead and develop their lands, that it accomplishes both. People will be able to enjoy it in both respects, the visitation, to see whatever the department wants them to see there undisturbed, and for those that want to retire and live on an oceanfront area.

There is a great deal to be said about preserving the beaches. Most of our Islandians are very conservation-minded but they also want to live near the water. And we do believe, of course, that there will be a great number of people who will want to live on those islands once there is road access to it.

Senator BURDICK. One last question. Is there any large acreage held in single ownership?

Mr. PETTIT. Yes, sir.

Senator BURDICK. Today?

Mr. PETTIT. Yes, sir.

Senator BURDICK. Give me an example of that ownership.

Mr. PETTIT. If I might defer to Mr. Martin or Mrs. Belland, who is in the room, a member of our council, they have held property there for many, many years. Mrs. Belland's son is in Vietnam today fighting. The entire family assets, all they own is in their property.

Senator BURDICK. My question was, are any large acreages held in single ownership?

Mr. MARTIN. Mr. Chairman, as I recall, probably there are several parcels of approximately 100 acres that are in the ownership of five or six people. There is another parcel probably of 75 to 80 acres in an estate, but as a whole, most of them are small parcels of land and owned by just people of moderate means, I would say.

Senator BURDICK. Thank you very much.

(The statement referred to follows:)

STATEMENT OF DON R. PETTIT, CITY MANAGER, CITY OF ISLANDIA, FLA.

The attention of the Committee is respectfully invited to the following facts concerning the City of Islandia, an incorporated municipality in Dade County, Florida, and the Biscayne National Monument Bill (S. 3983).

1. The Committee was presented with testimony at its previous hearing on this matter by David S. Black, Under Secretary of the Interior, that the non-federally owned lands to be acquired would cost the Federal government \$25,000,000.

No place in the hearings before the Senate Committee, or the House Interior and Insular Affairs Committee, does there appear any testimony regarding the factual figures which are said to have been obtained from the Corps of Engineers.

No witness was called to testify from the Corps of Engineers with regard to the time the appraisals were made, how they were made and how the figures were arrived at. The figures before the Committee are hearsay figures. It is respectfully suggested that the Committee call witnesses from the Corps of Engineers, to present factual and direct testimony on this point.

2. We respectfully suggest that the Interior Department provide the Committee with detail regarding its estimate that 387,000 people will visit the islands in 1970 and that this figure will climb to more than 633,000 in 1977. It is suggested that on the face of it these figures are not accurate. It would be physically impossible to transport a fraction of that number to the Islandia islands with the most ideal of circumstances simply because visitation would be over water with no road routes. It is suggested that the greatest armada of boats ever assembled in Biscayne Bay could not fulfill the minimum estimates of the Department on visitation.

3. It is further suggested that the very purposes which the Bill seeks to accomplish would not attract anything approaching these projected visitation figures because there would be no attractions on the islands to lure visitors in those numbers there.

4. At the present time there are minimal docking facilities on any of the islands and it would be necessary for the Department to dredge to create new docking facilities on the islands to accommodate any appreciable increase in visitation by the general public.

5. The Committee's attention is respectfully called to the fact that this project is being pictured in the Dade County area as a new national park when such is not the case.

6. There has been considerable discussion and assumption that the State of Florida will transfer its Biscayne Bay properties to the Department when this legislation is approved. This certainly is not the case. The Committee's attention is invited to the attached minutes of the State Cabinet meeting when this matter was taken up. The Cabinet, sitting as the Trustees of the Internal Improvement Fund, made it crystal clear that the state properties would be transferred only after all non-Federally owned properties have been acquired by the Department.

7. A statement was made by one of the witnesses at last week's hearing that the city . . . "just spent their entire budget to fight this Bill." (Laughter) (Page 38).

This statement, like many others simply is not true. The City has not spent its entire budget, nor more than a fraction of it to oppose this Bill. Most of our expenditures in this area have been made to communicate our opposition to the Members of Congress through travel expense, publicity expense and mail expense. These items have not exceeded \$7,000 to date.

8. It is suggested that the Committee recall witnesses from the Department to identify numerous photographs which have been used in their presentation. These photographs are critical to the determination by this Committee as to whether the islands qualify under the stated purposes of the bill.

Many of the photographs are gross misrepresentations and were not even made in Islandia. For instance, the photographs misled one member of this committee, apparently, in believing the photographs he was inspecting at this hearing last week represented scenes at Islandia.

"The pictures here remind me somewhat of the islands down on the Virgin Islands where we have a natural park." (Sen. Moss. Pages 41-42)

Mr. FASCELL (replying). "Senator, some of these pictures *are* from the Virgin Islands, they are illustrative of the kind of area we have. I don't know which ones they are. There is no claim that these pictures represent every facet of this area."

It is our position that misrepresentations should not be made to this Committee through use of photographs from some other area unless such photographs are clearly marked as having been taken at some other place.

The Department of the Interior's own brochure which is profusely illustrated with photographs contains many misrepresentations. Scenes covering nearly half the booklet make an excellent case for preservation of the islands, except for the fact that they were taken someplace else and not at any of the islands described in this bill.

Photographs, we submit, are very persuasive, and the Committees of Congress should insist that misrepresentative photos be excluded.

9. There has been considerable discussion about the number of persons actually living on the islands involved in this controversy. Admittedly, few of the property owners live on the islands at present because of the difficulties involved in commuting there from the mainland across water. The crossing takes approximately one-hour and is not practical at present. Our Florida laws limit the number of registered voters until such time as our owners are able to construct additional homes and transfer residence when road transportation is a reality.

Small cities in Florida are not unique. There are 17 cities chartered by the State of Florida with populations of 100 or less. Two others, besides Islandia, are located in Dade County. One of them, for instance, has a population of 60 and is the residence of the publisher of one of Florida's largest newspapers.

The point of this is simply to point out that Islandia's growth is hampered by physical access impediments and by the very fact that legislation is pending in Congress to Federalize the area. Lending institutions simply will not participate in expansion plans so long as the threat of Federal acquisition is pending.

10. With regard to the legal status of the City of Islandia two court actions are pending at present. In both cases plaintiffs are appealing from lower court decisions favorable to the defendant city.

(Following the hearing, supplemental information was supplied by Mr. Petit as follows:)

SUPPLEMENTARY STATEMENT OF DON PETIT, CITY MANAGER, CITY OF ISLANDIA

GENTLEMEN: Attached is a copy of a complaint filed by Dade County against the City of Islandia on the afternoon of September 18, 1968, following the last scheduled hearings before you on S. 3983.

In the complaint, the county establishes a value of over \$15,800.00 per acre for the vegetation on Elliott Key in Islandia.

Applying the county's appraisal to other uplands in the City of Islandia, one arrives at a value of over \$63 million for the vegetation covering Islandia's uplands. When the value of the land itself is added to this estimate, it can be seen that the County appraisers would value Islandia's uplands at well over \$100 million.

This is one more indication that court condemnation proceedings involved in establishing the Biscayne National Monument (S. 3983) would result in an expenditure of federal funds in excess of \$100 million.

We respectfully request that you reject this unnecessary and wasteful expenditure of taxpayer funds by defeating S. 3983.

If any doubt remains concerning the inaccuracy of the \$25 million cost estimate prepared by the Department of Interior, we respectfully request that the Department of Interior be requested to supply the Committee with testimony supporting their estimate from qualified expert appraisers.

We would be happy to have an opportunity to similarly further substantiate our cost estimate of over \$100 million.

Thank you.

Sincerely,

DON PETTIT, *City Manager.*

IN THE CIRCUIT COURT OF THE ELEVENTH JUDICIAL CIRCUIT OF
FLORIDA IN AND FOR DADE COUNTY

Civil Action No. 168-14312

DADE COUNTY, A POLITICAL SUBDIVISION OF THE STATE OF FLORIDA, PLAINTIFF

v.

HENRY WILLIAM YOUNG, BILL YOUNG, INC., A FLORIDA CORPORATION AND THE
CITY OF ISLANDIA, A MUNICIPAL CORPORATION IN DADE COUNTY, FLORIDA JOINTLY
AND/OR SEVERALLY, DEFENDANTS

COMPLAINT IN TRESPASS

Dade County, a political subdivision of the State of Florida sues Henry William Young, Bill Young, Inc., a Florida corporation and the City of Islandia, jointly and severally, and alleges:

1. That at all times hereinafter mentioned, Plaintiff was and still is the owner and in possession of certain real property in Dade County, Florida, more particularly bounded and described as follows:

The South 259 Feet of Government Lot 2, in Section 34, Township 57 South, Range 41 East, and the South 259 Feet of Government Lot 2, in Section 19, Township 57 South, Range 42 East, and Lots G, H and I, Second Amended Plat, Elliott's Key, Tropical Plantation Colony, as recorded in Plat Book B, page 165, of the Public Records of Dade County, Florida, comprising 90 acres of land more or less.

2. That on or about February 12, 1968, and on other days between that date and the commencement of this suit, in Dade County, Florida, Henry William Young, and/or Bill Young, Inc., individually and through their respective employees did wrongfully and unlawfully trespass on Plaintiff's property.

3. That the unlawful and wrongful acts of trespass were performed pursuant to direction of or contract with the City of Islandia.

4. That the land trespassed upon was and is presently used as a county park and is normally referred to as Elliott Key County Park.

5. That the unlawful and wrongful acts of trespass consisted of inter alia, the entry onto Plaintiff's land and the clearing, razing and destruction of approximately 6.3 acres of land and improvements thereon, which land was replete with hammock vegetation.

6. That while wrongfully clearing and scarifying the Plaintiff's land and improvements thereon, the Defendants, Henry William Young and/or Bill Young, Inc., through their respective employees did burn large portions of the bulldozed vegetation and that during said operation did open and clear fire lanes through Plaintiff's property.

7. That as a direct cause of the acts described, the Plaintiff's have been severely injured in that the following has occurred:

(A) The aesthetic and ecological value of the County park has been severely damaged.

(B) There has been a destruction of wildlife habitat and a severe impairment of park atmosphere, all to the present and continuing detriment of the Plaintiff.

(C) The moisture holding capacity of the soil has been seriously damaged and impaired by the burning and consequent removal of the soil's humus layer.

(D) The vegetation formerly growing within the wrongfully cleared area has been completely destroyed leaving no vestiges of living vegetation.

(E) The remaining vegetation in adjacent areas, once protected from the sea and other elements, now are exposed to constant erosion, wear and hazards incident to oceanic proximity without protection.

(F) The wrongful acts have upset the natural vegetation pattern in that the Australian Pine can now freely seed in and dominate the species composition.

(G) The damage, hereinabove alleged is continuing and cumulative in nature and increases with passage of time; therefore, the Plaintiff reserves the right to amend by the addition of new and additional damage claims as they become more apparent.

8. That in order to restore the ecological balance and aesthetic value to the damaged land, the Plaintiff must begin an extensive program of plant propagation and collection within the razed and scarified area, and peripheral thereto.

9. The Defendants and/or each of them, jointly and/or severally, did commit the described acts of entry upon and damage to the described property unlawfully and willfully, without regard to the property rights of the Plaintiff and with full knowledge, actual or constructive, that they had no right to do so, and with specific knowledge of the Plaintiff's desire to use their land for park and conservation purposes.

WHEREFORE, the Plaintiff demands judgment for real damages in excess of \$100,000.00, the exact amount which is yet undetermined and for punitive damages in the sum of \$200,000.00 plus all costs and attorney's fees. Plaintiff demands trial by jury.

THOMAS C. BRITTON,
County Attorney, Miami, Fla.
By JOSEPH D. KOMANSKY,
Assistant County Attorney.

Mr. MARTIN. Mr. Chairman, at this time we would like to call Mrs. Annabel H. Smith. Mrs. Smith is city clerk in the city of Islandia and she is also one of the property owners.

STATEMENT OF MRS. ANNABEL H. SMITH, CITY CLERK, ISLANDIA, FLA.

Mrs. SMITH. Mr. Chairman, I have already been introduced. I am Mrs. Annabel H. Smith, city clerk. I do not have a prepared statement of my own but I was asked to present the statement prepared by our mayor who is ill and could not come with us to this committee hearing.

Senator BURDICK. His statement will be made a part of the record in full.

(The statement referred to follows:)

STATEMENT OF RALPH A. FOSSEY, MAYOR, CITY OF ISLANDIA, FLA.

I am Ralph Fossey, Mayor of the City of Islandia, son of a former Mayor of the City of Miami. I have also served as Chairman of the Dade County Commission, Chairman of the Dade County Port Authority, and held many active offices in professional and civic organizations. This May I will celebrate my 60th year as a native Miamian. I speak not only as Mayor of the City of Islandia, but, far more importantly, as a concerned citizen of South Florida and our Nation.

Thank you for the opportunity of appearing before you to present facts that we feel should convince you and other custodians of our country's welfare that it is entirely unnecessary to expend millions of taxpayers dollars to put a City in deep freeze and seriously affect the ecology of Dade County and South Florida. We must keep a proper balance in the relationship between the distribution of human groups with reference to material resources and consequent social and cultural patterns.

There are about 800 of we property owners who collectively own about 4000 acres of upland.

Now these property owners are far more concerned about conserving the great water area surrounding us than any of the proponents because the waters surrounding our city is our greatest asset. These areas are already in the ownership and supervision of the State of Florida and we feel it is in good hands and should remain there.

The City of Islandia, comprising several off shore islands or keys, is located South of Miami off the South Dade County mainland. At the present time there are only 24 structures in the City. There have been extensive plans for fine developments. The most recent being the proposal by one of the Bostwick family

which they abandoned because of the threat of a National Monument. This was a beautifully planned cottage and marina complex which would have been a credit to the Nation. We have found that there is private money available for fine high class developments but as you all well know although money may not be a scarce item it is a scared item and will not go in "question mark" territories.

The legality of the City of Islandia has been attacked in the Circuit and District courts of Florida and at this point the courts have upheld the city in every instance. One of these suits was filed on behalf of the Audubon Society by an attorney who also represents at least one of the largest Hotels on Miami Beach.

The following I believe will indicate to you why we have consistently been upheld as a going concern. We are an established City!

The City of Islandia was created in 1961. It was the first of such actions by Metropolitan County Commission to help promote access to the islands for the purpose of developing the area, creating many needed jobs and giving an opportunity for many, many people to enjoy the swimming, sailing, snorkling, and all the other water oriented activities for which the area is admirably suited. As it is now, only those with sizable boats can enjoy this water area. There is nothing particularly unique about the area unless it be its location which puts it in reach of millions of new people expected in Southeast Florida in the reasonably near future.

The Metropolitan Planning Board working with the Metro Dade County Planning Department spent many months making an exhaustive study and plan for Dade County and produced a master plan for all of Dade County which included private development of the City of Islandia with several proposed accesses.

This plan dated 1963 was reviewed and tentatively approved by our Metro Commission. The County at our request also developed an overall plan for our City which we adopted in principle.

The latest general land use master plan for the county was approved by the Metro Dade County Commission on November 30, 1965. It is significant that the following notation appears on this approved plan and I quote "In approving the plan, the Board of County Commissioners held in abeyance any determination of planning policy regarding road accessways and land use proposals for the City of Islandia". So you see we are still a part of the Master Plan! This is further evidenced by the fact that the Dade County Planning Department, the official professional planners of our County, in their latest official maps include plans for development of the City of Islandia for example:

The map entitled "Proposed Service Areas" compiled January 1966 designates Islandia as one of these areas.

The Map entitled "Existing and Proposed Public School Facilities" revised August 1966 shows four elementary schools, one Junior High School and one Senior High School proposed for Islandia.

Ladies and Gentlemen, we are an established City.

The City of Islandia Charter was meticulously prepared by Park Campbell who was for over 25 years attorney for Dade County and whose firm is one of the most illustrious in our community.

The City has held 95 regular official council meetings and 51 official special meetings.

The City has its own voting District #238 set up by the County for County, State and Federal elections. Our City elections have all been held in the City on a voting machine in complete compliance with all State, County and City regulations.

The City has taken many steps to accomplish its goals creating a community second to none in the country.

Among the City's first official acts was to designate Islandia as a Bird Sanctuary and also prohibit the discharge of firearms within our City.

The City cooperated with the County in establishing a Special Park Fund. In an unprecedented action an agreement was reached whereby upon the sale of any submerged lands to the upland owner this owner is required to deposit an additional sum that is equal to 14% of such purchase price into this fund that must be used for park purposes only in our City. There is approximately \$40,000 in this fund to date and this from very restricted sales of bottomland.

The City retained a planner whose experience and originality is well recognized throughout the country. He will speak for himself and I believe the old Chinese proverb will well be proven—"one picture is worth 10,000 words"! Every effort will be made to so design and develop our city that full protection will be afforded our water oriented assets, as well as preserve as far as possible the natural state of the upland.

The City adopted the South Florida Building Code which we believe is the most protective and complete in the South. The City has a building Inspector and works in close harmony with our sister City across the Bay—Homestead.

The City has a library housed in a \$30,000 property.

The City has an active Chief of Police who in addition to the regular policing duties has been instrumental in saving several lives. A complete inspection of all the islands is made at least every other day. The City's telecommunication system has been in frequent use. However, we still have policing problems even as any other city or community.

The City has contracted with an Engineering firm which has been retained to advise the City, and supervise all public works projects underway or planned.

The City is presently improving a 120 Ft. right of way the length of Elliot Key which will eventually be a beautiful boulevard.

Many of the property owners are now contracting with this land clearing company to improve their lands to help eliminate mosquito and sand fly breeding areas which are now of grave concern to the State and County who have had the responsibility of trying to control these pests.

The Engineers have also been instructed to take all steps necessary to obtain the approach Southward to Key Largo, and at our last meeting reported they have completed sufficient studies to make necessary application to the proper government agencies.

I would like to point out that the City still has a right of way Deed granted by the State of Florida that has never been revoked. This easement was granted after many hours and days of hearings including a hearing held by the State in Dade County.

I hasten to add, however, that the City does not now contemplate the use of the above mentioned easement from the State but are now planning the connection to the South by trestle bridges only.

Goodbody and Co. have been selected as our fiscal agent to make the required financial presentations in funding the road and bridge project, and have completed considerable preliminary studies.

The City has taken the required initial steps to inform the U.S. Corps of Engineers of our willingness to underwrite and sponsor the study to improve and create a yacht channel from the inland waterway to the ocean to accommodate the many yachts requiring such a channel. This is a much needed facility and must be sponsored by a governmental agency.

The Florida Power and Light Company has been granted a 30 year franchise and they have already installed a plant to service a yacht club with ample capacity to serve other adjoining properties. They have also made preliminary plans for additional service to other areas.

It should also be emphasized that the professional planners and planning board of Dade County has not changed its recommendation nor has the professional staff of the Internal Improvement Board of the State of Florida changed their recommendations.

And I believe that without exception every city resolution presented in favor of this project was passed routinely without discussion or hearing.

A good example is the City of Coral Gables which with Homestead are the two largest municipalities in this district. The City of Coral Gables passed the initial resolution endorsing the National Monument without public hearing. They are now reversing their position after having held 2 scheduled hearings and having heard a full discussion of the question.

The City of Islandia since its inception has had a functioning City Hall on a full time basis we have a good City Administrator and although there have been the usual growing pains that come with planning and developing any new City, we are pleased but far from satisfied with our progress inspite of the restricting conditions imposed by the National Monument proposal.

The City currently has proposals from water companies to supply our city with water. They are under study.

We are a well established City.

I think it would be a very serious precedent to convert into a monument an established municipality which lies within the greater Miami Suburban complex and in the immediate path of growth. Especially on area which is such a necessary adjunct to the welfare and growth of South Dade mainland properties.

We have to think seriously of the ecology of all of South Florida (man as well as other animals) and keep it in proper balance.

Your consideration and understanding of our position regarding this Bill will be appreciated by many, many concerned citizens.

Thank you very much.

Mrs. SMITH. And I was asked, I think just out of courtesy, to give me some small part in this hearing, and if the chairman will accept the mayor's statement, he believes very logically the formation of the city to remove all doubt that we are a city and we were incorporated by Metropolitan Dade County and we have faithfully, since 1961, followed the provisions of the charter held by our city elections within the city limits. We have a special precinct set up, No. 238, by Dade County for those who have voting residences in the City of Miami. And the city manager thought I might be able to answer any questions that occur. I don't know what they would be but I am also the tax collector and city clerk and those things.

Senator BURDICK. Where were you born and raised?

Mrs. SMITH. In the State of Illinois. But I spent 23 years in Washington before I went to Miami in 1941, and I never want to leave the place.

Senator BURDICK. I have no questions. Thank you.

Mrs. SMITH. I believe that these 4,000 acres should be developed for the homes of men. It is eminently suitable for homes and when it comes to its present value, we have a foundation to create wealth on 4,000 acres of upland and its value is potential. But we could create a city and we would, if allowed to by private enterprise, have a city that would add tremendous wealth in tax revenue, all of which has been documented by the First Research Corp. It is all before this committee, and because I believe in the private ownership of property, I want to see Islandia developed. And with Mr. Fascell's permission—he is in the room—we were visiting and he mentioned that the tremendous increase in population expected in South Dade—his remark was, Where will we put them? And I said in Islandia, if it could be developed, is where they could go.

Thank you.

Senator BURDICK. Thank you.

Mr. MARTIN. Our next witness is Mrs. Fred Belland. Mrs. Fred Belland is one of our council members and she is also a property owner there of many years. This property has been in her family for many, many years.

STATEMENT OF MRS. FRED BELLAND, COUNCILWOMAN, ISLANDIA, FLA.

Mrs. BELLAND. Mr. Chairman, I thank you for this opportunity to be here today.

My name is Jean Belland and I am a resident of Dade County, Fla., and have lived there for over 30 years. I am also a property owner in the City of Islandia, where I hope and dream of someday building a home. This is a dream of 25 years ago when my late husband, Fred Belland, and I purchased the property I now own in Islandia.

Last year my taxes were almost \$15,000 which I paid, using over half of my husband's life insurance. Most of this tax money went to operate schools of Dade County and to pay for the operation of the Metro Dade County functions.

If you gentlemen pass the bill before you to make Islandia into a national monument, you will do the following things to over 800 property owners of Islandia and almost 1,200,000 residences of Dade County:

1. Increase Federal and State landownership in Dade County from over 58 percent to over 70 percent.

2. Duplicate the same type park as Everglades National Park, which is less than 12 miles away, and reported to be the second largest Federal park in the United States.

3. Place the burden and sources of our taxes for Dade County on less than 30 percent of its area to support over 2,000,000 people, projected, in approximately 8 years.

Please, gentlemen, we cannot afford to have millions of our tax dollars spent for duplicate services and parks in our county or our United States.

The Pennekamp State Park, which is adjoining and contiguous to Islandia, has approximately 25 miles of exact duplicate property, shoreline, bay water, and ocean waters.

May I ask you, as businessmen and as U.S. Senators, charged with the welfare of our country, to examine carefully the real issues at hand. I am sure that your public commonsense will dictate to your conscience that Dade County, which has over 58 percent of its area already in public ownership, does not need a total of over 70 percent of its area in public ownership.

I beg of you, gentlemen, as a taxpayer of the United States, the State of Florida, Dade County, and the city of Islandia, to please let the second largest national park and also eight other very large parks within a 12-mile radius of the city of Islandia, be sufficient park and recreation areas for Dade County. I am relatively sure that not one of you gentlemen have this burden of confiscation to bear in your own home area.

May I add further, gentlemen, that if you pass this bill in its present form, to take my property away from me, which is the basic estate my late husband left me, I can foresee the same hardships and complete financial bankruptcy that the owners of approximately 70,000 acres in Everglades National Park, which is still not paid for, have been and are enduring for the past 10 years.

I can see that no one will purchase my property and I can see that I will have to continue paying \$15,000 per year or more in taxes for over 10 to 15 years or lose my property on a tax lien.

As a widow, with very limited sources of income, it is obvious that I would be financially bankrupt in the time it takes to collect the moneys from the Park Service of the U.S. Government and then, gentlemen, I am sure that, through manipulation of appraisals and other procedures, I would not receive fair and just value for my property.

My problem is serious. If you pass this Fascell Biscayne National Monument bill before you, my problem will be one of survival and with complete loss of my entire holdings.

My oldest son, now fighting in Vietnam, would be completely disillusioned and bewildered as to the purpose of risking his life in that war if he returned home to find my life security and estate had been taken away by your passing this Biscayne National Monument bill. It would be difficult, if not impossible, for him to be sincere in repeating the last six words of our national Pledge of Allegiance to our flag, "With liberty and justice for all."

Thank you. And I believe you all have copies of what I have just read.

Senator BURDICK. Yes.

(Subsequent to the hearing, the following supplemental statement was submitted:)

SUPPLEMENTARY STATEMENT OF MRS. JEAN S. BELLAND, PROPERTY OWNER AND CITY COUNCILWOMAN, AND CITIZEN OF ISLANDIA, DADE COUNTY, FLA.

The attached drawings and description of a cottage village resort was prepared for my late husband and myself by E. Abraben Associates, Architects, as a guide for the development of our property on Elliott Key in Islandia.

As owner of a relatively large holding (over 100 acres) in Islandia, I would like to submit these materials in answer to charges that private owners plan to promote "industry" and "another Miami Beach" in Islandia.

To the contrary, those few of us who own parcels large enough for more than one homesite have gone to considerable expense to plan and provide for a low-density type of vacation villa development which would allow residential usage of the area and also provide recreational waterfront activities for the public.

Our City Council, at our urging some years ago, adopted and passed ordinances enacting the "modified Houston plan" which protects the City's waterfront from overcrowded, intensive building. The State of Florida, under the guidance of the State Board of Conservation, presently exercises complete control over fishing and utilization of waters and bay-bottom in the area.

It is obvious to us that the preservation of our clear waters and tropical setting is of utmost importance for optimum enjoyment of our island city, and we would be the last to destroy these assets.

It should be equally obvious that only a limited number of people could ever enjoy Islandia as long as there is no road access to the Islands. The City of Islandia proposal to build a road and bridge connection to the mainland via Key Largo would provide such road access by trestle bridges, with virtually no filling or dredging required.

As mentioned above, I own, together with my children, one of the few holdings in Islandia exceeding 100 acres. This property, together with our dreams and plans of utilizing it as an island villa resort, constitute the basic estate left my children and me by my late husband. If the Fascell Monument Bill is passed, we will undoubtedly lose it through taxes and inability to utilize it.

Last year, the taxes on this property exceeded \$14,000.00—over half the insurance left me by my husband. It is impossible for me to sell portions of the property to pay taxes on the remainder, or to sell the property in its entirety, as long as the Monument Bill is pending in Congress.

Judging from past performances, including the familiar experiences of nearby owners in Everglades National Park, the passage of this authorization Bill, with no appropriation contemplated by its proponents, and with a large backlog of demands on the Department of Interior's Land and Water Conservation Fund, would leave me in much the same position as I now find myself—the holder of property which can not be developed, sold, or mortgaged—and which the Federal Government, though claiming through an authorization Bill, is not willing to pay for by an appropriation Bill, nor prepared to pay for from Pork Barrel Funds from the Department of Interior budget. Meanwhile, heavy Metro taxes would continue from year to year.

The probability is that, if the Fascell Monument Bill is not defeated, my oldest son, Fred, who is now fighting in Viet Nam, would return home to find his father's estate gone, and his mother dependent on him for support.

Gentlemen, the Fascell Monument Bill is neither justified on its merits, nor just in its effects.

It would not add to public holdings any "unique" flora and fauna which are not already preserved in adjacent John Pennekamp Coral Reef State Park and Everglades National Park. Indeed, only 5% of the proposed Monument area is not already under the ownership and protection of the State of Florida.

The Fascell Monument Bill would be expensive—costing the Federal taxpayer over \$100 million through court condemnation proceedings. It would also remove from the Dade County tax rolls a potential source of \$8 million a year in taxes—to be provided instead by higher taxes on other Dade County property.

It would deprive South Dade County forever of the opportunity for a thriving mainland economy (jobs, income, business opportunities) based on realization of the recreational and resort potential of Islandia's off-shore islands.

Of course it would also relieve Miami Beach hotel interests of the fear of resort competition in South Dade County and promote the political careers of politicians who seek the votes of uninformed weekend conservationists—But Is That The Purpose Of National Monuments?

Gentlemen, I beg you not to treat the Fascell Monument Bill as "just another local Bill," but to look into its true merits, review the scientific and expert testimony in your records (as opposed to platitudinous statements by amateurs and administrative personnel), and vote for defeat of this unjustified and unjust Bill. Thank you.

(The plans referred to are in the files of the committee.)

Mr. MARTIN. Mr. Chairman, our last witness is Mr. Frank Pepper. Mr. Pepper is with Pepper Realty Co., which is one of the oldest if not the oldest real estate company in south Florida. He is also a property owner and director of the Islandia Chamber of Commerce.

STATEMENT OF FRANK PEPPER, PROPERTY OWNER AND DIRECTOR, ISLANDIA CHAMBER OF COMMERCE

Mr. PEPPER. Thank you, Mr. Chairman.

As an introduction, my name is Frank Pepper. I was born and raised in Dade County. My firm, Frank J. Pepper, Inc., realtors, is one of the oldest in Dade County. We were formed in 1893 by our founder, Mr. Frederick Morse, who was the land acquisition agent at that time for Mr. Flagler of the Florida East Coast Railroad. We handled, up until just recently, the Model Lane Co., the Flagler System, and Florida hotel property as exclusive agents in the south Florida area. Model Lane Co. was one of the major contributors to the establishment of the Everglades National Park. We were instrumental in helping this out.

In addition to myself being a realtor interested in property values in Dade County, a landowner of Islandia, I am also a very civic minded citizen, you might say, in that I am very active specifically in my community and am very impressed and very distressed at what is being done here. I am concerned with all of Dade County, what is happening to it, what should happen to it, what can happen to it.

I am one of the five members of the governing board of the Metro Transit Authority. I am active in the chamber of commerce. I have been on the board of directors of the American Red Cross, other civic groups. This is just to give you a background.

I am the secretary-treasurer of the Florida Waterways Association. I am active and very interested in what is happening to our county.

There would have been others here that would have testified also in addition to ourselves. I was called yesterday. I was over in Fort Myers. I got back to Miami at 3 o'clock and I came up here at 5, so I may be a little bit not really ready on this. I haven't been able to compose my thoughts as well as if I had enough time to do so. These others could have been here to testify also but due to various and sundry things, they were not able to.

The best thing really that we would have liked to have seen, I don't know whether it has been possible in the past, the fairest thing would have been possibly to have hearings on this in Dade County where the proponents and the opponents could testify before a committee or subcommittee. This we would have liked to have seen and you could have gotten a full picture of the pros and cons of this establishment of the Biscayne National Monument.

Mr. Philip W. Moore, a noted economist, made a summary report of the economic aspects of Islandia and he would have been here to prepare and give his own testimony. However, he could not be here. And I would like to represent him and also put in testimony and get this into the record, the statement of Zeke O'Farrell, president of Homestead, South Dade Chamber of Commerce. Both of these statements have to do with economic impact of the Biscayne National Monument, as to what it would do to the economy of Dade County, and what the economy—what the detrimental effects would be if this is proposed or as opposed to private development of the area.

Senator BURDICK. Without objection, they will be printed at the end of your remarks.

Mr. PEPPER. To give an idea as to what the city and the people over there have been trying to accomplish, they have been trying to accomplish something which would be a credit to the community and a credit to the county and an asset to all.

Now, in order to do this, they brought in such well-known firms as Wilbur Smith & Associates, Michael Baker & Associates, First Research Corp., and others who have undertaken studies in the years since 1954 as to the feasibility of developing these islands privately as a low density, high-class subtropical resort with recreational and home complexes along the lines of Key Biscayne to the north.

This is not and never has been contemplated to be developed into a Miami Beach concept of high rise hotels, congested areas and things like this. The primary consideration has always been and the plan has always been to develop these islands for the recreational use of Dade County and a low-density, Jamaican-type, Key Biscayne-type complex of low houses, tropical area, and so forth.

The similarity of the Islandia Keys to the Miami Beach area and existing waterfront property are very evident and the historical facts surrounding it are the same. Dade County and its development are largely tied up with the development of Miami Beach and later of Key Biscayne. Miami is a tourist-oriented facility which is based primarily on sunshine and waterfront. We all know this. Miami Beach at one time, Key Biscayne also, were remote areas. They were not developed until a causeway or road access was made available to them. As soon as this was done, development immediately started, with economic impact on the rest of Dade County tremendously because this is what brought the tourist people in and developed Dade County.

Since the development on this basis, industries have followed into Dade County to where Dade County is now one of the fastest growing metropolitan areas in the United States, possibly the whole world. We have a terrific problem there in establishing recreational facilities for these people that are going to be coming in.

Dade County to the north at present is inadequately serviced. Beach facilities, public beach facilities, public recreation facilities, by Haulover Beach to the north, a small facility, and by Crandon Park, by Key Biscayne. On the weekends going over to Crandon Park, I am sure Senator Holland and Mr. Fascell, anybody will concur in my observations, that the traffic on the highways going over to Crandon Park, major beach facility, are jampacked. They are backed up for hours possibly sometimes coming home. People in traffic jams trying

to get off the key after they have spent the day over there. The facilities are not adequate at the present time. Yet we are faced now with the development of Dade County, an additional population explosion of double in the next 10 years and double, double, double, to where we are anticipating populations from 2 to 4 million people within this century very easily.

The question arises primarily where are we going to provide the recreational facilities for these people? South Dade County has been stymied in its development because the people down there have not got beach facilities that they can go to or water-oriented recreational facilities which were the primary cause for the development of north Dade County and the city of Miami as a base.

If this area down here is to become the Biscayne National Monument, this will preclude the use of the Islandia area for the residents of south Dade County presently and the future millions that are coming in. It is going to preclude their use because admittedly there would be no road access over there. The only recreational facilities or swimming facilities will be very limited ones on the islands themselves.

Senator BURDICK. Just a minute. One of the previous witnesses testified that the shoreline is all coral, that it would cut people's feet.

Mr. PEPPER. That is correct.

Senator BURDICK. And infested with dangerous sharks and barracuda. They don't hang together.

Mr. PEPPER. That is correct, Senator Burdick. On the ocean side of Islandia itself the water is very shallow and goes out a great distance, very shallow. There are sharp coral outcroppings along the ocean side. A certain part of the bay side has these expanses of sandy bottom and this is devoid of marine life.

Now, the beaches shall be provided on the bay side. In addition to that, one of the original theories and possibilities would be a considerable area depending on what is to be done regarding access to Key Biscayne and Crandon Park. If a causeway were built across there, the shoulders of this causeway would produce some of the best swimming and boating facilities now available in Dade County. If this proposal were allowed to proceed to Elliott Key, a 7- or 8-mile causeway from, say, Black Point across the Sands Key, which was one of the original proposals, it would very limitedly disturb the ecology of Biscayne Bay. This has been proved by studies. It would only be 120 feet wide and what we are talking about is miles and miles of open water. The edges of these beaches could provide over 17 miles of good sandy beaches for swimming and boating.

Now, the bay side you do not have barracudas and sharks. On the ocean side you do. The ocean side is one of the areas which is being considered for preservation and this is a reef area, natural reef fishes, and things like that. Personally I have no objection to that and I think possibly if they want to preserve the reef sections out there and extend the Pennekamp State Park, this is fine. We have no objection to that whatsoever.

From the ocean side shoreline out as far as they want to go, no objection. What we object to is the taking of the islands themselves and utilization of this bare land in the Biscayne National Monument.

Senator BURDICK. This bay side wasn't developed fully before.

Mr. PEPPER. Was not developed before?

Senator BURDICK. I mean as to its availability for shoreline and sands, and so forth.

Mr. PEPPER. It is used now on weekends by——

Senator BURDICK. I say this point wasn't developed in the testimony.

Mr. PEPPER. No, it was not. It was not.

This area at the present time is very popular to boaters who go down there on weekends to these sand areas and camp offshore of our private lands, and use them as public facilities for their own public enjoyment. If they want this, then they should, or the Government should, in their wisdom buy the property and provide it for the boaters, but it is stymieing the development of Dade County and the future millions that are coming down there by developing this only for the boating public and the people who might go across there by boat. Opening it up by causeway or by road access makes it available to south Dade County and the people who now have to travel over 35 miles to Key Biscayne to the beach there. It is crowded now but what is it going to be like 10 or 15 years from now when we have such an increase in population.

Mr. Moore in his summary here makes a statement :

Boiling it down, it is evident from these studies by a number of experts that the islands making up the Islandia group are a natural resource for the economic growth of South Florida, and particularly Dade County, much as oil is a natural resource of Texas, diamonds a natural resource of South Africa, and so on. The conclusion of these studies is clear: If south Florida is denied the opportunity for the expansion and development of this property, seeing the present need of its citizens and its future visitors, then the economic costs to the area can be reckoned at in millions of dollars a week.

He has facts and figures in his presentation to support this conclusion.

He goes on to say that the astonishing growth of Dade County's population, approximately 1.2 million people in this relatively small area, leads the United States in urban rate of population growth, which I have touched on. The continuing dependence of Dade County on the tourist industry and on tourist-oriented natural resources, of which the area only has a limited supply, has also been brought out.

He says :

Note: Such is the economics of Dade County land that no new Dade public beach or recreation area of any size has been opened up since 1950. Since that time, Dade County population has increased over 100 percent, and tourist volume has increased over 300 percent.

This backs up my point, that we need these recreational facilities under private development and we need them for the economic good of south Dade County and for the development of south Dade County.

I could go on to the population growth factors of Dade County and the explosion and the need——

Senator BURDICK. That statement is already in the record.

Mr. PEPPER. Yes, sir; I think so. He says in his testimony :

For highest economical and social development, this county growth will absolutely require in the next twenty years, as the north part of Dade County required in the past twenty years, adequate recreational and beach resources, for mass recreation, which Islandia almost alone represents.

I have covered this.

"The northern part of Dade County was permitted to develop, in a free economy," and this is what we are to develop the southern part of Dade County.

I will try to sum up as quickly as I can because this will be going into the record, but I wanted to bring it to your attention, so I will not refer to this any more other than to state that it is a summary of the economic impact on the south Dade County and it is very important.

The mayor of South Dade Chamber of Commerce and Homestead, on the major factors that he brings out is the—let me just read it:

On the islands, Joe Blow, the man on the street who doesn't own a boat and wants to be able to ride to the beach, is for the most part unaware of the issues involved because he thinks they don't affect him directly.

This is a point we would like to get across to the public, the public in general is apathetic, but if the issues were made available to them, they could make up their decision, and we are sure that they would be opposed to the national monument in relation to private development for the good of all.

What we are talking about is a monument available to few as opposed to the development of all. The purposes of the park, as I understand it, are preservation and recreation. It is my understanding that most parks in the park system, and I have been to most of them, preserve something that is not duplicatable elsewhere, generally speaking. This pertains to the Redwoods and the Sequoias, Death Valley, Carlsbad Caverns, Grand Canyon, the Great Smokeys, Mt. Vernon National Monument, Fort Jefferson National Monument, these things.

This bill provides nothing which is not already duplicated in the Everglades National Park and Pennekamp State Park. They are talking about ecology. The fishlife which they are primarily talking about preserving can be done without the taking of the land itself if they want to do it that way.

I made these observations: If preservation of fishlife is necessary, confine the monument to the offshore reef areas and Biscayne Bay. The outline has no historical significance. There is no historical significance to make it a monument. The hardwoods and the undergrowth there are third and fourth generation growth and it is scrub primarily. Recreation aspects are better afforded by more people through private enterprise.

Now, to get into the payment for this monument if it is passed. No. 1 is the probability of payment. I am very intimately associated with the problems in the Everglades National Park. I represented people who had 10,800 acres that they purchased from our company back in 1957, just prior to the expansion of the boundaries of the Everglades National Park. We fought for 10 years with the assistance of Senator Holland and Congressman Fascell's office to obtain payment from the Government for these lands which were taken within the park confines, but were not appropriated. I mean, there was no appropriation made for them.

Finally last year, under threat of condemnation by the mortgage holders, a deal was finally made with the Interior Department to start funding and start purchasing this land.

Now, this is part of 94,000 acres which was not purchased, yet I understand there is still 70,000 to 75,000 acres in the Everglades National Park not purchased and pending. These people are still paying taxes.

I would like to submit this: If the Interior Department says that they are going to make priority for the Islandia National Park as to payment, what happens to all these other authorized projects—the Redwoods project, the Everglades National Park? The property owners in these areas that are clamoring for payment for their property? Is it my understanding that this land will automatically take precedence over these long-standing people that are still waiting for their money or are we going to get in line behind them and have to wait 10 years as we have in the Everglades National Park? Do you know that?

Senator BURDICK. That is a question the Department will have to answer.

Mr. PEPPER. This concerns us greatly.

Now, as to the cost estimate of \$25 million for this, I would like to call your attention to previous appraisals on the acquisition of national parks and monuments. They have been consistently low estimates by the Park Service. They have in almost 100 percent of the cases had to come back time and time again for supplemental appropriations. Their initial appraisal was too low.

I am in the real estate business and consider myself knowledgeable about prices and figures in the Dade County area. They are basing their prices for this land on acreage prices. When land was selling down here, the sales were made primarily on a waterfront foot basis and not on acreage price basis. In 1957 I purchased some property and property at that time was selling at from \$80 to \$90 per front foot on Islandia, Elliott Key. By 1960—this was prior to anything about a national monument—the price had gone up to \$200 to \$250 a front foot. From the time that the monument proposal was first introduced, sales have been at an absolute minimum. There has been no activity over there because of the threat of this monument proposal hanging over the area. And the values have been adversely affected.

Under present conditions, with no access to the property by road, but also with no monument proposal hanging over our heads, the present property values, the natural accretion of value over the period of time from 1960 to now, as measured against the increasing values of the balance of Dade County, the land values in Dade County, comparable waterfront property elsewhere, it is my considered opinion that prices at the present time on Elliott Key would be approximately \$500 a front foot. This would be very easy to establish.

To give you an example, the accessible waterfront now going in Miami Beach and up the coast varies from \$1,000 to \$10,000 a front foot. This is waterfront property. Recent sales on Key Biscayne of \$80,000 to \$100,000 per acre could be an acreage parallel if you desire an acreage parallel. Using the \$500 per front foot that I stated was the present valuation if it had been allowed to normally accrete in value, the approximately 26 miles of the waterfront we have in the Islandia chain, using this as a base cost, the cost would be approximately \$137 million now, not \$25 million.

Therefore, the true cost to establish the monument is likely to be closer to \$100 million, a figure that has been thrown out, than \$25 million. The owners of these properties, and I think this has been touched on before, the owners of these properties purchased this property in good faith, either for their own recreational use, future homesites, or for investment.

Now, it has been made to appear that investment in real estate is a reprehensible thing. This is not so. Investment in real estate is comparable to investment in anything else, as I am sure you are aware. There is no reason to believe that it is reprehensible to invest in stocks or invest in a business or anything else. Real estate is the same thing. Just because a person buys a piece of property with the expectation of realizing something in the future is not a bad thing.

Now, if the people of the United States want this property for any reason, then they should be required to pay what the owner could obtain from regular sources under normal conditions. The individual property owner should not be made to suffer for the benefit of the majority.

Mr. Chairman, if the 200 million people in the United States as represented by you and your committee cannot afford to pay the fair price for this property, then the whole idea should be dropped, or you should allow the normal development to proceed which will benefit all of Dade County and untold millions of people to come.

Let me suggest this: Please either abandon the whole monument proposal or exclude the land areas except for the park centers that might be needed on it and preserve the offshore reef areas for the establishment of the fish population and possibly the Biscayne Bay area. If you are going to go in and establish the national monument, please make provision for adequate payment to the people. Don't limit it to this \$25 million because this figure is too low. It will be too low and you are going to have to come back for supplemental appropriations.

And above all, please make some provision for timely payment of these funds for acquisition so it doesn't go over for a 10-year period and cause economic loss to the people who own the property now. And as a portion of that, in order to prevent these people from having their land taken through taxes, and these taxes are very high now, and the values decreased by that amount, maybe you could have a moratorium on taxes pending actual acquisition by the Government. These points I would like to make.

I would finish up and finalize by saying that Dade County cannot afford really to have this area as a national monument. We need this area developed by free and private enterprise into a recreational complex for the good of Dade County and for the millions of people that are going to come down there. There is nothing reprehensible in this and all the aspects of the area that they are talking about preserving are already evident in Everglades National Park and Pennekamp Park to the south and Reef Park. There is nothing new in this park area.

Senator BURDICK. I listened carefully to the opposition witnesses this morning and two different theories seem to have evolved. One is that this should not be made into a national monument because the islands are ideally suited not for fishing, not for swimming, not for anything else but living, and this is more or less a retirement area. Some 800 people have bought lots there. They intend to use this place to, I suppose, live out the rest of their days. That is one theory that has been advanced to the committee this morning.

The theory that you advance in your testimony is that Dade County in particular is running into or engaged in now a population explosion where literally millions and millions of people will be added to

the population in the next few years and there is a dire need for additional recreation areas because the beaches in Miami are filled, and there are very few places. Is this about what you testified to?

Mr. PEPPER. This is true.

Senator BURDICK. And your theory is that this Biscayne area is needed for recreation. Well, now, how can we have private ownership and retirement homes on one hand and recreation for the public on the other?

Mr. PEPPER. Senator Burdick, there is sufficient ground over there and sufficient land available to utilize both concepts.

Senator BURDICK. I understand we only have 4,000 acres of land.

Mr. PEPPER. Yes; that is right. But the area of Miami Beach is much less in actual area than the area of Islandia. The combined areas of Miami Beach and Key Biscayne are approximately equal to the area contained within Islandia. You are not going to get a great density of population on the development of Islandia for private residences. There will be a resort-type community like the Key Biscayne villas and things like this on a commercial development site. On the homesite that people would want to develop, these will probably be always garden-type houses and things like that.

Now, there is adequate room for the development of both commercial interests on nice garden-type areas, and for homesites, and the offshore areas, either on the bay side by developing beaches, or a causeway complex where artificial beaches would be provided. They would not be provided on the ocean side because of the coral aspect over there unless sand would be pumped in as has been done at Crandon Park on Key Biscayne.

Senator BURDICK. Do you know of any plans that have been promoted or proposed to make large beach areas available for public use?

Mr. PEPPER. Yes. The city of Islandia originally tried to promote and get built a causeway across Biscayne Bay, across what is known as the Featherbed Banks. This is approximately 8 miles across Biscayne Bay. This area would have been a causeway-and-bridge-type structure which would allow free flow of water but along the edges of this causeway there would be sand, and it would make excellent swimming beaches and excellent boating facilities for small boats just as being utilized at the present time by Rickenbacker Causeway leading from the Miami area over to Key Biscayne. This is a very popular area and very heavily utilized for this purpose. There is no reason at all to think that this can't be done as well with Islandia, and this was one of the plans.

Senator BURDICK. The beaches would be devoted to public use?

Mr. PEPPER. They would be devoted to public use; yes, sir.

Senator BURDICK. I would like to ask Mr. Martin if he has any specific plans along those lines.

Mr. MARTIN. Mr. Chairman, we have for many years, as a matter of fact. We have a right-of-way or, rather, we have deeds from the State of Florida for sufficient land to build a causeway from the mainland over to the city of Islandia. In other words, the State has already given to us deeds to—I don't recall what the width of the strip would be but it would be sufficient to build a causeway which would be approximately 7 or 8 miles from the mainland to the city of Islandia—and we had proposed in building that causeway that

there would be picnic areas, there would be launching ramps for launching small boats, and plenty of room there for fishing and swimming and that sort of thing.

In other words, 8 miles across and on both sides of the causeway, that would mean 16 miles of waterfront, that would be available for recreational purposes. And we would hope one of these days, that we can get the proper financing to build this causeway. If we can ever get the Department of the Interior off of our backs, keep them from holding this national monument concept over our heads, we could never get this causeway financed, and make it available for public recreational purposes as we are committed to do. One of the ways we were able to get title to the land for the causeway was by making a commitment to the State that we would set aside this recreational area on both sides of the causeway for fishing and swimming.

We also, may it please you, Mr. Chairman, have a \$25,000 study plan that was made by Wilbur Smith and Associates on this very proposal.

Senator BURDICK. Yes, but now let's assume for the moment that there is no causeway.

Mr. MARTIN. Yes, sir.

Senator BURDICK. Are any parts of the acres on the bay side dedicated for public use for recreation?

Mr. MARTIN. On the bay side at the present time?

Senator BURDICK. Apparently that is the only side that is available for swimming.

Mr. MARTIN. Well, of course, the county park, you have 90 acres of uplands already. And I believe 80 acres of submerged land that the county has there right now on the bay side of Islandia. And we also, may it please you, Mr. Chairman, we have an agreement with the county that whenever any property owner purchases submerged lands from the State of Florida, that automatically the property owner will make a donation of 15 percent of the total cost of the purchase into a joint trust account, jointly held by the city of Islandia and Metro Dade County, for the purpose of purchasing and building and constructing parks within the city of Islandia.

I don't have my figures in front of me but we already have thousands of dollars in that joint account right now.

Senator BURDICK. As I understand the picture—I have never seen the area—there are 4,000 acres of solid mass land and beyond that is submerged lands.

Mr. MARTIN. Yes, sir.

Senator BURDICK. Now, on the solid land mass portion that faces the bay side, can any of that land be used for public swimming or public recreation?

Mr. MARTIN. Oh, yes, it can be.

Senator BURDICK. Is it dedicated now for that or is it in private ownership?

Mr. MARTIN. Other than the reference I just made at the present time there has been no dedication made but the city of Islandia has gone on record some time back as being willing to set aside on the ocean a strip all the way down the ocean side for public recreation facilities.

Now, I don't mean that the people would be able to bathe—it's too rocky—but at least it could be used for picnicking and that sort of thing.

So we have tried in every way that we could to be generous insofar as the public was concerned.

Senator BURDICK. Would that take care of the millions that are coming over from the mainland?

Mr. MARTIN. Mr. Chairman, we contend that there won't be millions coming over there if they must ride a boat 7 miles there and 7 miles back.

Not only that, Mr. Chairman, but we again would like to remind you that in this immediate area there are many other facilities that are already available; yet they are not being properly maintained, because they don't have the money to maintain them.

Mr. PEPPER. I just want to elaborate a little bit on the proposal to grant this 17 miles—it wouldn't be 17 miles. I think the island is approximately 15 miles long, Elliott Key itself. The oceanside that is proposed to be given or granted or set aside for public uses—I think it was a 200-foot strip as I remember—for an oceanside highway going down there. Engineeringwise it is not impossible to create beaches on the oceanside. This could be done as has been done in other areas, by pumping sand from offshore areas onto the existing shoreline on the beach. It would be a difficult thing to do because there are no natural beaches there at the present time; but it is not an impossible situation. It has been done before. And if the governmental authorities want beaches and need beaches, which they will need, this can be done and will be done. The public beaches now have not always been in public ownership. They were in private ownership at one time but far-seeing, far-looking county government and municipal governments purchased these lands for public use as beaches—Haulover Beach, Crandon Park, and Key Biscayne. At most of Crandon Park and Key Biscayne, the beach area there in the park was donated by the property owners on Key Biscayne with the proviso that a causeway be built over there making Key Biscayne accessible to the mainland. This, of course, cut their additional property values, which is fine. There is nothing wrong with that at all. If this were a criterion, if the city of Islandia would have to provide the public property in order to get a causeway across, there would be no problem. The area is available for development for the good of the people in Dade County. It needs to be developed this way. It is economically feasible and it is engineeringwise feasible.

Senator BURDICK. Don't you recognize the counterpressures of people wanting to live there in retirement, though?

Mr. PEPPER. Yes.

Senator BURDICK. There is a counterpressure here.

Mr. PEPPER. We had the same thing on Miami Beach. We have residents on Miami Beach and we also have recreational facilities and we have economic or commercial facilities. All this can be fitted in, really.

Senator BURDICK. We went about a half hour longer than we should have, but I have been enlightened and I appreciate the testimony.

Mr. Pepper, as I stated earlier, the statements you submitted will be printed at this point.

(The statements referred to follow:)

ECONOMIC ASPECTS OF ISLANDIA—SUMMARY

Prepared by Philip W. Moore, Economist

1. In Dade County, Florida, it is proposed to take just over 100,000 acres of land and water (some 4,000 acres of land and 97,000 of water) of privately owned mangrove islands in Biscayne Bay, and to convert this into a National Monument.

2. These thirty-three islands, which taken together are officially and legally the City of Islandia, are owned by approximately 400 people who have been developing this property privately (and on an organized-community basis) over the past decade in an active way.

Economically, this is a small but viable entity, taken by itself. People live on these islands; there is a sizable State Park on the islands; there are several clubs and marinas located there. There are also a number of plans under way for the private development of these islands, as well as a number of significant plans extant for the development of the valuable water-front property on the Florida mainland touching the western border of the proposed National Monument.

3. A number of studies have been made over the years by national consulting firms as to the feasibility of developing these islands privately, and for connecting them to the mainland by a causeway, which plans include a causeway down the length of these islands. Such well-known firms as Wilbur Smith and Associates, Michael Baker and Associates, First Research Corporation and others have undertaken studies in the years since 1954 as to the feasibility of developing these islands privately as a low-density, high-class subtropical resort, recreational and home complex along the lines of Key Biscayne to the north.

4. The marked physical similarity of the larger Islandia Keys to Miami Beach and the expanses of existing water front property are self evident. The Islandia area contains approximately 11.3 square miles as compared to the present land area of 7.1 square miles of the City of Miami Beach and of 11.5 square miles for the entire Miami Beach area from Government Cut to the County boundary line at Golden Beach. It exceeds Miami Beach in usable ocean front and bay front property. Reference to historical data reveals that when Miami Beach development was first undertaken, most of the area was mangrove. Comparison of the ratio of mangrove in the proposed development to the original Miami Beach area would show a relative low percentage of mangrove. An example of this is Elliott Key with a land area of 4.8 square miles. The only appreciable amounts of mangrove shown by the U.S. Coast & Geodetic Survey of Elliott Key are a small area in the vicinity of Billy's Point, a thin band from Sawyer Cove, southwesterly to Biscayne Bay and two fringe areas at the southeast and southwest tip of Elliott Key.

5. Key Biscayne, lying some six miles to the north of the Islandia chain, was connected some two decades ago to the mainland by a causeway, and has currently been developed into an attractive tropical seaside resort area for visitors and homes. This has proved an unsurpassed and vitally-needed recreational boom to Dade County residents.

It might be noted here that Miami Beach some fifty years ago was similarly connected to the mainland. It should be noted that the mainland along the western edge of the bay also benefited economically in a major way from the growth of the island and tourist developments which were opened up by the causeways.

6. In the course of these detailed studies, a number of major economic background factors and projections were put together and supported in great detail. Some of the details from these reports, bearing out the economic importance of water-front development to Dade County's future and pointed out in the attached pages.

7. Boiling it down, it is evident from these studies by a number of experts that the islands making up the Islandia group are a natural resource for the economic growth of South Florida (and particularly Dade County) much as oil is a natural resource of Texas, diamonds a natural resource of South Africa and so on. The conclusion of these studies is clear. If South Florida is denied the opportunity for the expansion and development of this property, seeing the present need of its citizens and its future visitors, then the economic costs to the area can be reckoned at in millions of dollars a week.

8. To understand the above conclusion, the observer must recognize:
- the astonishing growth of Dade County's population. With approximately 1.2 million people in a relatively small area, it leads the U.S. in urban rate of population growth.
 - the almost unbelievable magnitude and growth of Dade County tourist economy.
 - the continuing dependence of Dade County on the tourist industry and on tourist-oriented natural resources, of which the area has only a limited supply.
 - the relatively small amount of Dade County land which is suitable for development into either homes or tourist plant.
 - In this context, present figures indicate that some 52% of Dade County acreage is in public—not private—hands.
 - the tremendous socio-economics slant needed for beaches and recreational facilities along the seaside for the present and future population of Dade County.

NOTE: Such is the economics of Dade County land, that no new Dade public beach or recreation area of any size, has been opened up since 1950. Since that time, Dade County population has increased over 100%, and tourist volume has increased over 300%.

- the fact that the needs of Dade County (recreationwise) are bursting at the seams, and that sufficient private developments to allow this (such as Islandia) have been held up for as long as 12 to 15 years while negotiations with municipal and regional groups have gone on.
- that only a few miles away, the Federal Government owns 3,506,000 acres in the form of the "Everglades National Park having within it much the same sort of attraction that the proposed National Monument already has, i.e. "the largest remaining sub-tropical wilderness in the United States; extensive fresh and salt water areas, open Everglades prairies, mangrove forests, abundant wild life including rare and colorful birds."—Source: National Parks and Land Marks, published by the National Park Surveys, Jan. 1966, Page 9.

9. As outlined above, Dade County's growth populationwise is huge, and leads the U.S. in metropolitan area expansion over the past several census periods.

In 1940 the Dade County population was 267,739, and by 1960 this had risen to 935,047, nearly a four-fold increase. At the present time, the Dade population is 1,200,000, and by 1975 the population is projected to be 2,433,000, double that of today. Such huge urban growth requires tremendous economic as well as recreational outlets.

10. South Dade County, which covers the lower half of the county, had a year ago a population of 86,000, and expects according to the planners, a population over 423,000 by 1985, a growth of almost six times in a twenty-year span. Islandia lies opposite south Dade County, and represents the natural outlet to ocean-oriented recreation.

Such growth of population is expected because that is the only area of Dade County in which there is landroom to grow. Dade County is not large. It has only a total area of 2,352 square miles, of which 1,372 square miles (or approximately 60%) is not subject to development. Within Dade County's boundaries, 650 square miles alone, over 25% of Dade County, is taken up by the Everglades National Park. There is only available for development in Dade County some 980 square miles, largely in south Dade County, on which to accommodate the additional one million persons projected for the county for 1985.

For highest economical and social development, this county growth will absolutely require, in the next twenty years—as the north part of Dade County required in the past twenty years—adequate recreational and beach resources, for mass recreation, which Islandia almost alone represents.

11. The northern part of Dade County was permitted to develop, in a free economy, by a combination of good transportation and causeways and beach construction, and this continued through the time of development of Key Biscayne, in 1949. A good portion of southern Dade County is still relatively a frontier and needs similar economic and recreational outlets.

It is proposed now however, via the Biscayne National Monument, apparently to require the southern half of the county (with the only developable land remaining) to restrict its growth and recreational potential. South Dade,

by itself faced with the potential addition of some half million people in the next twenty years, is apparently to be faced with the prospect of no beach front, no mass recreational area for the new population, no sea front and apparently with little tourist industry development of any type, with its ocean outlet cut off.

12. To give another idea of the size of Dade County, and of the bursting at the seams which both the population explosion and the tourist explosion has created, we could study auto traffic.

At the present moment, across a causeway similar as that proposed to Islandia, (i.e. Rickenbacker Causeway to Key Biscayne) flows a traffic of just over 11,000 cars a day, or some 4,000,000 cars per year. Over the Miami Beach causeways (three in number) flows daily some 85,000 cars, or some 28,000,000 per year. In the far south of the county, south of Florida City, traffic to the Keys on the average runs to just over 6,000 cars a day, or 2,000,000 a year in an immature area which is just starting to develop.

The firm of Wilbur Smith and Associates, expert traffic engineers, who have studied the proposed Islandia causeway several times, projected a first-year traffic picture after the proposed causeway was opened, of some 875,000 cars per year. These figures all are in indication of some of the tremendous explosive forces within the tourist industry and the great population growth of Dade County which now requires a variety of socio-economic slant outlets of various types, particularly for mass recreation, on a large scale.

13. It has been projected, in several earlier studies, that the proposed tourist and private development of Islandia would require an investment of between \$375 million and \$500 million over a twenty-year span.

a. Tourist income from Islandia alone would bring an income from tourism of \$2.3 million to \$3.5 million annually.

b. Tax levels from Islandia would reach a figure (payable to Dade County to finance its necessary growth and to serve a huge population) of almost \$7.5 million annually after the initial twenty-year period has been passed.

c. The loss of such income to the county and to the tourist industry would be irreparable.

d. It should be pointed out here that of the personal income of Dade County (some \$3 billion) that tourist-oriented activities account for 30%, or approximately \$900,000,000 annually, from one source and another. This percentage is the highest for any major U.S. county, and shows what an estimated 3,000,000 tourists per year can spend.

ANALYSIS OF SELECTED ECONOMIC INDICATORS, SOUTH DADE AREA, 1965-85

| | 1965 | 1985 | Total increase during 1965-85 | Increase attributable to port activities ¹ | | Increase attributable to Islandia project | |
|---------------------------------|--------|---------|--|--|---|--|---|
| | | | | Number | As a percent of total increase | Number | As a percent of total increase |
| Population..... | 86,000 | 523,000 | 437,000 | 102,400 | 23.4 | 21,000 | 4.8 |
| Number of housing units..... | 25,930 | 163,500 | 137,570 | 32,000 | 23.3 | 7,000 | 5.1 |
| Number of jobs available..... | 17,680 | 167,680 | 150,000 | 32,000 | 21.3 | ² 6,000 | 4.0 |
| Personal income (millions)..... | \$202 | \$1,932 | \$1,730 | \$384 | 22.2 | ³ \$161 | 9.3 |
| Retail sales (millions)..... | \$125 | \$1,140 | \$1,015 | \$226 | 22.3 | ⁴ \$120 | 11.8 |
| Savings (millions)..... | \$47 | \$520 | \$473 | \$104 | 22.0 | \$37 | 7.8 |
| Number of automobiles..... | 27,350 | 228,900 | 201,550 | 44,800 | 22.2 | 14,000 | 6.9 |

¹ See separate schedule of port activities in table A-3.

² Including only direct number of jobs created in Islandia.

³ Includes income of permanent residents of Islandia as well as that of persons employed in Islandia.

⁴ Includes potential retail expenditures of tourists, permanent residents of Islandia and persons employed in Islandia.

Note: Estimated total investment required to finance desired industrial and commercial expansion during 1965-85 period—\$1,300,000.

Source: First Research Corp.

14. Economically, the Islandia area represents the only outlet to the sea for the southern half of Dade County, and for the tremendously growing population which makes up the permanent populace of Dade County. This will require very large investment by private and by municipal sources.

These hundreds of thousands will require beaches, public recreational areas, reachable by automobile, by causeway, and by highway. Economically and financially, any suggestions to reach proposed beach areas by boat is not within the range of 90% of the population of Dade County, despite the growing popularity of boats.

15. The only answer to this type of large recreational development and to maintenance and growth of the vital tourist industry in South Dade is large private investment, on a continuing scale, similar to the developments of Miami Beach and Key Biscayne in the immediate area.

To deny to such an exploding area its economically proper access to the sea or to deny the development of these areas, in the cause of conservation alone, would seriously affect the economic structure of Dade County and put an economic and financial burden on hundreds of thousands of citizens of Florida. The cost of non-development carries too high a cost.

In addition, it would mean a stifling, by official fiat, of the economic future of the tourist industry, by denying the industry access to its own natural resources, which cannot be manufactured elsewhere. As has been pointed out, the tourist industry is the heartblood of the economy of Dade County in South Florida, and tourism is a mass business.

16. It can be pointed out, in addition, that a number of official groups have studied and planned for the Islandia development. In the Dade County Master Land Use Plan, completed in 1966, Islandia is called "low-density tourist and residential area with adequate provision for public parks and recreational facilities to serve the whole country." The Islandia causeway and the commercial development of Islandia is an integral part of the Master Land Use maps of Dade County. The development is therefore considered by planning professionals as being in the best interests of the citizens of the county.

The highest and best use of the land is for low density, high-quality commercial tourist developments, available to the many and to the multitudes via road and auto access, not to the few who might be able to approach the mangrove islands by boat, in good weather, when permitted, or by ferry in small numbers.

17. The highest and best economic use of the islands in the Islandia chain therefore, for the interests of the many and increasing citizens of Dade County lies in its development as a planned, carefully controlled private development. Incidentally, the aim of development on Islandia has been for conserving natural factors and beauty.

It should be pointed out, further, that the current land use plan and the current commercial plans for Islandia (backed editorially by the major newspaper) have always included a substantial State Park—already in existence—large recreation areas, public access to the water front, and recreational activities for the thousands of residents and tourists who should not be denied these rights. The loss of such socio-economic benefits, and the cost to the county in revenues lost is incalculable.

STATEMENT OF ZEKE C. O'FARRELL, PRESIDENT, HOMESTEAD-SOUTH DADE
CHAMBER OF COMMERCE

I am Zeke O'Farrell, President of the Homestead-South Dade Chamber of Commerce. I appreciate the opportunity and privilege of appearing before you on this important matter.

A couple of years ago an editorial in the Miami Herald asked: "Is South Dade to become an aquatic Appalachia?" The question was prompted by then current reports that Homestead Air Force Base might be sharply curtailed or phased out.

The Air Base, with some 10,000 military personnel plus dependents and civilian employees, is an important segment of the economy of Homestead and South Dade County.

As it turned out, the Base was not reduced, but the possibility that it might be, prompted the newspaper to warn that: "In the long future Florida communities will have to look to the time when military bases yield to obsolescence or new tactics. It would be equally prudent in the Homestead area to plan broadly for the time when this may happen in South Dade."

The Herald editorial went on to ask this question: "Is Metro Commission wise, then, in encouraging the nationalization in a public park of the whole South Biscayne Bay area? Is South Dade to become an aquatic Appalachia? It could happen."

Gentlemen, we hope not. That is why we are here—to ask you not to let South Dade become an aquatic Appalachia—a depressed area in the heart of the fastest growing state in the Union.

Our fate is in your hands. If you create a National Monument of Islandia, Homestead and South Dade will be virtually surrounded by parks and cut off from the mainstream of Florida growth, which is intimately linked to the development of offshore residential and resort islands. At this point, gentlemen, I would like to interpolate a personal observation. All this talk about ruining the “delicate ecology” of South Biscayne Bay leaves me cold. Certainly the building of a trestle-bridge causeway, or a channel for boats, should be done with due regard for its effect on conservation. Every effort should be made to disturb the ecology of the bay as little as possible, but it seems to be the attitude of the proponents of this National Monument “that thou shalt not touch a single reed or mangrove”!

Isn't the entire history of mankind based on a continuing struggle to alter the natural ecology of the earth to suit the peculiar needs of man?

Everything we produce—food, clothing, shelter of whatever—is the result of a process of altering our natural environment, whether by plowing a furrow to grow grain, eliminating mosquitos to prevent disease or mining gold to send to Charles DeGaulle.

If we hadn't succeeded over the centuries in disturbing the natural order of things we'd all still be living in caves!

But enough of philosophy. Perhaps you get the idea from the proponents of the Monument that practically everyone is in favor of it. Well, this is not the case in South Dade County. In March of 1966 our Chamber of Commerce circulated a petition, with little or no publicity behind it, that produced over a thousand signatures against the Monument in two weeks. These petitions were forwarded at the time to Rep. Fascell.

Conservationists are a well organized group; they will write letters and cards or telegrams—at the slightest signal from their leaders.

On the other hand, Joe Blow, the man on the street who doesn't own a boat and wants to be able to drive his family to the beach, is for the most part unaware of the issues involved because he thinks they don't affect him directly. When it is explained to him he is happy to sign a petition against the nationalization, as the Miami Herald put it, of South Biscayne Bay.

Nor, as a matter of fact, are all conservationists solidly lined up in favor of the National Monument, as proposed, without providing access for people in automobiles. John Pennekamp, Dean of Florida conservationists, is the man generally credited with being the motivating force behind the Everglades National Park. John Pennekamp Coral Reef State Park, which abuts Islandia on the south, was named in his honor. On March 9, 1967, John Pennekamp wrote in his column in the Miami Herald:

“Monument or developed, the islands should be the base for one of South Florida's and the world's finest showplaces—a 17-mile oceanfront drive, beaches of almost equal extent (on the bay side) and the best in conservation planning.

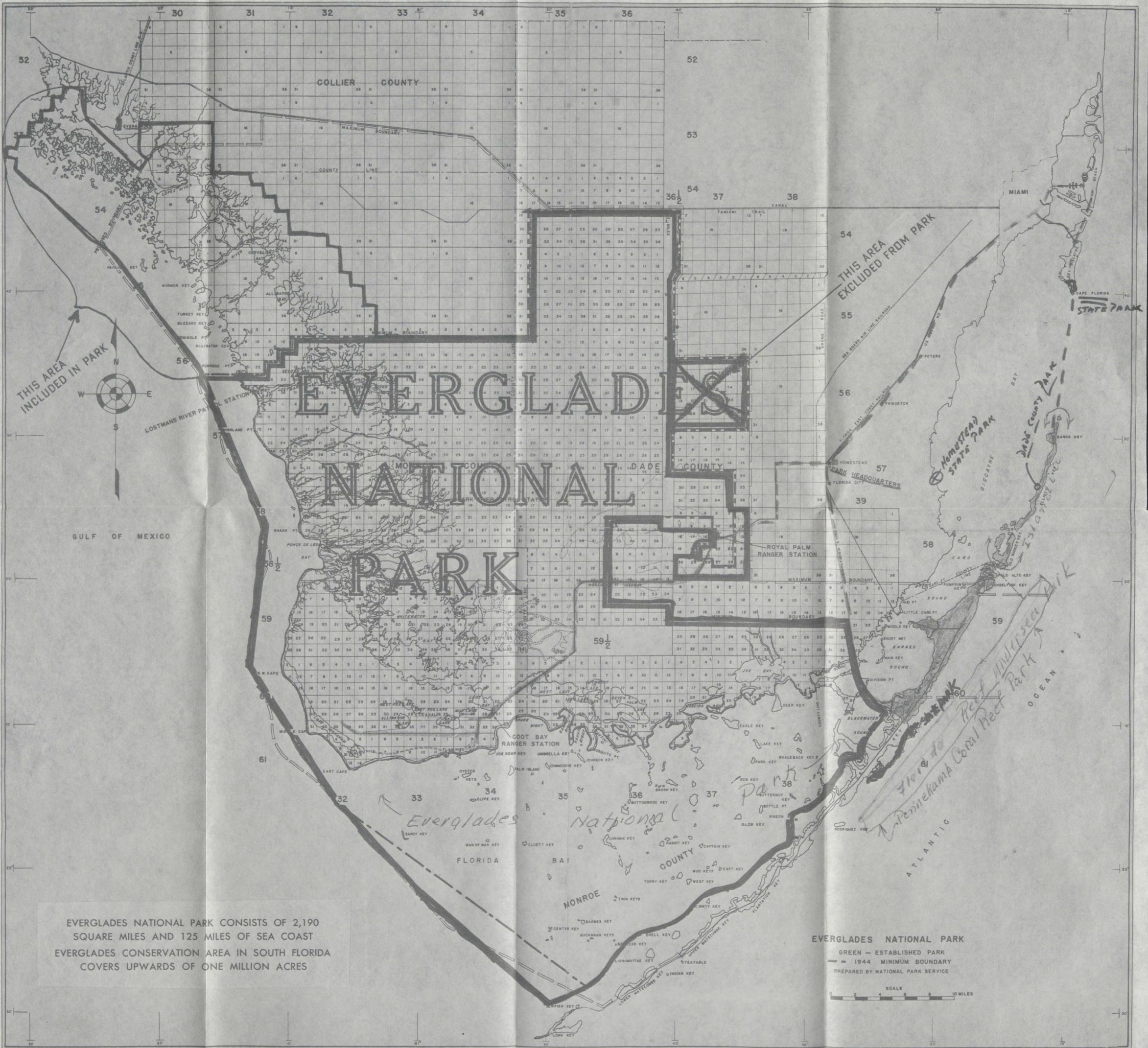
“Access to the islands must be by bridge, and it is difficult to understand the determined opposition to any such structure. “If the experts haven't yet acquired sufficient knowledge to build one with a minimum of injury to the bay, its ecology, its water and its bottom, then they should give up. “Without a bridge there can be no road or beaches to fill the area's growing void, except that it can, as now, remain accessible only to a handful of boat owners.”

It is to have easy access to these beaches and the scenic drive that would be created on Islandia that our Chamber is dedicated, not just for the economic value to the area, but to provide recreational opportunities for the most people, as well.

No less an authority than Randolph Hodges, Director of the Florida State Conservation Department, has stated that a properly designed causeway could be built to Islandia which would not destroy the bay from a biological standpoint.

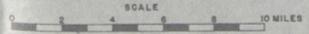
One of the critical shortages in Dade County, according to the Marine Council of the Miami-Dade County Chamber of Commerce, is for marinas and boat slips. This need would be met by the development of Islandia.

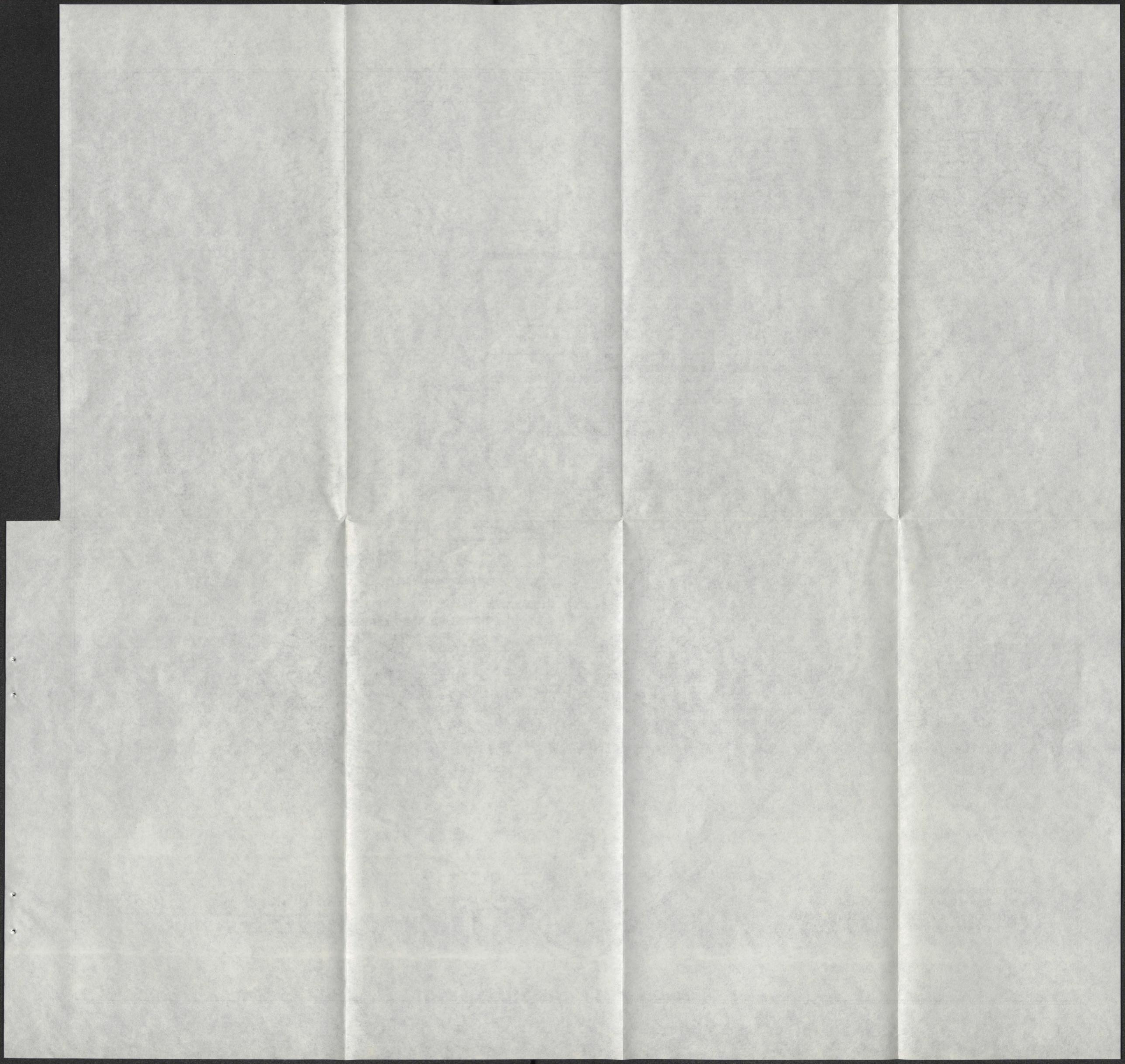
For instance, on January 15, 1967, the New York Times carried a banner-line story about a “\$6-Million 200-Boat Marina Planned South of Miami” on Elliott Key, Islandia. The announcement said it would be “the world's finest Marina development.”



EVERGLADES NATIONAL PARK CONSISTS OF 2,190 SQUARE MILES AND 125 MILES OF SEA COAST
 EVERGLADES CONSERVATION AREA IN SOUTH FLORIDA COVERS UPWARDS OF ONE MILLION ACRES

EVERGLADES NATIONAL PARK
 GREEN - ESTABLISHED PARK
 - - - 1944 MINIMUM BOUNDARY
 PREPARED BY NATIONAL PARK SERVICE





Just five months later, on June 14, 1967, the Miami Herald revealed that the backers of the marina-hotel resort project had abandoned their plans "citing concern that the federal government will take the island-chain city for a National Monument." It was intimated that the \$6 million would go into a project in the Bahamas, along with 200 boat slips badly needed in the Miami area.

It is heartbreaking when you are trying to "plan broadly" for the future, as the Miami Herald advised in its editorial, to find your hopes and aspirations frustrated at every turn. Homestead and South Dade need a properly developed Islandia to provide resort recreation areas for millions of tourists and new permanent residents—and jobs for our children—in the years to come.

Please don't turn South Dade into an "aquatic Appalachia."

Senator BURDICK. Is there anything further now before we close?

Mr. MARTIN. Mr. Chairman, I just would like to remind the committee that the city of Islandia has already adopted the modified Houston plan which precludes building along the waterfront on the bay. In other words, we can't build immediately adjacent to the waterway in accordance with our city plan.

Senator BURDICK. Some zoning along that line.

Mr. MARTIN. Yes, sir. We would have very strict zoning, and also the city has 109 acres already for public use.

Senator BURDICK. Thank you.

Mr. MARTIN. Mr. Chairman, on behalf of the opponents of this bill, we wish to sincerely express our appreciation for your generosity and the time which you have given us, and your very close attention. We are most pleased for the courtesies you have shown to us, and we are delighted to have had this opportunity to make this presentation. And with this closing remark, we ask that this committee inasmuch as this is such a controversial bill and since there is so much more information that this committee should have available to it, that inasmuch as this committee is entitled to know the feelings on the part of Dade County on whether or not they want a national monument down there, we respectfully request that this matter be deferred until some later date and until a referendum can be held in Dade County during the coming November election. The election is not many weeks away and then, gentlemen, you could have the answer. You will know what the people of Dade County and south Florida want.

Thank you again very much, sir.

Senator BURDICK. Thank you.

Mr. FASCELL. Mr. Chairman, I just wanted to add my appreciation to the committee and to you for taking the time and making all this time available and taking a great deal of interest in a very important project. The referendum the gentleman refers to will take place in November. I am part of it. Thank you very much, Mr. Chairman.

Senator BURDICK. Thank you, Mr. Martin and Mr. Fascell. And all the additional statements and information you have turned in, Mr. Martin, will be included in the hearing record at this point.

(The data referred to follow :)

QUESTION NO. 1—IS ISLANDIA NATIONAL PARK DESIRABLE OR PRACTICAL?

Page 1-B of the Miami Herald of April 20, 1963, reported that the U.S. Department of Interior was "very interested" in acquiring the City of Islandia for a national park. On Page 2-B of the same issue of the Herald, the Metro Planning Department boasted of great growth in South Dade and predicted that the City of Islandia would have a population of 26,700 by 1985. This is certainly inconsistent and confusing.

Islandia as a National Park is economic suicide for Metro Dade County in that it would remove forever from Dade County one of the greatest employment and tax producing potentials in the entire area.

Already more than 58% of Dade County is "public" and irrevocably removed from any possible urbanization or development. From the Metro Land Use Study of January 1961 the following is quoted:

| | |
|---|----------------------------------|
| Conservation Area #3 (Flood Control District) | 368 Sq. Mi., 15.6% of Dade Co. |
| Everglades National Park (within Dade Co.) | 659 Sq. Mi., 27.6% of Dade Co. |
| Ocean and Bay Waters (Public Domain) | 354 Sq. Mi., 15.1% of Dade Co. |
| Total | 1,381 Sq. Mi., 58.3% of Dade Co. |

¹ Metro Planning Department Land Use Study of January 1961.

(These figures do *not* include the more than 5,000 acres of existing or reserved Dade County parks such as Greynolds, Bakers Haulover, Crandon, Homestead, etc., or the 1,700 acres in Interama; or the 6,000+ acres in airports; or any of the municipal parks; or any of the public golf courses; or the land occupied by schools, public safety facilities, libraries, etc.)

Within 12 miles of Islandia is Everglades National Park, third largest National Park in the United States; within 4 miles of Islandia is Pennekamp Ocean Reef Park; within 14 miles of Islandia is the new 2,200 acre oceanfront Key Largo State Park; within 8 miles of the center of Islandia, Dade County already owns approximately 3,000 acres of public park land, less than 2% of which has been developed; in Islandia, itself, Dade owns 93 acres of ocean-to-bay park with an additional 80 acres of submerged land, and the City owns 109 acres reserved for public municipal use. The Islandia Causeway will provide 10 miles of public shoulder beaches similar to Rickenbacker Causeway.

In finalizing their report, the Planning Department noted that of the non-public lands remaining in Dade County:

326 Sq. Mi. or 13.9% of Dade Co. were non urban and not readily developable.

455 Sq. Mi. or 19.3% of Dade Co. were non urban and developable.

199 Sq. Mi. or 8.5% of Dade Co. were urban and developable.

In Summary, only 27.8% of Dade County area is available to accommodate the 2,500,000 citizens predicted for 1985.

QUESTION NO. 2—CAN DADE COUNTY AFFORD TO PAY \$662,700,000.00 PER YEAR FOR A NATIONAL PARK AT ISLANDIA?

First Research Corporation² in analyzing the economic potential of the Islandia area predicted that these lands, fully developed by private enterprise, would ultimately produce for Dade County \$8,700,000.00 *per year* in *new* net county *taxes*; and, \$654,000,000.00 *per year* in *new* community *income*.

We should ask ourselves—our political and business leaders—"Can we afford to let the Federal Government buy an area predicted to produce \$1,815,616.43 *per day* in new Dade County taxes and community income?"

More than 58% of Dade County is already in "public" ownership.³

Less than 28% of Dade County is available and suitable for private development according to Metro Planning Department's own figures!

² First Research report, March 1957 to Elliott Key Improvement Ass'n.

³ Metro Planning Department Land Use Study of January, 1961.

ISLANDIA CHAMBER OF COMMERCE, Suite 201, 3001 Ponce de Leon Blvd., Coral Gables, Florida

GUIDE TO F.C.D RECREATION IN THE EVERGLADES

| <u>ALL SITES</u> <u>HUNTING</u> - <u>FISHING</u> (SEASONAL) (YEAR-ROUND) | | BOAT RAMPS | PICNIC AREA | CAMPING AREA | NATURE TRAIL | CONCESSION (FOOD, DRINK, ETC.) | RENTAL BOATS MOTORBOATS | SWAMP VEHICLE ACCESS | GUIDE SERVICE | SIGHTSEEING BOAT | AIRCRAFT RIDES |
|--|--------------------------------------|------------|-------------|--------------|--------------|-----------------------------------|----------------------------|-------------------------|---------------|---------------------|----------------------------|
| SITE | LOCATION (SEE MAPS) | | | | | | | | | | |
| 1 | U.S. 27, AT ANDYTOWN | ■ | | | | | | | | | |
| 2 | U.S. 27, NORTH OF ANDYTOWN | ■ | ■ | ■ | | ■ | ■ | ■ | ■ | | ■ |
| 3 | U.S. 27, S.E. OF TERRYTOWN | ■ | ■ | | | | | | | | |
| 5 | U.S. 441, 6 MILES E. OF BELLE GLADE | ■ | | | | | | | | | |
| 6 | U.S. 441, TWENTY-MILE BEND | ■ | ■ | | | | | | | | |
| 8 | S.R. 7, WILDLIFE REFUGE | ■ | | | ■ | | | | | | |
| 9 | HILLSBORO CANAL W. OF S.R. 7 | ■ | ■ | | | ■ | ■ | ■ | ■ | ■ | ■ |
| 13 | U.S. 27, S. OF ANDYTOWN | ■ | ■ | ■ | | ■ | ■ | ■ | ■ | ■ | ■ |
| 14 | TAMIAMI TRAIL W. OF MIAMI | ■ | ■ | | | ■ | | | | | |
| 19 | U.S. 27, W. OF TERRYTOWN | | | | | | | ■ | | | |
| 20 | S.R. 27, 2 MI. N. OF TAMIAMI TRAIL | ■ | ■ | | | | | | | | |
| 21 | S.R. 27, AND MIAMI CANAL | ■ | | | | ■ | ■ | | ■ | | |
| 22 | SPILLWAY BETWEEN ANDYTOWN, TERRYTOWN | ■ | | | | | | | | | |
| 23 | S.R. 84 AT NEW RIVER CANAL | | ■ | | | | | | | | |
| 25 | U.S. 27, S. OF ANDYTOWN | | ■ | | | | | | | | |
| 26 | U.S. 27, S. OF ANDYTOWN | | ■ | | | | | | | | |
| 27 | MIAMI CANAL, N.W. OF S.R. 27 | ■ | | | | ■ | ■ | | ■ | | |
| 28 | U.S. 27, S. OF ANDYTOWN 14 MILES | ■ | ■ | ■ | ■ | | | | | | |
| 29 | TRAIL RANGE, S.R. 27 & TAMIAMI TRAIL | | | | | | | | | | SKEET, TRAP, PISTOL, RIFLE |
| 30 | TAMIAMI TRAIL, 17 MILES W. OF MIAMI | | ■ | | | | | | | | ■ |
| 31 | TAMIAMI TRAIL AND L-31 | ■ | | | | | | | | | |
| 32 | TAMIAMI TRAIL, SPILLWAYS 12C-12D | ■ | | | | | | | | | ■ |
| 33 | U.S. 27 NEAR TERRYTOWN | | | | | | | ■ | | | |
| 34 | U.S. 27 BETWEEN ANDYTOWN, TERRYTOWN | ■ | | | | | | | | | |

HIKING (ON LEVEES OPEN TO PEDESTRIANS), NATURE STUDY, SHELL COLLECTING, PHOTOGRAPHY, ETC., ARE AVAILABLE AT ALL SITES.

(INFORMATION ON FISHING AND HUNTING REGULATIONS CAN BE OBTAINED FROM THE FLA. GAME AND FRESH WATER FISH COMMISSION.)

to the recreation minded

Water, wildlife and a favorable climate, closely related features of peninsular Florida, have provided a natural setting for outdoor recreational opportunities.

Central and Southern Florida Flood Control District (FCD) Governing Board members, charged with water management in an 18-county area more than three times the size of Connecticut, have had no desire to barricade vast wilderness or waterways from the public.

In cooperation with state, local and federal agencies, and private enterprise, the FCD has been moving recreation forward.

Water control practices to protect man and conserve water for him have gone hand-in-hand with recreational development, and, by design, the FCD now has an "open outdoor policy."

Aside from limitations imposed by economics, necessary flood control structures, safety factors and public utility easements, the only restrictions on public lands within the FCD are the boating, fishing and hunting regulations of state and federal agencies. Even privately-owned lands within the FCD have been opened to outdoorsmen by generous owners.

More than 50 recreational sites now are open to the public on lands within FCD jurisdiction. Plans call for an additional 100 sites throughout the 15,500-square-mile district.

Many of the existing recreational sites are in Everglades Conservation Areas, preserved in a wilderness state but used as a huge water storage facility by the FCD as part of its mammoth project.

Created early in the FCD's history, the water conservation areas are the only South Florida Everglades open to hunters, airboaters and swamp vehicle operators. Fishing is permitted year-around. Boating is limited only by terrain. Hundreds of miles of levees are open to foot traffic; some to vehicles.

Realizing the potential that existed for outdoor rec-

reation, the FCD early in 1952, just three years after its formation, entered into a cooperative agreement with the Florida Game and Fresh Water Fish Commission. The pact provided for wildlife supervision of Everglades Conservation Areas 2 and 3, now known as Everglades Wildlife Management Area.

Under the arrangement, the Commission agreed to manage the 1,124-square mile area for the preservation, protection and propagation of fish and wildlife.

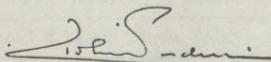
But the FCD holds jurisdiction over the land and, in opening the wilderness to the public, follows a policy which allows use of the water and land under controlled conditions so that wildlife and natural beauty are enjoyed, but not despoiled.

In addition to the game and fish agency, the FCD has cooperated with federal agencies, such as the U. S. Fish and Wildlife Service which operates Conservation Area 1 as the Loxahatchee National Wildlife Refuge; the Florida Outdoor Recreational Development Council (State Cabinet), the State Outdoor Recreational Planning Committee, the State Road Department, the State Board of Parks and Historical Memorials, the State Board of Conservation, and the Florida Development Commission.

Population of the Flood Control District increased from 804,000 in 1950 to an estimated 2,500,000 in 1967 — more than 40 per cent of the population of the entire State. In addition, the central and southern part of Florida attracts millions of tourists annually. Outdoor recreation is sought by many Floridians and visitors.

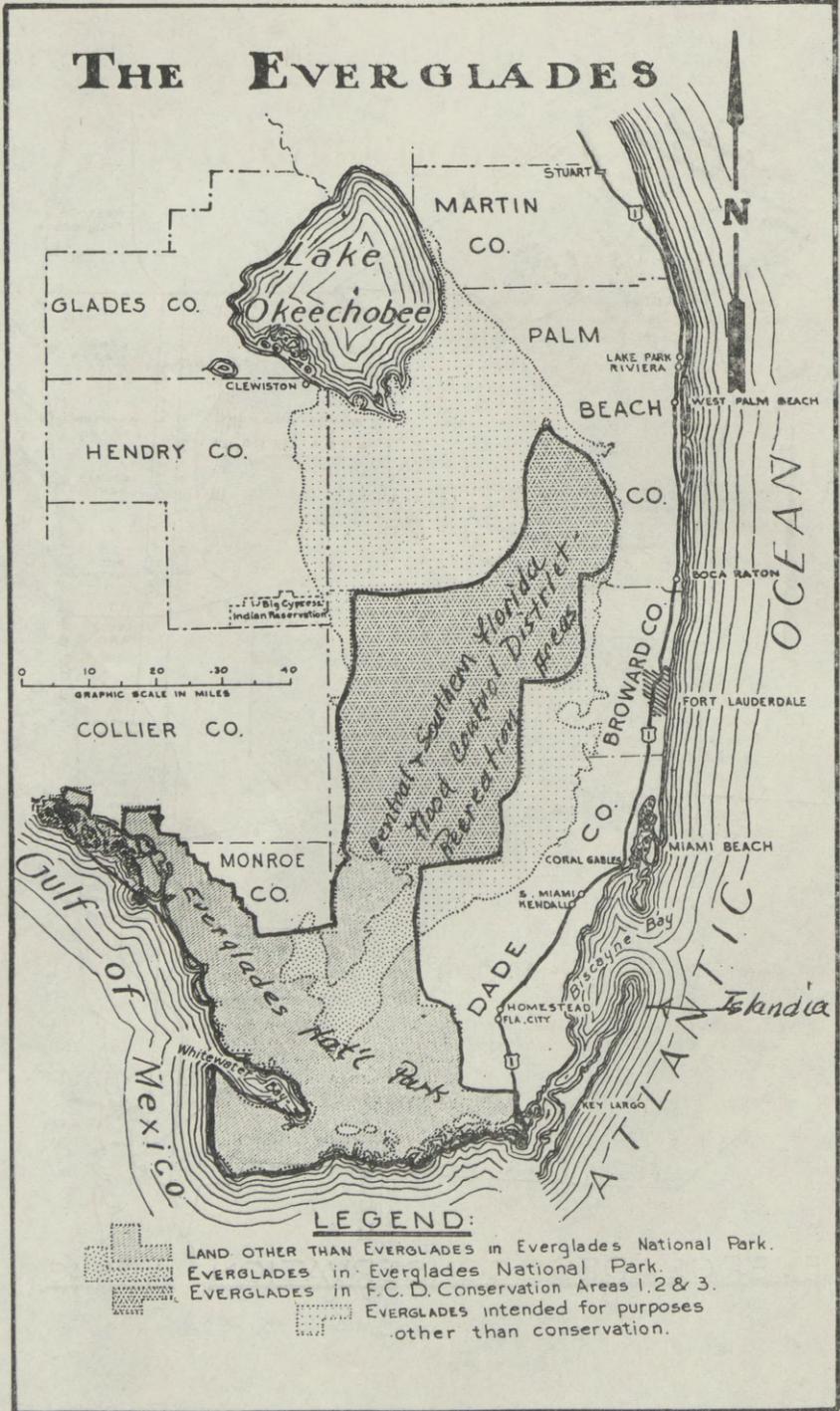
Whether resident or visitor, you are welcome to use FCD recreational territory. We are pleased to have been able to help make the wilderness and waterways available to you.

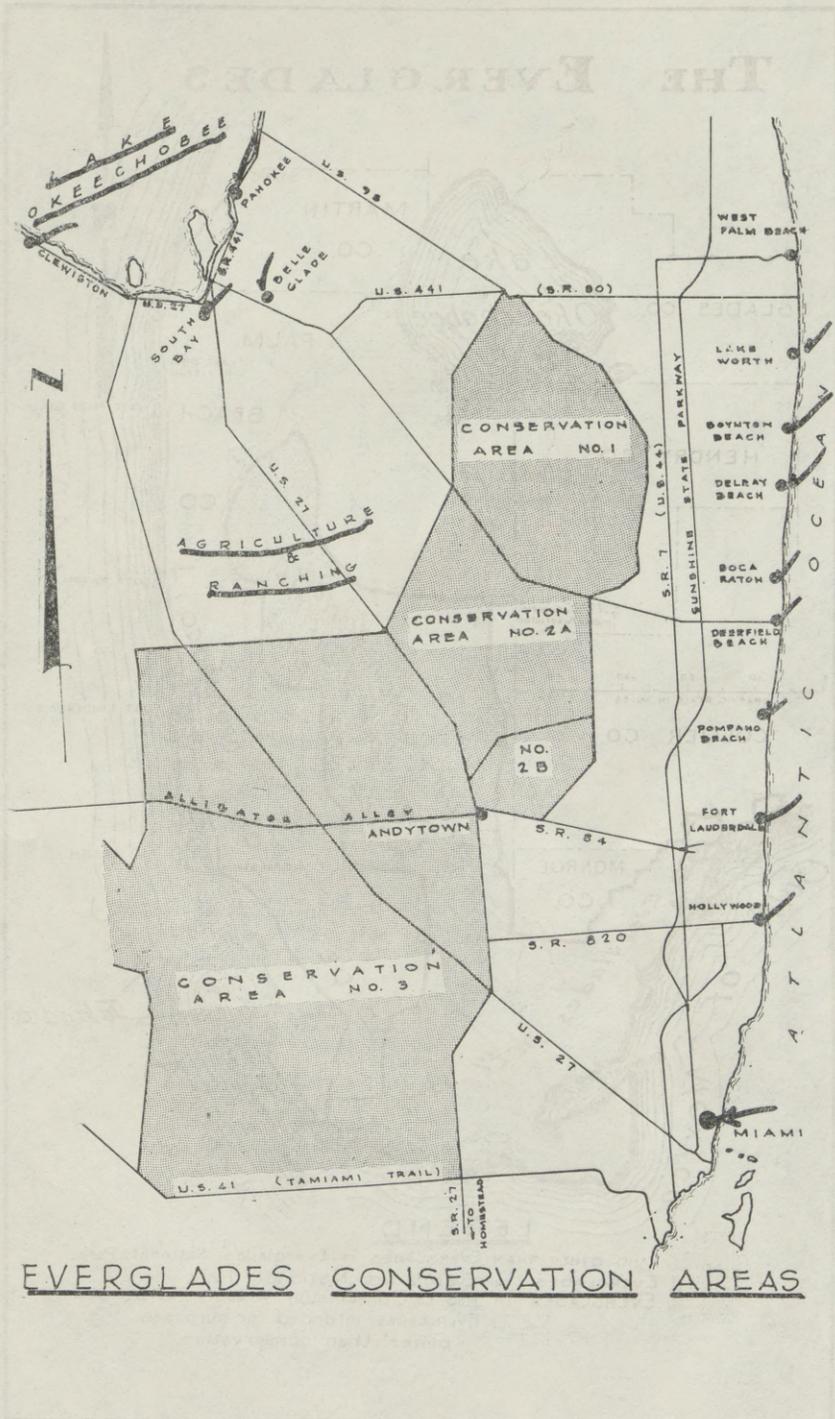
Cordially,



Robert W. Padrick, Chairman

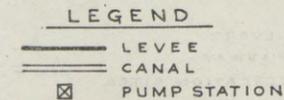
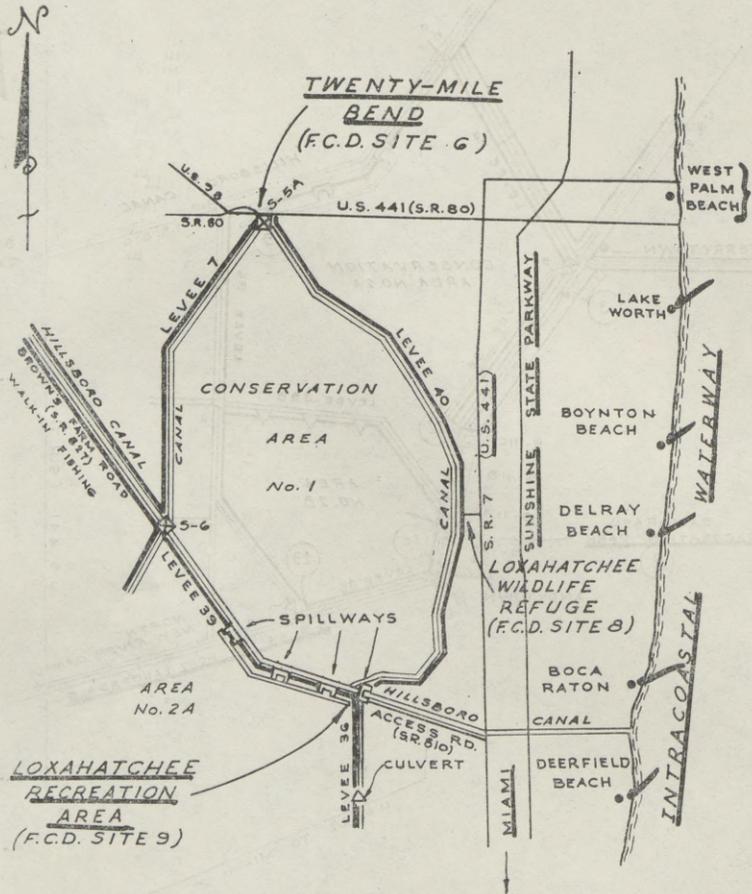
THE EVERGLADES



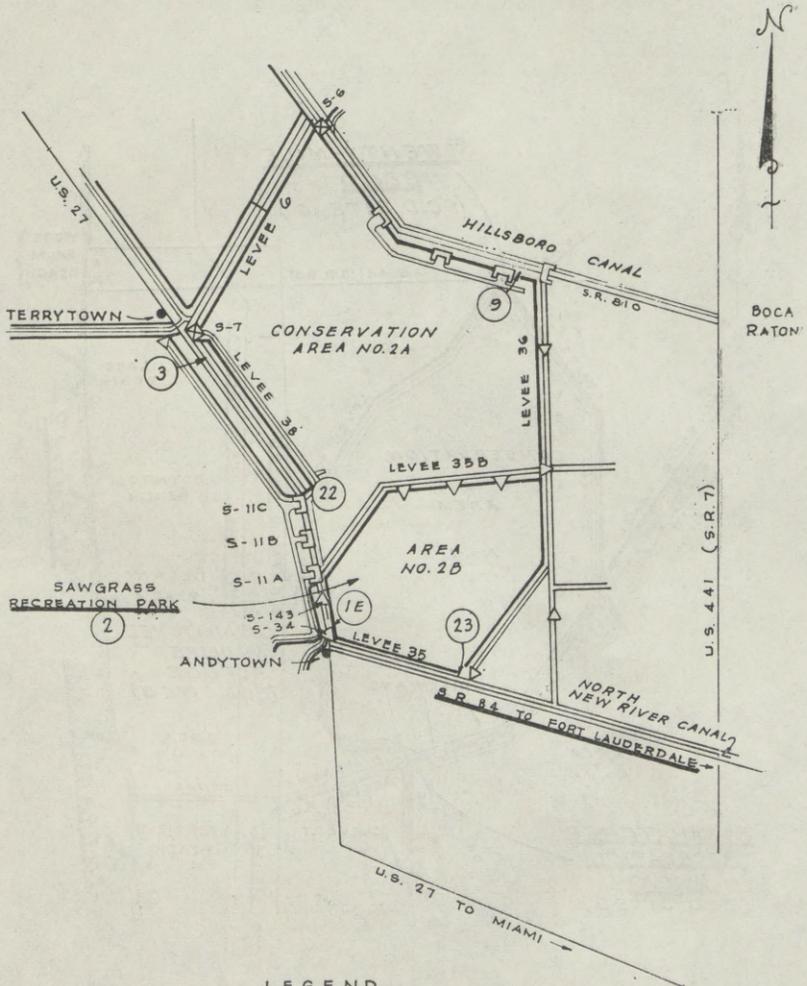


EVERGLADES CONSERVATION AREAS

CONSERVATION AREA I



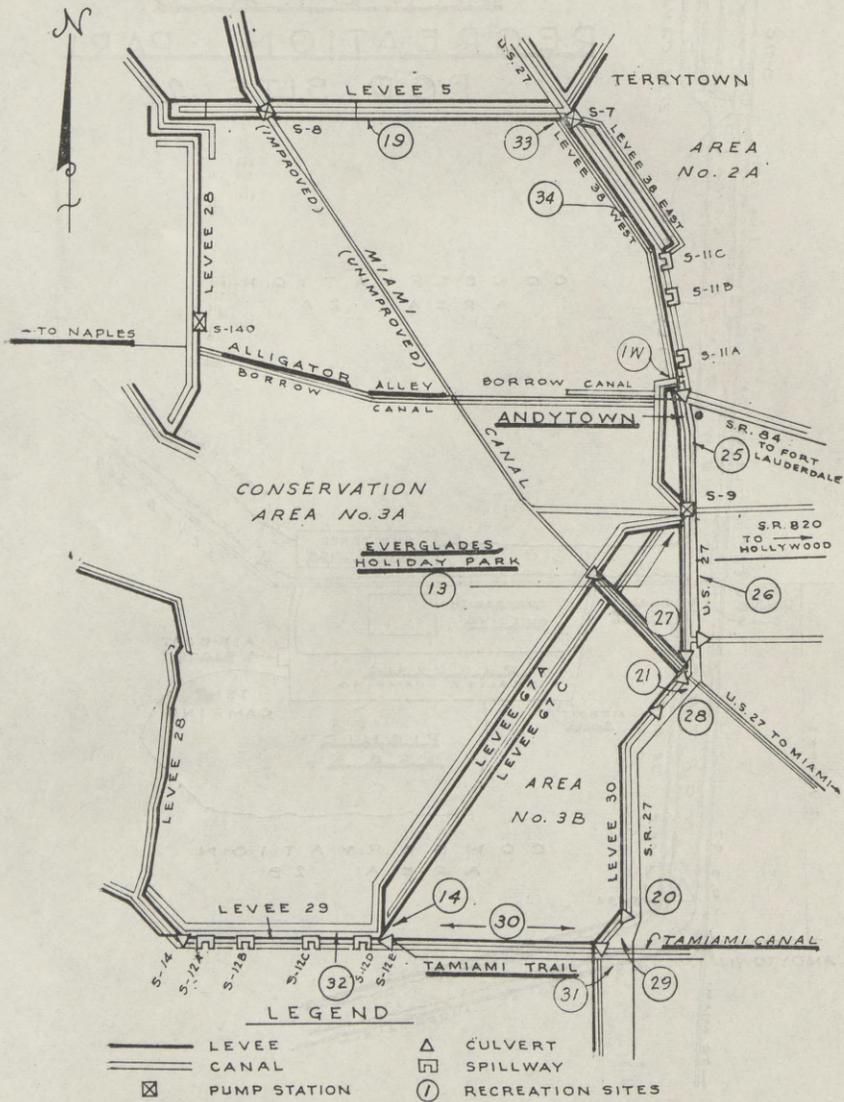
CONSERVATION AREA - 2



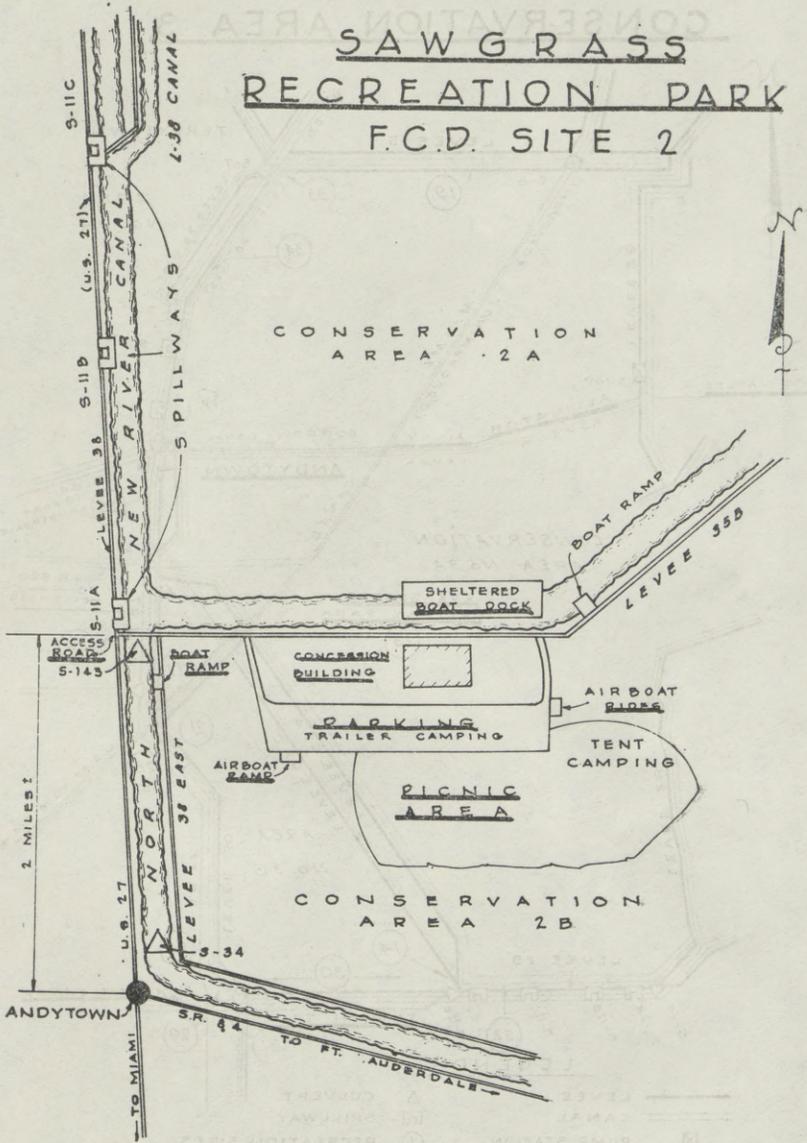
LEGEND

- | | | | |
|---|--------------|---|------------------|
|  | LEVEE |  | CULVERT |
|  | CANAL |  | SPILLWAY |
|  | PUMP STATION |  | RECREATION SITES |

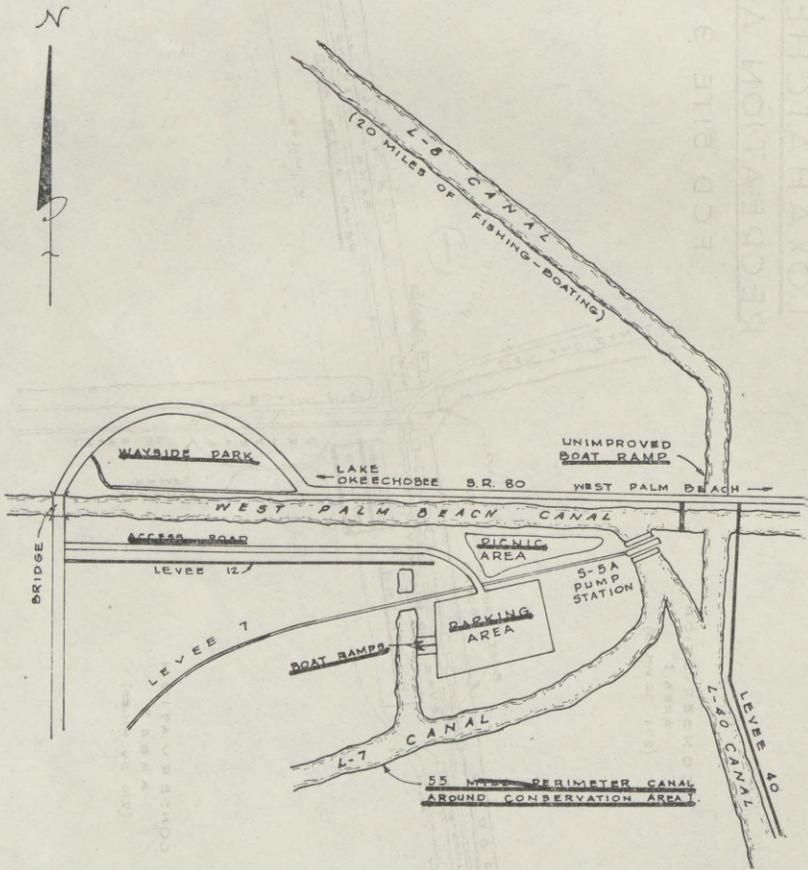
CONSERVATION AREA 3



SAW GRASS RECREATION PARK F.C.D. SITE 2



20 MILE BEND RECREATION AREA FCD SITE 6



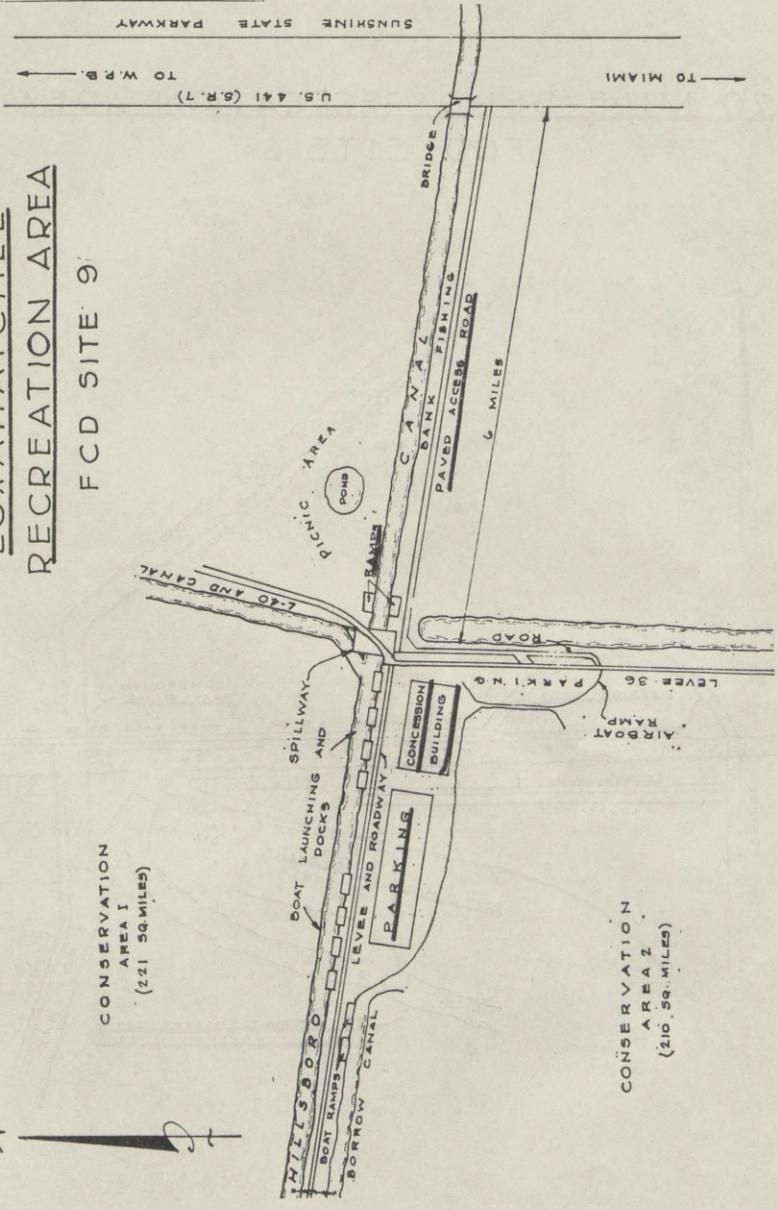
LOXAHATCHEE RECREATION AREA

FCD SITE 9



CONSERVATION
AREA 1
(221 SQ. MILES)

CONSERVATION
AREA 2
(210 SQ. MILES)



INVESTIGATION OF POSSIBLE EFFECTS OF DREDGING, AND FILLING ELLIOTT
AND OLD RHODES KEYS

REPORT OF THE MARINE LABORATORY, UNIVERSITY OF MIAMI

The Marine Laboratory of the University of Miami, at the request of the Florida State Board of Conservation, has investigated the site of a proposed bulkhead line on Elliott and Old Rhodes Keys, Biscayne Bay, Florida.

Observations were conducted to determine the probable effects of (1) bulkheading and filling behind the bulkhead, and (2) the probable biological consequences of obtaining fill from the Caesar Creek delta.

The study covered the areas most likely to be affected by the creation of the bulkhead line proposed by F. Gerritsen of the Coastal Engineering Laboratory in his report to Mr. William C. Martin.

The investigation was limited to the above two factors and did not include observations upon the possible changes in erosive forces created by deepening and straightening the shoreline. The investigation also did not consider partial bulkheading of the area.

This report assumes that the bulkhead line is filled in as shown on the chart. In a discussion with Mr. William Martin the possibility was mentioned that some individual property owners might do bulkheading and filling opposite their property while other owners made no alterations. Specifically, Mr. Martin mentioned that he might be the only one to bulkhead and fill while the other owners might not. Such action would reduce the biological damage because of the smaller area involved. However, as stated above, this study was conducted considering the maximum bulkheading and filling as proposed.

It was also suggested by Mr. Martin that additional fill would be piled on the Keys themselves rather than only behind the bulkhead to the edge of the mangroves. This would require considerably more fill and would take a great deal more from the delta of Caesar Creek. The plans given us do not indicate this and for this study only the area indicated was considered.

Two trips were made to the study area. Five scientists from the Marine Laboratory were directly involved in the investigation and others consulted in their particular fields of interest.

Sixteen stations were occupied at which observations of salinities, temperature, flora and fauna were made (Tables 1, 2, and 3).

The main tidal drainage in the area is through Caesar Creek. This channel has a maximum chart depth of 22 feet. Judging from salinity observations made in the course of this survey circulation through this channel from bay to ocean is apparently adequate to allow maintenance of similar salinities both inside and outside the bay (Table 3).

The bottom material, both to the east and to the west of Elliott and Old Rhodes Keys is largely marl, with some shelly material. Some organic material is found in quiet shallows.

The flora consists primarily of the marine grass *Thalassia testudinum*. The algae flora is rather limited and consisted of 16 species (Table 1).

The "grass flats" observed were covered by from 1 to 5 feet of water at low tide.

At the time of the study temperatures in the shallows ranged between 29° C. and 32° C.

Observations made with push net and by the aid of mask and fins in water over the flats showed few fish present (Table 2). It is probable that during certain seasons the grassy shallows are frequented by many other species of fish.

Observations made in the deep water of Caesar Creek showed that at the time of the study large numbers of mangrove snapper, grunts and hog snapper were present that were not seen in the shallows.

The area included within the proposed bulkhead line is generally very shallow and apparently little utilized by marine invertebrates or fishes.

The deeper water (4-8 feet) beyond the bulkhead line is somewhat more abundantly inhabited and certainly supports more algae, finger coral and

sponge growth. It is from this intermediate zone that a great deal of the spoil must come in filling operations.

The conclusions resulting from this survey are as follows:

1. The shallow, grassy bottoms included in the proposed bulkhead line are probably not vitally important to the biological welfare of the area.

2. The present revised bulkhead line will probably allow continued circulation of bay and ocean water under normal conditions.

3. The offshore bottoms beyond the bulkhead line are somewhat more productive but can probably be used for fill without causing long term biological harm to the bay as a whole.

4. The silt created by dredging will be carried both in and offshore through Caesar Creek and will kill many marine organisms, particularly plant life and sessile marine animals. This is likely to be a short term effect, however, since re-colonization can probably be expected. It is not known how long this will take.

There is no evidence that the proposed dredging and filling will harm local shrimp population since salinities are too high to suggest that the area is a desirable "nursery" ground for small shrimp. It may well support populations of larger shrimp that could be evaluated only with fishing at all seasons of the year.

5. Deepening of the area now known as Caesar Creek Bank may do more good than harm in the long run since most of the area now is so shallow that it is nearly exposed at low tide. The most productive areas now present are those with depths of six or more feet to the north and south of Caesar Creek Bank.

A word of warning should be sounded at this point. The total shallow "grassy" environment in Florida is limited and is very important to life in the sea since these areas produce the basic pasturage and organic material upon which all our desirable food and game fish and shrimp depend.

The proposed dredging and filling at Elliott and Old Rhodes Keys is only a small area when considering the extent of filling that has been done in the past and what is proposed to be done in the near future. The effect upon marine life of this alteration when considering individual areas is not always of great importance yet the total effect of all areas is. The biologist is asked to make a judgment of the productivity of an individual area and does not have the opportunity to study its importance in the overall environment. A rather serious error can be committed; individually an area can be relatively unimportant but in the total complex it can be very important. A complete study of the entire area would strengthen the evaluation of this single area.

TABLE 1.—LIST OF PLANT LIFE FOUND DURING THE INVESTIGATION OF ELLIOTT AND OLD RHODES KEYS BULKHEAD SITE

| Name | Depth in feet | Abundance | Station No. |
|--|---------------|------------------------------------|------------------------------------|
| Spermatophyte----- <i>Thalassia testudinum</i> ----- | 1 to 10 | Dominant | 3, 4, 5, 6, 7, 8, 9, 10, 14, 15 |
| Algae----- <i>Penicillus capitatus</i> ----- | do | Scattered | 3, 4, 5, 6, 13, 14, 15, 9, 10 |
| <i>Halimeda opuntia</i> ----- | 1 to 6 | do | 4, 5, 6 |
| <i>Halimeda scabra</i> ----- | do | do | 4, 5, 6, 7 |
| <i>Udotea flabellum</i> ----- | do | do | 4, 5, 6 |
| <i>Gracillaria confervoides</i> ----- | 6 to 10 | Common in loose clumps. | 3, 4, 5, 6, 9, 10 |
| <i>Laurencia intricate</i> ----- | 6 to 20 | Abundant; 2d to <i>Thalassia</i> . | 13 |
| <i>Laurencia papillosa</i> ----- | 6 to 10 | Scattered | 13 |
| <i>Ircinia campana</i> ----- | 1 to 10 | do | 13 |
| <i>Ircinia fasciculata</i> ----- | do | do | 13, 15 |
| <i>Amphiroa rigida</i> ----- | 1 to 3 | do | 5, 6 |
| <i>Dasycladus vermicularis</i> ----- | 1 to 6 | do | 5, 6 |
| <i>Valonia ocellata</i> ----- | do | do | 5, 6 |
| <i>Dictyosphaeria cavernosa</i> ----- | do | do | 4, 5, 6 |
| <i>Anadyomene stellata</i> ----- | 1 to 10 | do | 5 |
| <i>Caulerpa laruginosa</i> ----- | 2 to 6 | do | 5 |
| <i>Acetabularia crenulata</i> ----- | 1 to 6 | do | 4, 5, 6 |

TABLE 2.—LIST OF ANIMALS FOUND DURING THE ELLIOTT AND OLD RHODES INVESTIGATION

| Type | Scientific name | Common name | Station No. | Depth in feet |
|------------|--------------------------------|------------------|--------------------------------|---------------|
| Coral | <i>Porites porites</i> | Finger coral | 5, 14, 15, 3, 4, 9, 10, 7. | 1 to 6. |
| | <i>Siderastrea radians</i> | Starlet coral | 8, 7, 3, 4, 12, 5, 9, 10, 11. | 3 to 10. |
| Gorgonians | <i>Antillogorgia</i> sp. | | 11, 13 | 8 to 12. |
| | <i>Plexurella flexuosa</i> | Whip gorgonian | 11, 13 | Do. |
| Sponge | <i>Speciospongia</i> sp. | | 11, 13 | Do. |
| Molluscs | <i>Columbella mercatoria</i> | Dove shell | 5, 6 | 2 to 6. |
| | <i>Cerithium eburneum</i> | Cerith | 5, 6 | Do. |
| | <i>Cerithium</i> sp. | | 5, 6 | Do. |
| | <i>Modulus modulus</i> | Modulus | 3, 4, 14, 15, 13, 5, 6, 9, 10. | 1 to 5. |
| | <i>Vermicularia spirata</i> | Worm shell | 5 | 2. |
| | <i>Turbo castaneus</i> | Turban | 5 | Do. |
| | <i>Laevicardium laevigatum</i> | Cockle | 7, 8 | 5. |
| | <i>Pecten gibbus</i> | Scallop | 3 | 3. |
| Fish | <i>Lutjanus griseus</i> | Mangrove snapper | 2, 5, 6, 11 | 20. |
| | <i>Sphyraena barracuda</i> | Barracuda | 4, 11 | Do. |
| | <i>Lachnolaimus maximus</i> | Hogsnapper | 2 | Do. |
| | <i>Haemulon sciurus</i> | Bluestripe grunt | 5, 6, 11 | 2 to 5. |
| | <i>Eucinostomus gula</i> | Mojarra | 6 | 3. |
| | <i>Elagatis bipinnulatus</i> | Blue runner | 5 | 8. |
| | <i>Lactophrys tricornis</i> | Cowfish | 3, 6 | 2 to 6. |
| | <i>Opisthonema oglinum</i> | Pilchards | 4 | 6. |
| | <i>Dasyatis say</i> | Stingray | 6 | 2. |
| | <i>Chaetodipterus faber</i> | Spadefish | 11 | 10. |
| | <i>Pomacanthus arcuatus</i> | Angelfish | 11 | Do. |

TABLE 3.—SALINITY OBSERVATIONS RECORDED DURING THE SURVEY OF ELLIOTT AND OLD RHODES KEYS

| Date | Station No. | Corrected salinity | Tide | Depth in feet | Water temperature |
|---------------|-------------|--------------------|-------------|---------------|-------------------|
| July 24, 1958 | 1 | Surface 38.0 ppt. | Falling | 18 | 31° C |
| | | Bottom 37.6 ppt. | do | | 31 |
| | 2 | Surface 38.0 ppt. | do | 6 | 31 |
| | | Bottom 37.8 ppt. | do | | 31.8 |
| | 4 | Surface 37.8 ppt. | do | | 32 |
| | | Bottom 37.8 ppt. | do | | 31 |
| Aug. 12, 1958 | 6 | Surface 37.6 ppt. | Low | 7 | 32 |
| | | Bottom 37.4 ppt. | do | | 31.4 |
| | 8 | Surface 39 ppt. | do | 5 | 29.5 |
| | 16 | Surface 38 ppt. | Flood | 7 | 29.9 |
| | 11 | do | Low | 10 | 30.0 |
| | 14 | do | Early Flood | 5 | 30.0 |

STATEMENT OF W. E. GREENE, JR., PRESIDENT, ISLANDIA CHAMBER OF COMMERCE

By unanimous vote, the Directors of the Chamber of Commerce, City of Islandia, wish this presentation to be recorded by the Subcommittee on National Parks and Recreation and made a part of the record in opposition to H.R. 551, introduced by Congressman Dante Fascell, and entitled "Biscayne National Monument Bill".

The complex problems resulting from the fact that the area proposed to be acquired is a functioning City, the drastic, adverse economic impact on Dade County, and specifically the South Dade, Homestead area, the lack of unusual or unique land or water aspects, the city's own plan for conservation and utilization of such assets as exist and the creation of appropriate recreation facilities for the public and for the future residents of Islandia—all have been explained in detail by other persons and entities appearing before this committee in opposition to the "Biscayne National Monument Bill".

The Chamber of Commerce takes a businessman's approach to this proposed bill. The Department of the Interior intends and recommends to Congress the purchase of the physical assets defined in this bill. It further intends to acquire other assets, and invest other monies in the acquisition of other land. It plans the investment of additional funds in buildings. As in any enterprise, it incurs its cost of operation, must defray its overhead and in principle, earn a return on the invested capital.

I propose to analyze the projected acquisition and operation as presented by the Honorable Secretary of the Interior, Mr. Udall, to this committee.

On November 9th, 1967, Secretary Udall wrote to the Honorable Wayne N. Aspinall, Chairman, Committee on Interior and Insular Affairs. To this letter of support of the Administration's program, he appended certain figures relating to the cost of operation and additional costs over and above the Island Area known as the City of Islandia. These figures are carried forward over a five year period. Let us assume that the fifth year represents the anticipated maximum expense, and that all capital improvements have been completed and that the money representing the cost of the upland and baybottom has been paid, even though this will not be true. Using the Secretary's own figures, the Biscayne National Monument would show assets as follows: \$25,105,000 in Monument land and baybottom, at cost, and \$2,895,200 invested in other land, buildings, and capital improvements, for a total asset amount of \$28,000,200.00.

In this same year, the operating costs of personal services, management, protection and maintenance is projected as costing \$791,400. There is no allowance herein for depreciation, and cannot be correctly calculated since the cost of the Visitor Contact buildings, etc., have not been set forth. Let us assume a modest value and maximum life of said buildings, and charge a conservative \$50,000 per year to proper depreciation charges. We now have an operating cost of \$841,000. To this amount, we must add the return on our investment. A conservative return would be the Government's own standard 6%, amounting to \$1,680,000 per annum, resulting in a true annual operating cost of \$2,521,400.

How do we equate this cost into a product? By the number of people who will use the Monument. No anticipated figures are cited by the Department of the Interior, but there are a number of guidelines that are available and which should be reasonably accurate. Within fourteen miles of the proposed Monument is the gigantic and enormously varied Everglades National Park. The attendance at this park totaled 1,098,284 in 1967.

Adjacent to Islandia to the South is the John Pennekamp Coral Reef State Park. It is easily available by automobile. A very complete facility, described by the State as "containing the only living reef formation along the coast of North America", this State park offers swimming, skin diving, boating, glass-bottom boat tours, camping and picknicking. Over 25% of its attendance last year, ended June 30, 1967, was composed of overnight trailers and campers, not applicable to the Biscayne National Monument, leaving a net visitor attendance of slightly over 150,000. Please bear in mind that the John Pennekamp Park offers virtually everything the Biscayne National Monument proposes to offer.

As businessmen, we would have a product to sell in the form of the natural beauties of upland and bay bottom in the proposed Monument. What competitive product is on the market? These two parks, not to mention three large additional parks within 8 miles of the present City of Islandia, are stiff competition in every way, offering the same values to the public. How many people can the proposed Biscayne Monument expect to draw? A reasonable figure in relation to the other attractions, and considering the complexity of water travel, time, and expense, could certainly not exceed 50,000 people in the immediate future. At this rate, the cost per visitor to the Biscayne National Monument would be \$50.43! And, the cost of public or private transport across a minimum of 15 miles of water from the mainland round trip is not included.

This anticipated figure of 50,000 attendance also corresponds with Secretary Udall's statement that present levels of activity in Islandia are compatible with the required conservation. According to Dade County statistics, an average of 34,750 persons visited the County Park in Islandia during the last five years. Since this is virtually the only available mooring and land access in Islandia, it constitutes the heavy majority of all traffic in the city. The maximum projection of 50,000 visitors thus would be modestly in excess of the Secretary's conservation requirements.

Since it is the purpose of this Committee to analyze all aspects of this proposed National Monument, like good businessmen, let us recheck the major costs. The largest item, by far, is our capital investment, listed at \$25,000,000. Suppose that the land in question could not be acquired at that figure. Suppose that the final cost was \$100,000,000. Our costs to benefits then rises to \$136.82, transportation not included, for every projected visitor. Then, just think what a drop in our attendance would mean. Suppose that the public does not find the values of the National Monument desirable. Consider that it will not tolerate the trouble and expense in order to be eaten up by vicious hordes of sandflies and mosquitoes.

Consider that the rocky shores, mangrove swamps and scrub growth on these islands do not interest our visitors, and that only 50% of our anticipated count is achieved. The cost to benefits then becomes a staggering \$273.64.

Continuing our analysis, is \$100,000,000 a realistic figure? Yes.

There are a number of criteria which can be used to support valuations with relation to Islandia. For example, prior to the threat of condemnation of Islandia as a National Monument, the Internal Revenue Service established a price of \$27,350 per acre, in 1959. This was done in the establishment of the estate of A. D. H. Fossey, and the Internal Revenue Service, under date of November 23, 1959, compelled a valuation of \$10,000, current market value for .37% of one acre, which equates to approximately \$27,350 per acre. Using this Government-established valuation, the then (1959) value of the acreage of Islandia would be in excess of \$100,000,000. It must be borne in mind that this was almost ten years ago.

The current market price of canal-front property in South Dade County (Gables Estates), with access to the bay by canal, but with no view of any natural beauty of flora and fauna, is no less than \$25,000 per acre, with some acres valued at over \$50,000. A similar development (Sunrise Harbor) offers building sites at from \$40,000 to \$60,000 per acre, again on canals with only eventual access to the bay.

These figures, as stated, relate to bay property on the mainland. Moving up to the first available comparison on ocean frontage, on Key Biscayne, we find a cash sale of 21.85 acres, with 380 feet of ocean front was made by Hardy Matheson, at a figure of over \$34,000 per acre. And, gentlemen, this was in 1964.

Moving further north in Dade County, there is a situation existing which closely parallels that of the city of Islandia. Doubtless, all of the members of the committee are fully informed as to the project known as Interama. I attach hereto an excellent color photograph of this area which appeared in the Miami Herald on March 4th of this year. The cleared, filled land has been completely dredged from the bay bottom with no complaints from any conservationists or Miami Beach hotel owners. Filled in this fashion, with no planting or growth of any kind, this land is valued at \$40,000 per acre by Mr. Gui Govaert, Executive Director of Interama. A mangrove swamp area is valued at \$20,000 per acre.

This land has some canal and waterway frontage as can be seen, but in no way compares to the desirability of Islandia bay frontage, with its magnificent view and clear, many-hued waters. And what about ocean frontage?

The intensely developed Miami Beach is admittedly not currently comparable to Islandia, but some idea of the current market values for unimproved ocean front, requiring expensive fill, can be obtained from the attached letter from Mr. David Bishop, qualified appraiser, past president of the American Society of Appraisers. You will note that the purchase price for the land in question was over one-half million dollars per acre.

From the foregoing, it can readily be seen that the 4,000 plus acres of the present City of Islandia could only be valued by an impartial and fair appraiser at a current market value of no less than \$25,000 per acre, resulting in a total cost of acquisition of \$100,000,000.

If the argument is presented that there have been sales in Islandia recently at considerably lower figures, this is simply proof of the fact that the threat of a National Monument has entirely distorted the real values. The threat of a National Monument has in fact removed buyer interest. Steadily mounting pressure of taxation has forced some owners to sell a portion of their land at sacrificial prices, in order to retain and protect their investment to some degree. During the current year, the county taxes on the City of Islandia were increased by over 300%. The Department of the Interior is on record with the U.S. Corps of Engineers as requesting the denial of any dredging or filling permits whatsoever within the City of Islandia. As a result, no property owner can anticipate being able to bring his land up to the required county level above mean low water so that he qualifies for a building permit because he cannot obtain fill from the bay bottom, the only available source. With no improvements possible or probable until the Monument cloud is lifted, the current market value of this property must be, and will remain, abnormally depressed since this is a false position originating with the Department of the Interior and under no circumstances can the stated valuation proposed by the Department of the Interior and endorsed by Secretary Udall, as being worth \$25,000,000, be a realistic offer or reasonable in any manner whatsoever. It is only fitting and proper, gentlemen, that you be

fully informed with respect to the true valuation of the property in question, which is up before you as a National Monument, since you will be considering the expenditure of considerably more money than you currently anticipate in the event of approval of this Bill.

With the costs of the widening War in Vietnam, the yet uncalculated billions demanded for the War on Poverty, the already enormous and increasing deficit, the critical unfavorable balance of payments, it is almost unthinkable that the taxpayers of this country would endorse the expenditure of their tax money on such an undesirable purchase. Furthermore, the continued operating costs, the fantastic cost to benefits that could easily rise above \$200.00 per visitor would be a luxury, and waste, that even the most affluent society could hardly afford. When it is further known and understood that the taking of the City of Islandia as a National Monument offers the Public nothing not already available, I submit that the members of this Committee must reject H.R. 551 as not being in the public interest.

DAVID P. BISHOP, JR. & ASSOCIATES, APPRAISERS,
Miami, Fla., March 15, 1968.

Re: ocean front property.

Mr. WILLIAM E. GREENE,
c/o Lafayette Tool & Supply Co.,
Miami, Fla.

DEAR MR. GREENE: Confirming our telephone conversation of March 13, recent investigations that we have made of the sales of ocean front property on Miami Beach reveal a per unit rate of approximately \$12.50 per square foot in some instances. These sales comprised lands between the Fontainebleau Hotel and the Bath Club. It should be noted that these lands are purchased prior to improvement which almost always includes bulkheading and often leveling and filling.

These unit prices represent a substantial increase occurring during the past year and is no doubt due to the increasing scarcity of such land.

I trust that this is the information that you requested.

Very truly yours,

DAVID P. BISHOP, JR., A.S.A.

STATEMENT OF E. LEWIS MAXWELL, BIOLOGIST, PRESIDENT, OCEANIC RESEARCH & DEVELOPMENT CORP., MIAMI, FLA.

RÉSUMÉ

E. Lewis Maxwell, 12445 S.W. 84th Avenue Rd., Miami, Florida 33156,
Telephone: **XXXXXXX**

Personal data: U.S. citizen by birth. Born August 21, 1918, Clarksburg, West Virginia, Height 5'10", Weight 170 lbs. Marital Status: Married, 3 daughters.

Education: Salem College, Salem, West Virginia; University of Miami, Major—Biology, special interest studies in Marine Biology, general Oceanography, Minor degree in Philosophy. Degree received 1952.

Experience: Asst. Director, Oceanic Research Associates, South Miami, Florida 1952-58, Editor of The Deep Sea Digest 1952-58.

President, Oceanic Research & Development Corp., 1955 to present. Special surveys regarding the utilization of marine products and the preparation and preservation of same, mostly in Central and South America.

Consultant to local, state and federal governments, international companies, public utilities in the development of special closed and open circuit breathing apparatus, high and low pressure air compressors and filtering systems. Supervisor of the first open ocean diving team for nose cone recovery 1000 miles off the coast of Africa and Brazil in 1958.

Founder and general manager of the Florida Frogman professional dive shops.

Membership: International Oceanographic Foundation, Marine Biological Association of India, International Underwater Explorers Club, Zoological Society of South Florida.

As a marine biologist, serving as a consultant to local state and federal governments and various private companies, I have lived on and visited many of the out of the way islands of the world such as the Galapagos, Ascension, Roitan & Grand Cayman. My primary professional interest was in the waters that surround any island, and to a lesser extent the flora and fauna to be found

on the islands proper. Due to the nature of my business I have visited the Islandia area frequently over the past several years.

The most "unique" aspect of this area is the clarity of the water, even on the west side. One reason for this is the white sand bottom with very sparse marine growth except where the very few shallow channels or cuts benefit by the tide flow from the sea. This type of bottom does not offer a foundation or holdfast for marine organisms. Also, due to the lack of tidal flow, the food in the form of the phyto and zoo plankton is not available. There are a few exceptions where docks, piers, sea walls and bulkheads have provided a break in the sand bottom.

A good example of this may be found at the 92 acre Dade County Park on the west side of Elliott Key. The bulkheading, pilings, docks and piers in this dredged area have made possible growth of organisms that could not otherwise exist. If we go west into Biscayne Bay and a scant hundred yards, it is like a white underwater sand desert.

Even the shrimp fishermen who have been catching bait shrimp in this area for eighteen years do their netting several miles to the north and northwest of this area.

Another observable fact is the absence of crab and lobster traps in this area, as these fishermen know along with sport fishermen, that fishing such territory is a waste of time and effort.

The whole Islandia monument proposal is predicated upon the illusion, the fallacy, that this area is unique in its marine life and its ecology. This concept is without foundation in fact.

There is not one particle of proof that there is any species of marine life in this area that does not occur in far greater abundance throughout the Florida Keys. Again, this is mainly due to the lack of tidal flow and to the fact that this part of the bay has no estuarian outlets worthy of the name feeding into the bay from the mainland.

This is not the case in the vast Florida Bay area of the Everglades National Park with its many rivers and hundreds of islands.

In my considered opinion, the Biscayne Monument proposal is not needed nor should even be desired by the U.S. Government or the State of Florida.

STATEMENT OF WM. F. WHITMAN, FORMER PROFESSIONAL UNDERSEA CINEMATOGRAPHER AND HORTICULTURIST

William F. Whitman, 189 Bal Bay Drive, Bal Harbour, Florida

QUALIFICATIONS

1. Resided in Miami Beach area since 1916.
 2. Undersea diving experience—31 years.
 3. Underwater cinematography—17 years.
- Participation in films released by: Paramount Studios, R.K.O., Walt Disney, and Warner Brothers.
4. Filmed $\frac{1}{3}$ underwater sequences for Academy winning film, "The Sea Around Us."
 5. Diving experience in following areas: Bahamas, Bermuda, California, Florida, French Oceania (one year), Hawaii, Maine, Mexico, and West Indies.
 6. Co-founder—Rare Fruit Council of South Florida—President for first five years.
 7. Member Florida State Horticultural Society. Wrote and delivered 14 horticultural papers before F.S.H.S. that were published.
 8. Plant collecting trip to Iquitos, Peru on headwaters of Amazon River—1963.
 9. Plant collecting trip to Spanish Honduras—1967.

AN EVALUATION OF SOUTH BISCAYNE BAY'S ECOLOGY IN RELATION TO THE PROPOSED BISCAYNE NATIONAL MONUMENT

Fish population densities in South Biscayne Bay

Probably the most impressive argument advanced by conservationists in favor of creating a Biscayne National Monument is that private development of Islandia would supposedly destroy South Biscayne Bay's valuable fishing and fish breeding grounds. This thought is then carried on further to where it is stated that offshore fishing in the open ocean would also be affected, for many of these fish breed in the relatively protected waters of South Biscayne Bay.

Commercial Fishing.—The fact is that the only commercial fishing industry regularly operating in South Biscayne Bay is that of dragging the bay bottom for bait shrimp, an activity that has been accused of damaging large areas of this aquatic floor.

Sport Fishing.—Much of South Biscayne Bay's undersea bed, adjacent to Islandia, is made up of vast stretches of white sand with an occasional patch of an underwater sea grass known as "Turtle Grass." Extensive areas appear to the underwater observer as a marine desert with no sign of any fish that would be of interest to the sport fisherman. While the creeks and passes that flow between the ocean and the bay contain adequate fish populations, this is not true for the proposed National Monument area of the bay where a relative scarcity of food fish prevails. Because of the above conditions the writer would estimate that four out of five boats intent on fishing passes through or across South Biscayne Bay, leaving it and passing out into the sea for the preferred, improved fishing conditions prevailing on the ocean's coral reefs and deeper waters. With today's faster boats distance is not the limiting factor it formerly was and the value of South Biscayne Bay as a sport fishing area has accordingly diminished to a position of relative unimportance.

The Significance, as Related to Offshore Ocean Fishing of South Biscayne Bay's Marine Breeding Grounds.—Salt water fish not only breed in Biscayne Bay but also in the marine areas to the south. This is comprised of the waters surrounding the Florida Keys from Key Largo to Key West and then west of Key West to Dry Tortugas, a distance of roughly one hundred and fifty miles. To this can be added the vast stretches of Florida Bay which lies mostly within the Everglades National Park. To single out one specific limited area as being responsible for the continued existence of adequate offshore fish populations is to ignore the facts. The northerly flow of the Gulf Stream affords an opportunity for such marine life to be carried and dispersed over much of Florida's eastern coastal waters.

The Relationship between bridges and the marine ecology in South Biscayne Bay

Accusations have been made that proposed bridges crossing Biscayne Bay, to enable accessibility to Islandia's offshore islands, will have a detrimental affect on its marine life. Under present existing laws of the State of Florida and Dade County any such contemplated bridge structures would be required to consist mostly of trestles and piling which allow the flow of tidal waters to pass unobstructed. Under these conditions the bay's bottom would receive a minimum of disturbance and the pilings or other parts of the structure entering the water would be quickly covered by a growth consisting of coral, sponges, sea fans and other marine organisms. Thus an artificial environment is created that acts as a gathering ground for many forms of fish life ranging in size from minnows to giant sea bass. The bridge would thus be responsible for increasing, rather than decreasing, the marine life of the surrounding bay waters.

Clear and Clean Bay Water.—Probably the greatest asset of the bay waters adjacent to Islandia is their unusual transparency. This is in marked contrast to the darker waters of North Biscayne Bay where rivers draining the Everglades, canals and water ditches on Florida's mainland have contributed greatly to bring about this undesirable situation. It should be noted that the area mainly responsible for this condition is the mainland and not the offshore islands comprising mostly those of Miami Beach. Likewise it is reasonable to expect that development of Islandia would have a minimum effect on the clearness of South Biscayne Bay, especially if storm and regular sewers, after treatment, discharged adjacent to the Gulf Stream through undersea pipes laid on the ocean floor as planned.

Bay Fill.—Parts of Islandia are lowlying and prior to the development would require being brought up to grade level to meet Dade County building code requirements. It is assumed that this fill would be taken from the adjacent shallow waters by draglines, dredging or other methods. While a certain amount of silt would result, it is insignificant when compared with the tremendous turbulence created by hurricanes that muddy up Biscayne Bay from one end to the other on an average of once in every three and a half years. Much of the marine bay floor adjacent to Elliott Key, the largest island in Islandia, is covered with a layer of sand. Due to tides, currents, storms, etc., this sand, which extends out from shore for a mile or more into the bay, is self-leveling and holes excavated in such sandy bay bottom areas are soon filled. It is therefore anticipated that where fill is taken from sandy locations the bay bottom will eventually return to its original condition as the sand shifts and falls in.

Flora and Fauna.—The islands making up Islandia, the proposed National Monument area, are covered with vegetation typical of that found on the Florida Keys, the Bahamas and parts of the West Indies. Because the higher elevations on the larger keys have been farmed at one time or another no virgin forest areas remain and the woods observed are from a secondary growth reaching a height of about thirty feet. The two most frequently encountered trees are mangroves and poison-wood (*Metopium toxiferum*), a tree that affects people coming in contact with it the same as poison ivy. A few specimens of the Buccaneer Palm (*Pseudophoenix sargentii*) grow on Elliott Key and are thought unique to the area. However it is open to question as to whether these palms are indigenous or were introduced by the early settlers. The animal life on Islandia consists mostly of raccoon, introduced squirrels which have multiplied on Elliott Key, an occasional rabbit and numerous non-poisonous snakes. The bird population includes cormorants, sea gulls, pelicans, hawks, a few egrets and the usual migratory birds that pass through most of South Florida every year. Thus the flora and fauna of Islandia is not unique in anyway from that encountered on the hundreds of islands making up the rest of the Florida Keys.

Duplication of Existing Facilities.—Fourteen miles south of Islandia lies the 2,200 acre Key Largo State Park, a publicly owned area which when included with the adjacent offshore John Pennekamp Coral Reef State Park would be roughly equal in size to the proposed Biscayne National Monument. Islandia and the Key Largo State Park have a great similarity to each other as regards terrain, flora, fauna and marine life. While both regions are surrounded by relatively clear water, the creeks in Key Largo State Park are superior to those found in Islandia from the standpoint of underwater visibility. The creation of the Biscayne National Monument would certainly appear to be a close duplication of this nearby park as well as the Pennekamp Park.

Conclusion.—The conservationists backing the monument proposal appear primarily concerned with the preservation of Biscayne Bay's ecology. To insure this end they are advocating the creation of the Biscayne National Monument.

From a practical standpoint neither the value of the commercial fishing nor the sport fishing in South Biscayne Bay would justify such action. The sterile nature of the Bay Bottom in this area, as compared with other adjacent and nearby salt water fishing and breeding grounds, causes this area to add little significant support to the aquatic cycle of South Biscayne Bay.

LAND USE POLICIES FOR THE DEVELOPMENT OF ISLANDIA, FLA.

(Prepared for the Islandia City Council by James Deen, AIA Architect Planner and Associates, May 1967)

SECTION 1—INTRODUCTION

The city of Islandia must have new and bold ideas. The city must give each inhabitant a free choice between socialability and privacy. It is free of the present evils of the city, slums, pollution, congestion. It must have a plan which continues protection.

SECTION 2—PLANNING OBJECTIVES

- A. Provide orderly growth.
- B. Promote the sound economic development.
- C. Satisfy multi needs of the city as a society.
- D. Maximize the opportunity for choice of development.
- E. Minimize conflicts between residential and public service.
- F. Allocate land.

SECTION 3—SPECIFIC PLANNING POLICIES

A. *Housing and residential environment*

Policy—encourage the development of residential areas in a manner that will be low in density to insure adequate living space, light, and air.

Policy—preserve and enhance the natural beauty of the city of Islandia by conservation of the landscape and topographical features.

Policy—promote the design of planned unit developments in a manner that will provide safe, sanitary, and decent housing and control nuisances, services, and street patterns.

B. Consumer retailing and office activities

Policy—encourage the distribution of retail and office activities throughout the city in a manner that offers maximum convenience and avoids congestion and nuisances.

Policy—provide sites whose environs are attractive and encourage pleasing site arrangements which harmonize with surrounding development.

Policy—encourage proper timing of development of size and scale which will insure economy and efficiency.

C. Recreation

Policy—allocate sufficient land for the conduct of recreation at sites free from hazards and which insure and enhance the growth of the city.

Policy—controls to insure protection of the natural beauty and resources of beaches, reefs, and water.

D. Transportation

Policy—provide the type, number and size of movement channels that are most appropriate to encourage linking.

Policy—minimize unnecessary movement by utilizing each transportation type to its best use.

E. Communications

Policy—establish standards throughout the city to insure a level of service and facility which will satisfy safety and information requirements.

F. Cultural activities

Policy—provide for a variety of cultural activities and encourage participation to insure a maximum choice in the pursuit of self improvement.

SECTION 4—PURPOSE OF POLICIES

A. These policies have been recommended to guide the advantageous development of the city.

B. Curb the misuse of privately owned lands which are undeveloped.

C. To prevent the abuse of one development upon another.

D. To regulate those lands which will remain undeveloped.

E. To guide the re-use of the lands after development has occurred.

SECTION 5—STANDARDS AND CONDITIONS FOR EVALUATION OF DEVELOPMENT

A. Permitted uses

The ordinance shall set forth the uses permitted in a planned development. It is recommended that all uses permitted by the zoning ordinance be utilized.

B. Permitted density

The ordinance shall establish standards governing the intensity of land use—such standards shall take into account (1) the amount, location and proposed use of common open space, (2) the location and physical characteristics of the site of the proposed development, (3) the location, design and type of structures proposed. It is recommended that as the proposed use extends from R-1 single family dwelling to I-3 industrial unlimited that the area of land within an ownership allowable for development decrease in accordance with a formula which reduces area of land so as to provide buffers within the ownership.

C. Common open space

The standards for a planned development shall require that any common open space resulting from the application of standards for density be set aside for the use and benefit of the citizens of the development. It is recommended that this area be established as that which occurs outside of an inscribed circle within an ownership and having a diameter of not less than 100 feet for single family structures. The diameter of this circle diminishes from the same center as the intensity of the land increases.

SECTION 6—INSTRUCTIONS FOR FILING APPLICATIONS

A detailed plot use plan shall be submitted, and the same shall be drawn to scale and must include dimensions to indicate lot size, centerline of streets to property lines, location of project to property lines and to other adjacent projects, garbage collection areas, parking areas, walls and sidewalks.

The plot plan shall contain a title block identifying the development of, project, the name, title, and address of person preparing the plan, the date of preparation of plan and scale of drawing.

In addition to the plot use plan, typical elevation and floor plans shall also be submitted.

The project plan shall include an itemized legend containing the following information:

- Total square feet of net land area.
- Total square feet of building area at ground level.
- Total square feet of parking area.
- Total square feet of landscaped area.
- Net land area in acres.
- Percentage of lot coverage by all buildings.
- Percentage of lot coverage by parking.
- Percentage of lot coverage by landscaping.
- Number of parking spaces furnished.
- Floor area ratio.
- Height of each building.
- Number of stories in each building.
- Total number of buildings.
- Setbacks:
 - Front;
 - Rear; and
 - Side.

Information shall be submitted indicating the source of water supply and sewage disposals.

Since many departments are effected by the requested zoning, and in order to avoid any delays at the public hearings, it is very strongly recommended that you contact the city planners secretary in order to arrange an appointment to review your preliminary plans.

[Telegram]

MIAMI, FLA., *September 25, 1968.*

WILLIAM C. MARTIN,
Capitol Hill Hotel,
Washington, D.C.

Results of channel 10 television poll last night show that 91 percent of the people of Dade County disapprove of Biscayne national monument bill and only 9 percent favor this bill. The poll showed that 69 percent of people of Broward County disapprove of the bill and only 31 percent favor it.

RALPH A. FOSSEY,
Mayor, City of Islandia.

BILL COULD SLIP BY IN RUSH FOR RECESS

(By William C. Martin)

Resentment is mounting in Congress toward the Department of Interior's attempt to rush passage of H.R. 551, to authorize the establishment of the Biscayne National Monument in Dade County.

Embarrassed not only by the inadequacies and inequities of the bill, but the roughshod push by Interior demanding authorization for this obscure national monument ahead of legislation affecting vitally the entire national defense, the war on crime and domestic issues kill the proposed monument.

Many members, too, see the unfairness to their constituents in approving Interior's legislative tactics, which will give H.R. 551 a priority over pending legislation that more closely and personally affects his own people at home.

While the proposed authorization calls for an expenditure of over \$25,000,000 for land acquisition within the municipality of Islandia, a part of the monument, economy-minded members quickly recognize and admit that the project will cost in excess of \$100,000,000 in addition to outlays for development and maintenance over the years ahead.

Too often has the Interior Department attempted to mislead the Congress as to costs for acquisitions by setting a low figure in order to hoodwink it into getting an authorization, then, only to return later and ask for three or four times their original estimate of costs.

The unrealistic low figure sought by Interior to purchase the monument is to mislead purposely the Congress or is the result of inadequate and incompetent appraisal of land values. The inapt appraisal is reflected in the hearings of the Interior and Insular Affairs Committee of the House.

Although the threat of condemnation by the Government for the past five years has depressed land values in Islandia to as much as one-half, comparable sales today reflect values many times over the figures guessed by Interior.

Aroused by the unfairness of Interior's guess-work and its arbitrary and autocratic refusal to grant them a hearing before attempting to take their property and destroy their little municipality of Islandia, the property owners have expressed a strong determination and are carrying their fight to Congress and the courts.

Knowing a favorable vote for H.R. 551 will place their approval on the expenditure of unlimited millions of dollars for an unneeded, obscure national monument far removed from their constituents, and the sanctioning of inapt and dictatorial operations of the Federal Government, who presently are, or may some day, use the same tactics against their own constituents, many Members of Congress will vote to kill the bill before it ever reaches the House floor.

The law on eminent domain provides that Federal agency may take one's real property against his will for due compensation, provided the Congress in its wisdom authorizes the taking for public use as necessary and advantageous. The courts have consistently held that whether or not the taking of one's property is "necessary" is to be determined solely by Congress and not the courts. Therefore, the awesome responsibility of making this determination as "necessary" for the Federal Government to take your property or mine against our will must be borne by each member of Congress. Should any member approve the taking of anyone's property for a public purpose, where there is no clear showing that the property is necessary, then, he forsakes his oath of office, and is untrue to himself, his constituency and his Country.

The obvious lack of necessity for Biscayne National Monument already is being questioned by members who have examined the records and files on the proposal.

The proposed monument would encompass the small island municipality of Islandia and surrounding waters within the boundaries of Dade County, Florida. The Metro Land Use Study, prepared by Dade County, states that already more than 58 per cent of the County, or 1,381 square miles, is in "public" ownership by the Federal and State governments and irrevocably removed from any urbanization or development, not to mention an additional 13,000 acres in County and municipal owned public parks, golf courses, et cetera.

Within twelve miles of Islandia and the proposed Biscayne National Monument, there is Everglades National Park, the third largest national park in the United States, consisting of 659 square miles. Within four miles of Islandia is Pennekamp Ocean Reef Park; within eight miles of Islandia there also is approximately 3,000 acres of public park land owned by Dade County, less than 2 per cent of which has been developed.

In addition to Dade County and its 58 per cent in "public" ownership, more than half of entire South Florida, too, is in public ownership with only a very small per cent of it being developed and used. Hundreds of miles of land fronting on the Atlantic Ocean, Gulf of Mexico, bays, and rivers of South Florida are in public ownership, yet unused. Either there is no need for them, or there are no funds to operate and maintain them, and they lie idle and unproductive.

Considering the costs for land acquisition, capital improvements and maintenance, it has been estimated conservatively that it will cost the Government \$50.43 for each visitor to the proposed monument for many years, in addition to the cost for transporting him across a minimum of fifteen miles of water from the mainland round trip.

"DEVELOPMENT OF ISLANDIA IS FEASIBLE"—FIRST RESEARCH

First Research Corporation of Miami said that development of Islandia would complement, rather than compete with, existing tourist development in the area, in a special "Comprehensive Economic Evaluation of the South Dade Area."

The report, released in 1966, but given scant coverage at the time, also held that development of the community "would contribute significantly to the economic progress of the entire Dade County community."

The report said that there would be "an anticipated real estate revenue to the county of approximately \$7,500,000 annually" when the project has been fully developed.

The First Research Report also found that federalization of the islands would "retire property from the county tax rolls that, if developed under the Islandia proposal, would eventually produce tax revenues to the county of \$7,500,000 million."

The text of the First Research Report which was prepared for the Dade County Construction Industry Advancement Program in cooperation with the Committee of 21 is printed on this page for information of Members of Congress and the taxpayers of Dade County and the United States.

SUMMARY OF MAJOR FINDINGS

1. *The Islandia project represents a feasible undertaking.* Our analysis has indicated that there would be a readily available demand for the type of tourist and residential accommodations that would be developed in the offshore Keys.

2. *The Islandia project would complement, rather than compete with, existing tourist development in the area.* In describing the various features of the proposed Islandia development, it was indicated that this project differs radically in scope from the existing major tourist development in the central and northern sectors of the county. The Islandia development would be geared to attract a brand of tourism which is currently bypassing the Miami area in favor of less congested resort areas in other parts of Southeast Florida and in the Caribbean and the Bahamas. As Islandia would further the overall share of the potential regional tourist market now being captured by the Greater Miami Area, it is logical to expect that existing tourist developments would benefit rather than suffer from the development of Islandia.

3. *The Islandia development would contribute significantly to the economic progress of the entire Dade County community.* The most significant measurable economic benefits appear listed below:

a. An investment in construction expenditures and improvement of approximately \$357 million to \$500 million, spread over a 20 to 25 year span.*

b. An anticipated \$35 million annually to be received in expenditures from tourists.*

c. An anticipated \$112 million to \$150 million of additional income to be earned by new residents of Islandia.*

d. An anticipated real estate revenue to the county of approximately \$7.5 million annually.*

Unmeasurable economic benefits have been discussed in detail on pages 64 through 66 and appear summarized below:

a. The Islandia project would further the participation of the entire Greater Miami Area in the potential regional tourist trade.

b. The Islandia project would be instrumental in helping the Greater Miami Area capture a portion of the trade now being lost to other resort areas in Southeast Florida, the Bahamas and the Caribbean Islands.

c. The Islandia project would provide for extensive development of much needed recreational areas and thus would be in line with the most desirable criteria of future planning regarding the maximization of the potential tourist-recreational resources of Dade County. (This is one aspect which cannot be overemphasized as Dade County is faced with an urgent need for additional recreational facilities. Those which now exist are not sufficient to cope with the needs of the present population, not to mention the needs of the projected population.)

d. The realization of the best potential land use patterns of South Dade County would be greatly enhanced by the completion of the proposed causeway and its connecting road network.

*This amount would apply at that time when the project has been fully developed.

4. From the standpoint of overall community benefits, it also appears that the proposed development of the Keys, as it has been studied in this report, represents a higher and better usage than that which would be obtained through the preservation of the Keys as a national monument area. The U.S. Department of the Interior has announced that it is contemplating the possibility of introducing legislation pertinent to the preservation of the offshore Keys in lower Biscayne Bay as a wild life refuge and national monument area. Under this proposal, the public would be afforded access to the Keys via a high speed ferry operating perhaps from the Homestead Bayfront Park. First, it is well to note that the federal law regulating national monuments expressly declares that such areas are not "geared to support a broad range of visitor-use programs." The law also expressly prohibits development of recreational activities of any sort at the site of a national monument area. In view of this and considering the very method of public access which is proposed, it appears that the aim of the national monument proposal would be to maintain the Keys as a secluded area rather than to encourage mass participation of the public of Southeast Florida and the rest of the United States as well.

A comparative evaluation of the Islandia and national monument proposals render the following conclusions with respect to each:

While Islandia would . . .

- a. open up for extensive public recreation purposes one of the most desirable potential recreational areas left in the county and in so doing would serve a most immediate and urgent need for additional recreational facilities in the county, and would . . .
- b. facilitate mass attendance to these areas by making them immediately accessible via a four-lane causeway, and would . . .
- c. create an estimated additional tax revenue to the county of \$7.5 million annually and generate other economic benefits, as previously discussed in detail,

the national monument would . . .

- a. entail little improvement over the present restrictive method of entry to the Keys and preclude the possibility of developing recreational facilities in the Keys area, and would . . .
- b. retire property from the county tax rolls that, if developed under the Islandia proposal, would eventually produce tax revenues to the county of \$7.5 million, as indicated above, and would . . .
- c. preclude the possibility of the county realizing any of the many other economic benefits indicated to result from development of Islandia.

From the comparative evaluation presented above, there appears to be sufficient grounds to establish conclusively that the proposed tourist-residential development of the offshore Keys is a more desirable project than the national monument proposal.

5. *First Research Corporation is also of the opinion that the conditions that underlie the feasibility of the Islandia project exist at this time and that the development of Islandia can be undertaken immediately.*

ISLANDIA MOVES FORWARD WITH ITS BRIDGE PLAN

WOULD OPEN ISLANDS FOR THE FIRST TIME

Dade Countians will be able to enjoy recreational benefits at Islandia as soon as the Biscayne National Monument Bill is defeated—and at no cost.

The Federal government proposal would seize the land at fantastic costs to the taxpayers while the Islandia plan would link up the islands with the mainland so average taxpayers could drive to and enjoy benefits which will be maintained by the City of Islandia.

The Federal government proposal does nothing which the City and private enterprise cannot do at no expense to the general taxpayer.

Already pending under the City's plans to open up the islands are applications for four bridges which would link the island chain by road with the mainland near the Dade-Monroe County line.

The permit applications were prepared by Islandia City Engineers Post, Buckley, Mooney, & Schuh, in accordance with guidelines established by City Planner James Deen, one of Florida's foremost architects and urban planners. These guidelines provide for the more expensive type of high level, shore-to-shore

bridges—avoiding any necessity for dredging of filling the bay bottom within the proposed monument area.

This type of road access would allow a maximum number of people to visit and enjoy the islands, with no danger of damage to bay bottom marine life.

Islandia's Mayor Ralph Fossey praised the plans by saying, "Anyone whose true purpose is to make it possible for the people of Dade County and our visitors from the north to enjoy the advantages of Islandia would be hard pressed to give reasons for opposing construction of a two-lane roadway connecting the islands to the mainland—particularly when it is financed by a City bond issue, rather than county, state or federal taxes."

The City Road and Bridge project is based upon the premise that the most expeditious way to open up the islands of Islandia for resort development is to tie in with a current road and bridge improvement project on North Key Largo in Monroe County which ends at the South Shore of Broad Creek near the Dade County line.

The project within the City of Islandia which is to connect with Key Largo and assure road and bridge access to the major islands is described as follows: "Beginning at the Dade-Monroe County line (which coincides with the south boundary of the City of Islandia), at Broad Creek a bridge is to be constructed having a length of approximately 1,800 feet. The bridge is to be a high-level fixed bridge with a vertical clearance of 55 feet to provide adequate passage for all small boats.

"Proceeding northward there is to be a two-lane roadway, 24 feet wide with an 8-inch limerock base course with 8-foot shoulders, all constructed to meet State Road Department standards for primary roads.

"Howard M. Post of Post, Buckley, Mooney & Schuh recommends the above standards so the road will be eligible for future state maintenance.

"The next link in the roadway project is to bridge Old Rhodes Channel, Caesar's Creek and Sands Cut.

"The bridge over Caesar's Creek will be approximately 1,600 feet long and will provide an approximately 34-foot clearance."

The engineer anticipates that sidewalks will be provided on the short bridges for use by fishermen and pedestrians. Fishing catwalks will be provided underneath the long bridge over Caesar's Creek.

The project will end on Sands Key. Access to the Ragged Keys will be provided at a later time as a separate project because of proposed project cost limitations.

The effect of the road and bridge project will be to open up all of the major islands of Islandia for immediate resort development. Access will be in a south to north direction from Monroe County.

Financing for the project is by means of General Obligation City bonds. The advalorem taxes which the Islandians have approved for this financing run as high as 30 mills initially, but Goodbody & Company point out "that, far from being a heavy burden on the tax base of Islandia, we have every reason to believe that this taxation which is required to retire the debt of this project may be as low as five mills within 15 years, long before the bulk of the loan has been retired."

Activity in Monroe County, just south of Islandia, complements the City's road plans. It appears certain that excellent road access to Broad Creek justifies Islandians proceeding with the connecting bridging and road improvements on the Dade County side. Engineering studies have been completed for extension of State Road 5 from where it presently ends at the Ocean Reef Club to the Broad Creek Shore.

A second access to North Key Largo is also planned. A new bridge at Card Point below Homestead to connect U.S. 1 with State Road 5 on North Key Largo is now under construction.

AGAINST MONUMENT

The Florida Upper Keys Chamber of Commerce has adopted a Resolution opposing the conversion of the City of Islandia into a national monument, emphasizing their agreement with Resolutions passed by Islandia, Homestead, Coral Gables, West Miami and other official bodies.

The people of the Monroe County upper keys point out in their resolution that a roadway through Islandia to Key Largo would provide the only possible alternate to US 1 as a future access route to Monroe County from the north, and that the proposed national monument would not only depress the economy of South Dade County, but would cut off forever hopes of development in the upper keys of Monroe County.

The enacting clause of the Upper Keys Resolution is as follows:

"Therefore Be It Resolved by the General Membership of the Florida Upper Keys Chamber of Commerce at Assembly this date that we are in complete agreement with the provisions of the three foregoing Resolutions (said resolutions being those passed by Islandia, Homestead and Homestead-Redland in opposition to HR 551), believing them to be in the best interests of the citizens of Monroe County as well as in providing a highly desirable and urgently needed second access road to the Florida Keys as well as inviting development of the North Key Largo area."

COUNTY NEEDS ISLANDIA

ISLANDIA is a part of Dade County, tributary to Metropolitan Miami and South Dade communities.

This municipality provides our County approximately twenty additional miles of Ocean frontage, some twenty-three miles of additional bay frontage, to supplement the island water-frontage of Miami Beach now almost completely absorbed by construction.

Accessibility to and development of the thirty-three islands of Islandia is the basic purpose of Islandia municipal government and the Islandia Chamber of Commerce. These objectives are vitally essential to the continued growth, economic security, and general welfare of Dade County.

It is obvious that those islands can never be appropriately developed to their highest potential without highway access. It is Islandia's purpose to bring about construction of such access highways.

Normal development of ISLANDIA—by owners, not by politicians—will provide an enormous and lasting source of high-bracket County taxes so badly needed even now for essential County-wide public improvements, facilities and services—taxes that the County so desperately needs to offset the deficit created by the several thousands of low-valued residential properties that, because of homestead exemption, yield virtually no taxes while costing the County hundreds of thousands of dollars annually in schools and other essential public services.

The residential, resort, and commercial development of those Islandia keys, the maintenance of homes and the many types of enterprises and facilities thereon, will directly or indirectly benefit every person, every business and profession, every construction and maintenance trade, supply and equipment business in Dade County.

Dade County urgently needs additional sources of VOLUME payrolls. The development of Islandia will provide them.

And, the State of Florida has a definite stake in this enterprise. Unless those Islands are permitted to develop normally under the capable direction of those most directly interested, the State may lose large amounts of money over the years by reduced or destroyed demand and sale value for the adjacent submerged lands owned by the State.

SPORTSMEN PETITION CONGRESS

Member of the Greater Miami Underwater Council are circulating a petition to Congress which calls for the defeat of HR 551, a Bill proposing to create a national monument in South Biscayne Bay, encompassing most of the City of Islandia and surrounding waters.

The petition is addressed to "The Congress of the United States of America," and states:

"Whereas the intent of conservation is foremost in our minds we feel that the monument would be a detriment to all sportsmen. The nature of a National Monument by precedent has been to preserve every living thing within its boundaries. Our interests are wide and varied. However, it is inconceivable that any sportsman could enjoy such a park without making use of its natural resources."

In addition to circulating the petition here in Miami, the Greater Miami Underwater Council has been given a free one-page advertisement by Lee Turcotte, Editor of DIVE Magazine, a national diving magazine published in California. The page will be used to run a copy of the petition for readers to sign and mail to Miami for attachment to the petition when it is sent to Washington.

CORAL GABLES DROPS MONUMENT SUPPORT

Support for the Biscayne National Monument Bill continued to melt away as the Coral Gables City Commission voted to reverse its previous position and oppose the proposal to turn Islandia into a national monument. The fourth largest of Dade County's 27 municipalities took the step following extensive testimony at two meetings of the Commission.

Primary reasons given for the Commissioners' opposition to the Bill were that a national monument would not be as readily accessible to the public as would free enterprise recreation activities connected to the mainland by a road system; that the cost to the Federal Government for purchase of the islands in Islandia would run into the hundreds of millions of dollars, with such funds not visible in the Federal budget at this time for payment to the owners; and that the entire economic future of south Dade County would be depressed by throwing Islandia into a "deep freeze."

It was also pointed out that thousands of acres of privately-owned property in nearby Everglades National Park have never been paid for by the Federal Government, and that property owners in Islandia could hope for little better treatment with regard to their property rights, should the area be designated a national monument.

The earlier City resolution in support of the monument bill was passed three years ago, after special interest groups had the item placed on the agenda without advance notice and without representation of opposing viewpoints.

UNCLE SAM LAND GRAB WOULD COST TAXPAYERS MILLIONS IN LOST \$

The proposal to make the City of Islandia a National Monument is economic suicide for Metropolitan Dade County because it would remove forever from Dade County one of the greatest tax producing potentials and one of the greatest employment potentials in the entire area.

The Metro Commission makes it sound as though this is a "something for nothing" proposal. The Commission does not point out that if this area is purchased by the government through the taxpayers, the entire land area would be taken off the county tax rolls.

This means that instead of producing tax income for Dade County, everybody's tax bill will have to be increased to make up for the loss of taxes now being paid by the property owners of Islandia.

In addition, development of Islandia would not only guarantee access of the Islands for everyone to enjoy but additional tax dollars would flow to the county treasury as homes and businesses are built and the valuations of the lands increase.

Already more than 58 per cent of Dade County is under "public" ownership and thus irrevocably removed from any possible urbanization or development. Here is a breakdown: The Flood Control District (Conservation Area Number 3) comprises 368 miles or 15.6 per cent of Dade County lands.

The huge Everglades National Park area within Dade County consists of 659 square miles or 27.6 per cent of Dade County. (Many owners have never been paid for their property).

The ocean and Bay waters in public domain comprise 354 square miles or 15.1 per cent of Dade County.

These areas total 318 square miles or 58.3 per cent of the land area within Dade County.

The areas are graphically illustrated on the map at left.

These figures do not include, incidentally, the more than 5,000 acres of existing or reserved Dade County parks such as Greynolds, Bakers Haulover, Crandon, Homestead, etc., or the 1,700 acres in Interama, or the 6,000 plus acres in airports, or municipal parks, or public golf courses. The figures exclude, too, land occupied by schools, public safety facilities, libraries and other public functions.

Within 12 miles of Islandia is the Everglades National Park, third largest National Park in the United States, much of which was "purchased" from private owners a decade ago by the Federal government and never paid for. Within 4 miles of Islandia is Pennekamp Ocean Reef Park. Within 8 miles of the center of Islandia, Dade County owns approximately 3,000 acres of public park land, less than 2 per cent of which has ever been developed.

On Islandia itself, Dade County owns 93 acres of ocean-to-Bay park with an additional 80 acres of submerged land.

The County Commission has never taken any step to provide access by ferry boat to its own park in Islandia to open it up to the general public.

The City of Islandia has been the target for years in efforts to prevent its development which would make it available for anyone in Dade County to use. The idea to prevent opening up of Islandia originated with the County Commission. Land values in competitive islands to the north have inflated tremendously as a result of depressing the values in these islands off Homestead.

The highly respected First Research Corporation of Miami in its "Comprehensive Economic Evaluation of the South Dade Area" has said:

"The National Monument would:

"a. Entail little improvement over the present restrictive method of entry to the Keys and preclude the possibility of developing recreational facilities in the Keys area and would . . .

"b. Retire property from the county tax rolls that, if developed under the Islandia proposal, would eventually produce tax revenues to the county of \$7.5 million and would . . .

"c. Preclude the possibility of the county realizing any of the many other economic benefits indicated to result from development of Islandia."

ISLANDIA WOULD BRING JOBS, LABOR STATES

The Dade County Federation of Labor favors development of Islandia because it would provide jobs and payrolls for Dade Countians and benefit all area tradesmen who also provide jobs.

The labor federation has been on record since November, 1963, in opposition to Federalize the island chain off Homestead.

The Federation resolution says:

"We are convinced that virtually every labor group and every profession, trade and business in Dade County will benefit directly or indirectly from the development of Islandia as a picturesque residential and tourist resort community.

"These include all construction, maintenance and service trades—steelworkers, masons, roofers, carpenters, plumbers, electricians, landscape gardeners, nurserymen, suppliers and services of machinery, materials, fuels, day laborers and others too numerous to mention."

The Federation resolution points out that the South Dade area already is surrounded with parks and adds:

"Over-indulgence in additional parks or nonproductive land 'monuments,' all of which are exempt from taxation, will further permanently reduce the job potentials of Dade County and the overall economic benefits that accrue from large-scale dependable employment.

"Such an extravagant park or land monument policy would also inevitably result in increased tax burden on homes, apartments, hotels, motels, industrial projects, business enterprises, farm lands, and other job-producing properties that are not exempt from taxation.

"Such a policy is a luxury that Dade County cannot afford," the Federation said.

THE MIAMI HERALD SAYS

The Miami Herald, Florida's largest newspaper, has commented twice in its editorials on the Islandia question recently.

Reprinted here are those editorials. The first appeared March 25th and the second appeared May 30th.

WEIGHTED QUESTION

In a public opinion poll circulated among his constituents Rep. Dante Fascell asked:

A bill has been introduced to establish a national park known as Biscayne National Monument, on the Upper Florida Keys. Do you favor the creation of such a park which would feature activities such as swimming, boating, camping, fishing, nature study?

It is not surprising that 76.14 per cent of the respondents were "strongly yes" or "mildly yes." Who opposes swimming? But it is surprising that only 8.09 per cent were "not sure."

Nothing in the question identifies the land area as the present incorporated City of Islandia or distinguishes between a national park and a national monument. Suppose, for sake of balance, the question had continued:

Government acquisition of the area would nationalize the last major ocean-front of South Florida and put more than half of Dade County under government ownership, creating back-to-back national parks (or monuments) with customary restrictions on visitors.

We think the "not sure" vote would have been larger. Maybe, too, the "strongly no."

MONUMENTAL ISLANDIA

In Washington the House has authorized funds for the purchase of Islandia as a national monument, or restricted national park, once the project itself is authorized.

We wonder if anyone was told that the nationalization of Islandia, one of the last large private tracts available for a booming population, would put national parks back-to-back in Dade County.

Is Congress aware that 58 per cent of Dade is under government ownership? Does it know that there are five national or state parks within a dozen miles of Islandia? Was it told that Islandia itself already has a 93-acre county park plus 80 acres of submerged land?

Surely there are better uses for spending government revenues in an area already more parkland than not. And for a project which, like certain areas of existing parks, would be denied to a public led to believe that parks are for recreation.

HOMESTEAD NEEDS ISLANDIA MAYOR DICKINSON TESTIFIES

(The entire South Dade area will be threatened economically if the Biscayne National Monument Bill is passed by Congress, Homestead Mayor William Dickinson testified before the House Interior Committee in Washington.

(Mayor Dickinson's statement refutes claims by the Bill's proponents that there is minimal opposition to the so-called "motherhood Bill.")

(The complete text of the Mayor's statement:)

"I am here as a result of unanimous action by the Homestead City Council (Resolution No. 65-12-23, Dec. 16, 1965) to advise you that the great majority of the citizens of Homestead, and of South Dade County generally, are opposed to *House Bill* 551 proposing to turn our off-shore islands, comprising the incorporated City of Islandia, and all of South Biscayne Bay into a National Monument.

"Homestead, population 12,000, is located 30 miles south of Miami in a largely agricultural area. Thus far we have not participated in the tremendous population growth and economic progress of the Miami Urban area to the north of us, but we bought property and settled in South Dade in the expectation that eventually we would. Now the expectation of orderly growth and progress is threatened by this National Monument proposal.

"The communities in Florida that have prospered most and grown the fastest are, for the most part, those that have had access by causeway to nearby off-shore islands with ocean and bay beaches and recreation and resort facilities.

"Nowhere is this more evident than in the Miami area—where 90 per cent of the population (861,730 out of 935,050, according to the 1960 census) live in the north one-third of the county where they have access to the Key Biscayne and Miami Beach off-shore island recreation areas by no less than seven causeways.

"If the Upper Keys—Islandia—are turned into a National Monument, Homestead and South Dade will be virtually surrounded by parks. Already we are

bounded on the west and south by the vast Everglades National Park, comprising 1.4 million acres, the third largest national park in the country.

"Just below Islandia in the Keys to the south east of Homestead is John Pennkamp Coral Reef Park, a state park that is already preserving for posterity all of the unique underwater ecological elements that are claimed for Islandia. Further down in the Florida Keys—all of which are similar to Islandia in their flora and fauna and ecological "uniqueness" are Key Largo State Park, Bahia Honda State Park and Key Deer Refuge Park. To the north of Islandia, the State of Florida has just completed purchase of 100 acres on the southern tip of Key Biscayne for Cape Florida State Park. In addition, of course, there are countless neighborhood parks, golf courses and other recreational facilities—many as yet undeveloped—throughout Dade County.

"Please don't misunderstand, we in Homestead are for parks and public recreation. We have a well developed system of parks in Homestead and, on a per capita basis, spend more for the operation of our Recreation Department than does Metro or the City of Miami.

"But we do not believe that Islandia, as a National Monument without access by automobile, will provide the kind and scope of recreational opportunities that it can for large numbers of people if developed by private enterprise.

"The fact of the matter is, as has been pointed out, more than 58 per cent of Dade County—and 70 per cent of Monroe County to the south already are in public ownership. We are in favor of parks, but enough is enough—let's leave some room for the habitations of man.

"The Dade County Planning Department has predicted a population increase in Dade County from one million in 1960 to 2.5 million in 1985. We need all the room we can find for them—especially prime, waterfront property, which is everybody's dream of a Florida home.

"Tourism also is on the increase, with a sharp acceleration anticipated when Disney World opens in Florida. We will need the kind of resort facilities that will be built on Islandia by private enterprise to accommodate these new visitors.

"How will Homestead benefit from the development of Islandia? In the same way that Miami and the whole north Dade urban complex has benefitted from Miami Beach. We will be the service and distribution area for the Islandia resort islands and many new permanent residents will be attracted to South Dade because of proximity to this new resort development.

"And, finally, there is our dream in South Dade of creating a great industrial seaport to serve South America and, indeed, the world. While Congressman Fascell has included a provision in his bill for an access channel, many of us have grave doubts that the National Park Service and Department of the Interior would ever permit construction of a deep water channel once south Biscayne Bay becomes National Monument.

"For these and other reasons, such as the total drain on the Treasury caused by the war in Vietnam and the war against poverty at home, we urge you not to commit more millions of dollars for the acquisition and development of this Biscayne National Monument, which is simply not needed or justified.

"Let South Dade develop its own natural resources, which we propose to do in an orderly manner with due regard to conservation and the preservation of natural beauty.

"Let Homestead and South Dade find their own place in the Florida sun."

MARINE LIFE UNIQUE? "FALLACY" EXPERT SAYS

The claim that the Islandia area is "unique" in its marine life and ecology is an "illusion" and a "fallacy", an internationally known marine biologist testified before the House Interior Committee in Washington in opposition to HR 551.

"There is not one particle of proof that there is any species of marine life that does not occur in far greater abundance throughout the Florida Keys," E. Lewis Maxwell told the Interior Committee.

Biologist Maxwell, President of the Oceanic Research and Development Corporation of Miami, is internationally known in his field. He is a consultant to local, state and Federal governments and to international companies.

He is a member of the International Oceanographic Foundation, the International Underwater Explorers Club and the Zoological Society of South Florida.

Here is what he told the House Committee in recommending that the Biscayne National Monument Bill be defeated.

"It is my considered opinion that the Biscayne National Monument Bill is not needed nor should even be desired by the U.S. Government or the State of Florida.

As a marine biologist, serving as a consultant to local, state and federal governments and various private companies, I have lived on and visited many of the out of the way islands of the world such as the Galapagos, Ascension, Roitan & Grand Cayman. My primary professional interest was in the waters that surround any island, and to a lesser extent the flora and fauna to be found on the islands proper. Due to the nature of my business I have visited the Islandia area frequently over the past several years.

The most "unique" aspect of this area is the clarity of the water, even on the west side. One reason for this is the white sand bottom with very sparse marine growth except where the very few shallow channels or cuts benefit by the tide flow from the sea. This type of bottom does not offer a foundation or holdfast for marine organisms. Also, due to the lack of tidal flow, the food in the form of the phyto and zoo plankton is not available. There are a few exceptions where docks, piers, sea walls and bulkheads have provided a break in the sand bottom.

A good example of this may be found at the 92 acre Dade County Park on the west side of Elliott Key. The bulkheading, pilings, docks and piers in this dredged area have made possible growth of organisms that could not otherwise exist. If we go west into Biscayne Bay a scant hundred yards, it is like a white underwater sand desert.

Even the shrimp fishermen who have been catching bait shrimp in this area for eighteen years do their netting several miles to the north and northwest of this area.

Another observable fact is the absence of crab and lobster traps in this area, as these fishermen know along with sport fishermen, that fishing such territory is a waste of time and effort.

The whole Islandia monument proposal is predicated upon the illusion, the fallacy, that this area is unique in its marine life and its ecology. This concept is without foundation in fact.

REG WATERS REPORTS

(By Reginald V. Waters)

House Bill 551 is offered as a conservation measure "to preserve and protect for the education, inspiration, and enjoyment of present and future generations a rare combination of terrestrial, marine, and amphibious life".

It is not clear to this writer what is here meant by "rare combinations"; but he does know that "terrestrial" animal species are in extremely short supply in Islandia due, among other things, to the fact that there is not a fresh-water spring, pond or stream on any of those 33 islands. Fresh water supply for wild-life at Islandia depends entirely upon the whimsey of rainfall; and rain caught in pot-holes in the rock soon disappears by seepage and evaporation.

Islandia's land animals consist of raccons, opossums, and squirrels that were introduced at Elliott Key some years ago. Those species are found in every county in Florida and in many communities. Everglades National Park has a generous widely dispersed supply of those animals. They are not rare.

As to marine life: The same species that are found in Biscayne Bay are also found in contiguous Hawk Channel, Card, Barnes, Blackwater and Buttonwood Sounds and other connected water areas of Dade and Monroe Counties, and especially in vast Florida Bay in nearby Everglades National Park—which indicates that those species are not rare, nor in danger of extinction.

Marine species of the area are well dispersed by nature—are not bunched exclusively in south Biscayne Bay. And, incidentally, the truly beautiful living corals and other colorful sea-life, the amazing and highly popular sea-gardens, are in 22-mile long Pennekamp Coral Reef Park off-shore from Islandia and Key Largo in the Ocean. The Bay corals are widely spaced over the bay-bottom, and are of lower grade. They attract few sight-seers. In fact are not easy to find.

As to amphibious life: There are no amphibians at Islandia. Years ago there were crocodiles, possibly alligators—but none in recent years. Nearby Everglades National Park is bountifully stocked by nature with alligators and crocodiles; and sea-turtles come ashore on the Gulf side of Everglades National to bury their eggs for hatching in the high sand beaches.

Actually, the wild-life status and potential of Islandia have been blown up far out of proportion to their reasonable capabilities as sanctuary for animals and nursery for marine life.

South Florida has at Metropolitan Miami's side-door, largely in Dade County, the truly great 1,400,533-acre Everglades National Park—third largest in the United States—larger than the State of Delaware—225 times the size of Islandia—occupying the entire southern coastal sector of our State from north of Everglades City on the Gulf of Mexico coast, southward and eastward in unbroken continuity around the Peninsula's southern end more than 100 miles to the Intracoastal Waterway at Key Largo on the Atlantic side of our State.

Everglades National Park includes broad expanses of mainland, many rivers, lakes, waterways, broad picturesque sand beaches, literally hundreds of islands, nearly all of vast island-studded Bay of Florida—constituting a multiple-use Park that adequately serves the needs of Florida and the Nation as an all-purpose, all-inclusive sub-tropic park, monument, recreation and nature-study area, forests, prairies, wild-life sanctuary, great estuarial spawning and feeding expanses for marine and aquatic bird-life—ininitely superior to anything of the sort that Islandia can possibly offer.

The whole Islandia monument proposal is predicated upon the illusion, the fallacy, that South Biscayne Bay is unique in its marine life and its ecology; that the islands offer subsistence, appropriate environment, to land-oriented wildlife. Those concepts are without foundation in fact. And there is no proof that there is any species of marine life in Biscayne that is not found in the several connected sounds and bays that extend southward from Biscayne Bay. It is general knowledge among boatmen and fishermen that vast island-studded Florida Bay and the numerous other Everglades National Park waterways are far better stocked with marine life than is Biscayne Bay. (The same is true as to animals and birds of every local and migratory species).

Much has been said and written about estuarial values in lower Biscayne Bay. Fact is that Biscayne Bay has the narrowest, the most poorly sustained and supplied estuarian area on the Atlantic Coast of USA—no rivers empty into south Bay—only a few short, shallow little creeks or drains and lock-plugged canals that carry minimal nutrients from the uplands and mangrove marshes into the shallow water along the mainland bayshore.

The whole illogical monument proposal should be promptly junked, for it cannot be justified by fact or logic. Neither can the enormous cost to the Government—which mean the American taxpayers—be justified or even excused. With the Nation's finances, its national debt, its domestic and international commitments what they are, the taxpayers should not be saddled with the additional wasteful expenditures that would mount into scores of millions to cover the enormous cost of acquiring and establishing another national park or monument back-to-back with a vastly larger and infinitely better one—Everglades National—already existent and functioning.

KYL CITES REASONS FOR OPPOSING MONUMENT BILL

Here is the full text of the dissenting report by Congressman John Kyl (Iowa) on the Biscayne National Monument Bill (HR 551).

Congressman Kyl has urged that the legislation be defeated when it reaches the floor of the House of Representatives for vote.

I am opposed to the passage and enactment of H.R. 551, a bill to authorize the establishment of the Biscayne National Monument in the State of Florida.

I do not argue with the conservation principles of this legislation. My objections to the passage and enactment of H.R. 551 concern (1) the acquisition of the area within the boundaries of the proposed monument known as the city of Islandia and (2) the unrealistic figures on the estimated costs of acquiring the lands and interests in lands for the establishment of the Biscayne National Monument.

The proposed Biscayne National Monument is to be located off the Florida mainland south of Miami and includes approximately 4,000 acres of land on the upper Florida keys or chain of narrow islands that separate Biscayne Bay from the Atlantic Ocean and 101,000 acres of the adjoining bay and ocean waters. The bill authorizing the Secretary of the Interior to acquire these lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange.

Included among the 4,000 acres of land to be acquired exists an area known as Islandia. Islandia is a group of several offshore islands or keys, located south of Miami and off the south Dade County, Fla., mainland. Islandia is a municipality chartered in 1961 pursuant to the laws of the State of Florida. Article I of the Charter of Islandia reads in part as follows:

SECTION 1. ESTABLISHMENT OF THE MUNICIPALITY

Pursuant to the provisions of the Home Rule Charter of Dade County, Florida, relating to the creation of municipalities in said County, with all of which there has been full compliance, the inhabitants of Islandia, as its boundaries are hereinafter designated or as they may be established and designated hereafter, constitute themselves a body politic and a corporate, to be known as Islandia, and as such shall have perpetual succession, may use a common seal, may contract and be contracted with, and may sue and be sued in the proper courts of Florida and of the United States in all matters whatsoever.

Section 2. Boundaries—Corporate Limits—Bulkhead Lines.

A. All lands, whether upland, tidal or submersion, lying within the following boundaries, shall be the territory, the inhabitants of which are hereby established and organized as municipal corporation over which such corporation shall exercise its jurisdiction and powers:

B. Bulkhead Lines: The Bulkhead Lines around the several islands within the limits of Islandia, as heretofore located and fixed by the Board of County Commissioners of Dade County, Florida and approved by the Trustees of the Internal Improvement Fund of the State of Florida, are hereby ratified and approved. There shall be no extension beyond such Bulkhead Lines outward into the surrounding waters by the creation or filling of land other than such as may be determined by the City Council of Islandia as being necessary for the construction of a causeway or causeways connecting said municipality with the mainland of Dade County, Florida or with the island of Key Largo in Monroe County, Florida, or with another island or islands within or without the limits of Islandia, or between islands within the limits of Islandia.

SECTION 3. JURISDICTION

The Jurisdiction and powers of the City shall extend over all streets, alleys, sewers, parks and all lands within the corporate limits, whether upland, tidal or submerged, and whether platted or unplatted, and in the air above same; and to and over all waters, waterways, bays, bayous, submerged lands, water bottoms and wharves; and to and over all persons, firms, and corporations, property and property rights, occupations, businesses and professions whatsoever, within said boundaries; and over all property owned, leased or operated by the City outside the corporate limits. The title to and jurisdiction over all streets, thoroughfares, parks, alleys, public lots and sewers within the City, and all other property and municipal plants of the City owned, possessed or operated by it, and all property of every kind and character which the City may hereafter acquire within or outside the City, or which may vest in it, or be dedicated to it, for its use or for the public use, shall be vested in the City created under this Charter.

SECTION 4. SEAL

The official seal of Islandia shall bear the legend "Islandia, Florida—Seal—Created 1961."

Powers of Islandia

SECTION 6. GENERAL POWERS OF THE CITY

The municipality hereby created, established and organized, and its City Council, shall have and may exercise all the powers granted cities, towns, villages and other municipalities, and their governing bodies, by general laws of the State of Florida unless prohibited by the Home Rule Charter of Dade County, or unless in conflict with provisions of this Charter; but they shall not have the powers or duties granted or imposed by Charters 174, 175 or 185, Florida Statutes, 1959, or as such Chapters may be amended hereafter, anything in this Charter to the contrary notwithstanding.

In addition, the City and its City Council shall have full power and authority:

A. Taxes and Assessments: To raise or cause to be raised annually by ad

valorem tax levy in said City such sums of money as the City Council shall deem necessary for the purposes and needs of said City, and in such manner as shall be hereinafter provided.

B. Utility Taxes: To impose, levy and collect taxes for the utility services included in Section 167, 431, Florida Statutes, 1959, and in addition thereto, for sanitary sewer service, in accordance with the provisions of said Section 167.431. * * *

Testimony before the committee raised the question of whether or not the city of Islandia exists and to whom just compensation is to be paid for 101 acres of lands owned by the city of Islandia? The status of Islandia as a municipality is under attack in two lawsuits, both now pending in the courts of the State of Florida. One suit is brought by the Dade County supervisor of registration challenging the number of residents of Islandia for the purpose of voter registration. The other suit is a quo warranto proceeding brought by the Tropical Audubon Society, challenging the constitutionality of the formation of the municipality and alleging that it performs no municipal function.

On the basis of the pending lawsuits, it is argued that there is in fact no city of Islandia. This argument attempts to dismiss the fact in issue in the pending lawsuits for the purpose of promoting congressional authorization of the proposed Biscayne National Monument. The Congress has no jurisdiction in this legal controversy. But Congress should by all reasonable legislative standards and comity take judicial notice of these pending lawsuits before authorizing the proposed Biscayne National Monument.

If the courts determine that the city of Islandia does exist and that it has municipal powers as a city at this time, the bill we consider to establish the proposed Biscayne National Monument would destroy that entire municipality. This outcome of the litigation would in turn result in increased costs of land acquisition that cannot be contemplated.

It is obvious that the pending litigation involving the city of Islandia will delay the acquisition of lands in the proposed monument area. Unquestionably, such a delay will cause the land values in the area to rise appreciably.

The estimated costs of \$25 million for acquiring these lands, waters, and interests therein is another feature of this legislation which causes serious concern. The figures presented by the Department of the Interior in this legislation as the anticipated costs of acquisition are completely unrealistic.

Historically, the actual costs for acquisition of park and recreation area lands usually exceeds the original estimates. An analysis of the recent sales of land within the area proposed for the establishment of the Biscayne National Monument indicates that actual costs will far exceed the estimated costs of \$27,475,000 for acquisition and development.

In 1959 the Internal Revenue Service valued one parcel of land which lies within the area to be acquired at \$27,350 per acre. In adjacent areas of South Dade County, representative sales indicate a price of approximately \$25,000 per acre. A development called Sunrise Harbor building sites sell for \$40,000 to \$60,000 an acre. Another tract zoned as "agricultural" by court decree sold for almost \$100,000 per acre. In 1964 property just north of Islandia with 380 feet of ocean front, comprising 21.85 acres sold at \$34,000 an acre. Adjacent mangrove swamplands have sold for as high as \$20,000 per acre.

If we deem this land to be worth whatever we must pay to get it to preserve these values, we must place a reasonable and realistic figure in the neighborhood of \$75 to \$100 million for the acquisition of these lands and interests therein.

The Congress has authorized the acquisition of lands for many park and recreation areas which have not as yet been acquired. There is in fact, a \$450 to \$500 million backlog of authorizations for acquisition of lands for such purposes at the present time, and we are in the process of falling further behind with the authorization of this Biscayne National Monument.

For the reasons stated in these separate views, I oppose the passage and enactment of this legislation.

JOHN KYL,
Member of Congress, Iowa.

BIG GOVERNMENT SWALLOWING UP PRIVATE LANDS

ISLANDIA LAND GRAB WOULD TAKE MILLIONS OFF TAX ROLL

(By Art Green)

In order that fishes may continue to spawn unhindered by man's progress, a highly vocal aggregation of conservationists has urged that the group of islands and reefs known as the City of Islandia be made into a national monument without concerning itself about the cost to both the nation and the people of Dade County.

The cost to the nation in acquiring the land will be in excess of \$25 million, according to the U.S. Department of Interior. The cost to the people of Dade County in taking this potentially potent revenue producing land off the tax rolls staggers the imagination.

Dade County covers 2,054 square miles. According to the Metro Land Use Study Plan, 58 per cent of all Dade County is publicly or government owned. This does not include 5,000 acres of actual or planned county parks, or 1,700 acres of Interama, or more than 6,000 acres of airports, school sites, municipal parks and publicly owned golf courses.

Less than 40 per cent of all lands in Dade County is tax producing. We are glutted with tax-free, publicly-owned land. You can stand on the southern end of Islandia and spit, and if the wind is right, it will land on tax-free John Pennekamp State Park, adjacent to the east. On the other side of the bay, and west of Homestead, is the tax-free Everglades National Park, stretching all the way to the Gulf of Mexico.

Immediately to the north of Islandia lies Key Biscayne, on which there are two tax-free parks. On the southern tip of Key Biscayne lies the yet unnamed State Park acquired from the widow Aleman at a reported cost of approximately \$7 million of taxpayers' money, and as yet, undeveloped.

To the north of this new tax-free state park, and separated from it by a shopping center and a group of homes and two hotels, is county owned tax-free Crandon Park, covering 898 acres, of which only 359 acres have been developed for recreational purposes, the remaining 539 acres lie fallow, taxless and unproductive.

We need more tax free State and National parks and monuments in Dade County like we need holes in our heads, especially one like Islandia, which is accessible only by boat. What we do need in Dade County is more income and tax producing real estate.

According to the First Research Corp. which recently completed a survey on Islandia's economic potential, if privately developed, Islandia would generate \$654 million in new community income to the citizens of South Dade County. This comes to the staggering figure of \$1,791,506.84 a day!! This is quite a sum to ask the already impoverished Dade County working man to forgo for the convenience of fishes.

There is another, and even more compelling reason why Islandia should be privately developed. The Dade County Commissioners have just approved a budget of over \$100 million. This budget must be met by ad valorem taxes, most of it on the dwelling places of the already over-burdened small home owner.

Since Dade County, like all other counties in Florida, is limited to property taxes as a source of revenue, the only way to meet the rising cost of government and provide the services the people demand, is to either raise taxes on existing property or find new property to tax.

The City of Miami Beach, which pays 12.82 per cent of all Dade County's ad valorem taxes, contains 7.1 square miles of land area. The entire beach district from Government Cut on the south to the Broward County line on the north, from the Atlantic Ocean on the east to Biscayne Bay on the west, from Miami Beach to Golden Beach, and the unincorporated areas lying in between, covers only 11.5 square miles of land area.

Islandia contains 10.7 square miles of land area, more than Miami Beach and as much as the entire beach district combined, and when the offshore flats are filled in to the bulkhead line, it will be twice its present size!

The average height above sea level on Miami Beach is slightly below four feet. The average height above sea level on Islandia is more than six feet. This is prime land crying to be taxed.

All of Dade County lying east of Biscayne Bay from Government Cut to the Broward line, including Miami Beach, Surfside, Bal Harbour, Golden Beach, and the county land lying between them is assessed at \$1,289,761.532.

At the present millage of 35.555, covering only county and school taxes and does not include city taxes, which would more than off set any reduction for homestead exemption, this represents a tax roll of \$45,857,481.27, a sum large enough to excite the most blase tax collector. This \$45,857,481.27 in new tax money will go a long way toward lifting the already crushing tax load off the breaking back of the small home owner.

It can pay for many of the services that Metro wants to provide, and the people want to have, but for which the County doesn't have the money to supply. The people of Dade County are generous and long suffering, but a sum in excess of \$1.25 billion in assessed valuation is a little too much to ask them to donate to the preservation of a piscatorial boudoir.

GREEN CITES CHAMBER OPPOSITION TO H.R. 551

(The Islandia Chamber of Commerce has been hampered in its plans to move Islandia ahead because of the cloud placed over the City by the so-called Biscayne National monument Bill.)

William E. Green, Jr., President of the Islandia Chamber, presented the group's position to the House Interior Committee at the hearings in Washington.

Here is the text of President Green's statement to the Interior Committee:

The Chamber of Commerce takes a businessman's approach to this proposed Bill. The Department of the Interior intends and recommends to Congress the purchase of the physical assets defined in this Bill. It further intends to acquire other assets, and invest other monies in the acquisition of other land. It plans the investment of additional funds in buildings. As in any enterprise, it incurs its cost of operation, must defray its overhead and in principle, earn a return on the invested capital.

On November 9th, 1967, Secretary Udall wrote to the Honorable Wayne N. Aspinall, Chairman, Committee on Interior and Insular Affairs. To this letter of support of the Administration's program, he appended certain figures relating to the cost of operation and additional costs over and above the Island Area known as the City of Islandia. These figures are carried forward over a five year period. Let us assume that the fifth year represents the anticipated maximum expense, and that all capital improvements have been completed and that the money representing the cost of the upland and baybottom has been paid, even though this will not be true.

Using the Secretary's own figures, the Biscayne National Monument would show assets as follows: \$25,105,000 in Monument land and baybottom, at cost, and \$2,895,200 invested in other land, buildings, and capital improvements, for a total Asset amount of \$28,000,200.00.

In this same year, the operating costs of personal services, management, protection and maintenance is projected as costing \$791,400. There is no allowance herein for depreciation, and cannot be correctly calculated since the cost of the Visitor Contact buildings, etc., have not been set forth. Let us assume a modest value and maximum life of said buildings, and charge a conservative \$50,000 per year to proper Depreciation charges. We now have an operating cost of \$841,000. To this amount, we must add the return on our investment. A conservative return would be the Government's own standard 6 per cent, amounting to \$1,680,000 per annum, resulting in a true annual operating cost of \$2,521,400.

How do we equate this cost into a product? By the number of people who will use the Monument. No anticipated figures are cited by the Department of the Interior, but there are a number of guidelines that are available and which should be reasonably accurate. Within fourteen miles of the Proposed Monument is the gigantic and enormously varied Everglades National Park. The attendance at this Park totalled 1,098,284 in 1967.

Adjacent to Islandia to the South is the John Pennecamp Coral Reef State Park. It is easily available by automobile. A very complete facility, described by the State as "containing the only living reef formation along the coast of

North America", this State Park offers swimming, skin diving, boating, glass-bottom boat tours, camping and picnicking.

Over 25 per cent of its attendance last year, ended June 30, 1967, was composed of overnight trailers and campers, not applicable to the Biscayne National Monument, leaving a net visitor attendance of slightly over 150,000. Please bear in mind that the John Pennecamp Park offers virtually everything the Biscayne National Monument proposes to offer.

As businessmen, we would have a product to sell in the form of the natural beauties of upland and bay bottom in the Proposed Monument. What competitive product is on the market? These two Parks, not to mention three large additional parks within 8 miles of the present City of Islandia, are stiff competition in every way, offering the same values to the Public. How many people can the Proposed Biscayne Monument expect to draw?

A reasonable figure in relation to the other attractions, and considering the complexity of water travel, time, and expense, could certainly not exceed 50,000 people in the immediate future. At this rate, the cost per visitor to the Biscayne National Monument would be \$50.43! And, the cost of public or private transport across a minimum of 15 miles of water from the Mainland round trip is not included.

This anticipated figure of 50,000 attendance also corresponds with Secretary Udall's statement that present levels of activity in Islandia are compatible with the required conservation. According to Dade County statistics, an average of 34,750 persons visited the County Park in Islandia during the last five years.

Since this is virtually the only available mooring and land access in Islandia, it constitutes the heavy majority of all traffic in the City. The maximum projection of 50,000 visitors thus would be modestly in excess of the Secretary's conservation requirements.

Since it is the purpose of this Committee to analyze all aspects of this proposed National Monument, like good businessmen, let us recheck the major costs. The largest item, by far, is our capital investment, listed at \$25,000,000.00. Suppose that the land in question could not be acquired at that figure. Suppose that the final cost was \$100,000,000. Our cost to benefits then rises to \$136.82, transportation not included, for every projected visitor! Then, just think what a drop in our attendance would mean. Suppose that the public does not find the values of the National Monument desirable. Consider that it will not tolerate the trouble and expense in order to be eaten up by vicious hordes of sandflies and mosquitoes. Consider that the rocky shores, mangrove swamps and scrub growth on these islands do not interest our visitors, and that only 50 per cent of our anticipated count is achieved. The cost to benefits then becomes a staggering \$273.64!

Continuing our analysis, is \$100,000,000.00 a realistic figure?

Yes.

There are a number of criteria which can be used to support valuations with relation to Islandia. For example, prior to the threat of condemnation of Islandia as a National Monument, the Internal Revenue Service established a price of \$27,350.00 per acre, in 1959. This was done in the establishment of the estate of A. D. H. Fossey, and the Internal Revenue Service, under date of November 23, 1959, compelled a valuation of \$10,000, current market value for .37 per cent of one (1) acre, which equates to approximately \$27,350.00 per acre. Using this Government-established valuation, the then (1959) value of the acreage of Islandia would be in excess of \$100,000,000.00. It must be borne in mind that this was almost ten (10) years ago.

The current market price of canal-front property in South Dade County (Gables Estates), with access to the Bay by canal, but with no view of any natural beauty of flora and fauna, is no less than \$25,000.00 per acre, with some acres valued at over \$50,000.00. A similar development (Sunrise Harbor) offers building sites at from \$40,000 to \$60,000 per acre, again on canals with only eventual access to the Bay.

These figures, as stated, relate to Bay property on the Mainland. Moving up to the first available comparison on ocean frontage, on Key Biscayne, we find a cash sale of 21.85 acres, with 380 feet of ocean front was made by Hardy Matheon, at a figure of over \$34,000 per acre. And, Gentlemen, this was in 1964.

Moving further north in Dade County, there is a situation existing which closely parallels that of the City of Islandia. Doubtless, all of the members of the Committee are fully informed as to the project known as Interama.

The cleared, filled land has been completely dredged from the Bay bottom with no complaints from any conservationists or Miami Beach hotel owners. Filled

in this fashion, with no planting nor growth of any kind, this land is valued at \$40,000 per acre by Mr. Gui Govaert, Executive Director of Interama. A mangrove swamp area is valued at \$20,000 per acre.

This land has some canal and waterway frontage, as can be seen, but in no way compares to the desirability of Islandia bay frontage, with its magnificent view and clear, many-hued waters. And what about Ocean Frontage?

The intensely developed Miami Beach is admittedly not currently comparable to Islandia, but some of the current market values for unimproved ocean front, requiring expensive fill, can be obtained from the attached letter from Mr. David Bishop, Qualified Appraiser, past President of the American Society of Appraisers. You will note that the purchase price for the land in question was over one-half million dollars per acre.

From the foregoing, it can readily be seen that the 4,000 plus acres of the present City of Islandia could only be valued by an impartial and fair appraiser at a current market value of no less than \$25,000 per acre, resulting in a total cost of acquisition of \$100,000,000.00.

If the argument is presented that there have been sales in Islandia recently at considerably lower figures, this is simply proof of the fact that the threat of a National Monument has entirely distorted the real values. The threat of a National Monument has in fact removed buyer interest. Steadily mounting pressure of taxation has forced some owners to sell a portion of their land at sacrificial prices, in order to retain and protect their investment to some degree.

During the current year, the County taxes on the City of Islandia were increased by over 300 per cent. The Department of the Interior is on record with the U.S. Corps of Engineers as requesting the denial of any dredging or filling permits whatsoever within the City of Islandia.

As a result, no property owner can anticipate being able to bring his land up to the required County level above mean low water so that he qualifies for a building permit because he cannot obtain fill from the bay bottom, the only available source. With no improvements possible or probable until the Monument cloud is lifted, the current market value of this property must be, and will remain, abnormally depressed since this is a false position originating with the Department of the Interior and under no circumstances can the stated valuation proposed by the Department of the Interior and endorsed by Secretary Udall, as being worth \$25,000,000, be a realistic offer or reasonable in any manner whatsoever.

With the costs of the widening War in Vietnam, the yet uncalculated billions demanded for the War on Poverty, the already enormous and increasing deficit, the critical unfavorable balance of payments, it is almost unthinkable that the taxpayers of this Country would endorse the expenditure of their tax money on such an undesirable purchase. Furthermore, the continued operating costs, the fantastic cost to benefits that could easily rise above \$200.00 per visitor would be a luxury, and waste, that even the most affluent society could hardly afford. When it is further known and understood that the taking of the City of Islandia as a National Monument offers the Public nothing not already available, I submit that the Members of this Committee must reject H.R. 551 as not being in the Public Interest.

FIVE MARINE SCIENTISTS AGREE ON ISLANDIA STUDY

(By Ernest Mitts, Director, University of Miami Marine Laboratory)

(The Marine Laboratory of the University of Miami, at the request of the Florida State Board of Conservation, has investigated the site of a proposed bulkhead line on Elliott and Old Rhodes Keys, Biscayne Bay, Florida (Figure 1).

(Observation were conducted to determine the probable effects of 1) bulkheading and filling behind the bulkhead, and 2) the probable biological consequences of obtaining fill from the Caesar Creek delta.)

The study covered the areas most likely to be affected by the creation of the bulkhead line proposed by F. Gerritsen of the Coastal Engineering Laboratory in his report to Mr. William C. Martin.

The investigation was limited to the above two factors and did not include observations upon the possible changes in erosive forces created by deepening and straightening the shoreline. The investigation also did not consider partial bulkheading of the area.

This report assures that the bulkhead line is filled in as shown on the chart. In a discussion with Mr. William Martin the possibility was mentioned that some individual property owners might do bulkheading and filling opposite their property while other owners made no alterations. Specifically, Mr. Martin mentioned that he might be the only one to bulkhead and fill while the other owners might not.

Such action would reduce the biological damage because of the smaller area involved. However, as stated above, this study was conducted considering the maximum bulkheading and filling as proposed.

It was also suggested by Mr. Martin that additional fill would be piled on the Keys themselves rather than only behind the bulkhead to the edge of the mangroves. This would require considerably more fill and would take a great deal more from the delta of Caesar Creek. The plans given us do not indicate this and for this study only the area indicated was considered.

Two trips were made to the study area. Five scientists from the Marine Laboratory were directly involved in the investigation and others consulted in their particular fields of interest.

Sixteen stations were occupied (Figure 1) at which observations of salinities, temperature, flora and fauna were made (Tables 1, 2, and 3).

The main tidal drainage in the area is through Caesar Creek. This channel has a maximum chart depth of 22 feet. Judging from salinity observations made in the course of this survey circulation through this channel from bay to ocean is apparently adequate to allow maintenance of similar salinities both inside and outside the bay (Table 3).

The bottom material, both to the east and to the west of Elliott and Old Rhodes Keys is largely marl, with some shelly material. Some organic material is found in quite shallows.

The flora consists primarily of the marine grass *Thalassia testudinum*. The algae flora is rather limited and consisted of 16 species (Table 1).

The "grass flats" observed were covered by from 1 to 5 feet of water at low tide.

At the time of the study temperatures in the shallows ranged between 29 degree C. and 32 degree C.

Observations made with push net and by the aid of mask and fins in water over the flats showed few fish present (Table 2). It is probable that during certain seasons the grassy shallows are frequented by many other species of fish.

Observations made in the deep water of Caesar Creek showed that at the time of the study large numbers of mangrove snapper, grunts and hog snapper were present that were not seen in the shallows.

The area included within the proposed bulkhead line is generally very shallow and apparently little utilized by marine invertebrates or fishes.

The deeper water (4-8 feet) beyond the bulkhead line is somewhat more abundantly inhabited and certainly supports more algae, finger coral and sponge growth. It is from this intermediate zone that a great deal of the spoil must come in filling operations.

The conclusions resulting from this survey are as follows:

1. The shallow, grassy bottoms included in the proposed bulkhead line are probably not vitally important to the biological welfare of the area.
2. The present revised bulkhead line will probably allow continued circulation of bay and ocean water under normal conditions.
3. The offshore bottoms beyond the bulkhead line are somewhat more productive but can probably be used for fill without causing long term biological harm to the bay as a whole.
4. The silt created by dredging will be carried both in and off shore through Caesar Creek and will kill many marine organisms, particularly plant life and sessile marine animals. This is likely to be a short term effect, however, since recolonization can probably be expected.

It is not known how long this will take.

There is no evidence that the proposed dredging and filling will harm the local shrimp population since salinities are too high to suggest that the area is a desirable "nursery" ground for small shrimp. It may well support populations of larger shrimp that could be evaluated only with fishing at all seasons of the year.

5. Deepening of the area now known as Caesar Creek Bank may do more good than harm in the long run since most of the area now is so shallow that it is

